

**CANADIAN APPROACHES TOWARD UNIVERSITY
INTERNATIONALISATION:
ACTORS, ACTIVITIES AND RATIONALES**

by

Mary Catharine Lennon
Bachelor of Arts, Queen's University, 2001

THESIS SUBMITTED IN PARTIAL FULFILLMENT OF
THE REQUIREMENTS FOR THE DEGREE OF

MASTER OF ARTS

In the
Faculty of Education

© Mary Catharine Lennon 2007

SIMON FRASER UNIVERSITY

Summer 2007

All rights reserved. This work may not be
reproduced in whole or in part, by photocopy
or other means, without permission of the author.

APPROVAL

Name: Mary Catharine Lennon

Degree: Master of Arts

Title of Research Project: Canadian Approaches Toward University Internationalisation:
Actors, Activities and Rationales

Examining Committee:

Chair: Stephen Campbell, Assistant Professor

Eugenie Samier, Associate Professor
Senior Supervisor

Allan MacKinnon, Associate Professor

Nello Angerilli, VP Students and International, SFU

Dr. Michelle Nilson, Assistant Professor, Faculty of
Education
Internal/External Examiner

Date: August 23, 2007

Declaration of Partial Copyright Licence

The author, whose copyright is declared on the title page of this work, has granted to Simon Fraser University the right to lend this thesis, project or extended essay to users of the Simon Fraser University Library, and to make partial or single copies only for such users or in response to a request from the library of any other university, or other educational institution, on its own behalf or for one of its users.

The author has further granted permission to Simon Fraser University to keep or make a digital copy for use in its circulating collection (currently available to the public at the "Institutional Repository" link of the SFU Library website <www.lib.sfu.ca> at: <<http://ir.lib.sfu.ca/handle/1892/112>>) and, without changing the content, to translate the thesis/project or extended essays, if technically possible, to any medium or format for the purpose of preservation of the digital work.

The author has further agreed that permission for multiple copying of this work for scholarly purposes may be granted by either the author or the Dean of Graduate Studies.

It is understood that copying or publication of this work for financial gain shall not be allowed without the author's written permission.

Permission for public performance, or limited permission for private scholarly use, of any multimedia materials forming part of this work, may have been granted by the author. This information may be found on the separately catalogued multimedia material and in the signed Partial Copyright Licence.

While licensing SFU to permit the above uses, the author retains copyright in the thesis, project or extended essays, including the right to change the work for subsequent purposes, including editing and publishing the work in whole or in part, and licensing other parties, as the author may desire.

The original Partial Copyright Licence attesting to these terms, and signed by this author, may be found in the original bound copy of this work, retained in the Simon Fraser University Archive.

Simon Fraser University Library
Burnaby, BC, Canada



SIMON FRASER UNIVERSITY
THINKING OF THE WORLD

STATEMENT OF ETHICS APPROVAL

The author, whose name appears on the title page of this work, has obtained, for the research described in this work, either:

(a) Human research ethics approval from the Simon Fraser University Office of Research Ethics,

or

(b) Advance approval of the animal care protocol from the University Animal Care Committee of Simon Fraser University;

or has conducted the research

(c) as a co-investigator, in a research project approved in advance,

or

(d) as a member of a course approved in advance for minimal risk human research, by the Office of Research Ethics.

A copy of the approval letter has been filed at the Theses Office of the University Library at the time of submission of this thesis or project.

The original application for approval and letter of approval are filed with the relevant offices. Inquiries may be directed to those authorities.

Bennett Library
Simon Fraser University
Burnaby, BC, Canada

ABSTRACT

This project is a comparative case study of Canadian university internationalisation analysing selected activities of participants to determine which of four rationales - political, economic, academic, and social/cultural - are used to pursue internationalisation and whether consistency exists across provincial systems. Participants include provincial governments of Nova Scotia, Ontario, British Columbia, and a university within each, Dalhousie University, Wilfred Laurier University, and Simon Fraser University respectively. The Federal Government, Non-Governmental, and Intergovernmental Organisations activities are also reviewed for activities in internationalisation. Provincially, rationales are determined by organisational structure, key policies, funding, and programmes including recruitment and exchange initiatives. University rationales are assessed through organisational structure, policy and activities supporting student recruitment, curriculum, programming, and research. Results demonstrate varying provincial and university internationalisation rationales yet indicate a correlation in rationales between provinces and their universities. A model of government and university interactions is developed to conceptualise implications of government initiatives on university internationalisation.

DEDICATION

To my parents, whose support in countless ways has made this work possible,
and to Eugenie, whose guidance has made it the best it could be.

ACKNOWLEDGEMENTS

I would like to thank the faculty, staff and students of the Faculty of Education at Simon Fraser University for sharing their enthusiasm and dedication to the field of education.

Thank you Dr. E. Samier for being a source of immeasurable support and guidance, and providing me with experiences and advice I shall draw upon for many years to come.

To Dr. N. Angerilli and Dr. A. MacKinnon I owe many thanks for sharing their perspectives and enlarging my vision and understanding.

I would also like to thank Dr. P. Cappon whose passion for Canadian education and confidence in my abilities set me forth on this path.

Special thanks to my parents, family, and friends whose encouragement has been a tremendous source of strength.

TABLE OF CONTENTS

Approval.....	ii
Abstract.....	iii
Dedication.....	iv
Acknowledgements.....	v
Table of Contents.....	vi
List of Tables.....	xii
List of Figures.....	xiii
List of Acronyms.....	xiv
Chapter 1: Introduction to Canadian Higher Education	
Internationalisation.....	1
1.1 Introduction.....	1
1.2 Background.....	4
1.3 Purpose and Objectives.....	6
1.4 Conceptions and Definitions of Internationalisation.....	11
1.5 Higher Education in Context.....	14
1.6 Analytical Models of Internationalisation.....	18
1.7 Approach.....	21
1.8 Methodology.....	25
Chapter 2: The Involvement of International Organisation, Canadian Federal Government, Non-Governmental and Inter-Governmental Organisations.....	31

2.1	Introduction.....	31
2.2	International Actors.....	33
2.3	The Government of Canada.....	38
2.3.1	The Department of Finance.....	41
2.3.2	Human Resources and Skills Development Canada.....	42
2.3.3	Department of Foreign Affairs and International Trade.....	44
2.3.4	Citizenship and Immigration Canada.....	45
2.3.5	Canadian International Development Agency and Industry Canada.....	46
2.4	Non-Governmental Organisations.....	47
2.4.1	Association of Universities and Colleges Canada.....	48
2.4.2	The Canadian Bureau for International Education.....	50
2.4.3	Canadian Education Centre Network.....	51
2.5	Council of Ministers of Education, Canada and the Provinces.....	53
2.6	Interactions and Implications.	56

Chapter 3: The Case of the Government of Nova Scotia and

	Dalhousie University.....	61
3.1	Introduction.....	61
3.2	The Province of Nova Scotia.....	63
3.2.1	Structural Elements.....	63
3.2.2	Provincial Involvement.....	66
3.2.3	Department of Education.....	67
3.2.4	Activities.....	69

3.2.5	Funding and Programming.....	70
3.2.6	Rationales.....	75
3.3	The University of Dalhousie.....	78
3.3.1	Policies.....	78
3.3.2	Structural Elements.....	79
3.3.3	International Recruitment.....	80
3.3.4	Programmes and Curriculum.....	82
3.3.5	International Research.....	82
3.3.6	Rationales.....	83
3.4	Interactions and Implications.....	84
3.4.1	Leadership and Organisation.....	84
3.4.2	Interactions	87
3.4.3	Implications.....	88
3.4.4	Summary	90

Chapter 4: The Case of the Government of Ontario and Wilfred

	Laurier University.....	92
4.1	Introduction.....	92
4.2	The Province of Ontario.....	92
4.2.1	Structural Elements.....	94
4.2.2	Provincial Involvement.....	95
4.2.3	The Ministry of Training, Colleges and Universities Activities....	96

4.2.4	Activities.....	99
4.2.5	Funding and Programming.....	102
4.2.6	Rationales.....	104
4.3	Wilfred Laurier University.....	107
4.3.1	Policies.....	108
4.3.2	Structural Elements.....	111
4.3.3	International Recruitment.....	112
4.3.4	Programmes and Curriculum.....	114
4.3.5	International Research.....	115
4.3.6	Rationales.....	116
4.4	Interactions and Implications.....	117
4.4.1	Leadership and Organisation.....	117
4.4.2	Interactions.....	119
4.4.3	Implications.....	121
4.4.4	Summary.....	122

Chapter 5: The Case of the Government of British Columbia and

	Simon Fraser University.....	124
5.1	Introduction.....	124
5.2	The Province of British Columbia.....	125
5.2.1	Structural Elements.....	127
5.2.2	Provincial Involvement.....	128
5.2.3	The Ministry of Advanced Education Activities.....	130

5.2.4	Activities.....	133
5.2.5	Funding and Programming.....	138
5.2.6	Rationales.....	141
5.3	Simon Fraser University.....	143
5.3.1	Policies.....	144
5.3.2	Structural Elements.....	150
5.3.3	International Recruitment.....	154
5.3.4	Programmes and Curriculum.....	156
5.3.5	International Research.....	159
5.3.6	Rationales.....	160
5.4	Interactions and Implications.....	162
5.4.1	Leadership and Organisation.....	162
5.4.2	Interactions.....	166
5.4.3	Implications.....	167
5.4.4	Summary.....	169

Chapter 6: Interactions and Implications of Internationalisation Strategies and Rationales.....170

6.1	Reflections.....	170
6.2	The Federal Government.....	171
6.3	The Provincial Governments.....	174
6.3.1	Provincial Structural Elements and Organisation.....	174
6.3.2	Provincial Leadership.....	179
6.3.3	Provincial Policies, Activities and Rationales.....	181

6.3.4	Provincial Implications.....	183
6.4	The Universities.....	187
6.4.1	University Organisation.....	187
6.4.2	University Leadership.....	189
6.4.3	University Policies, Activities and Rationales.....	190
6.5	Implications.....	193
6.6	Conclusion.....	197
6.7	Future Research.....	201
	Reference List.....	203
	Appendix A: Ethics Approval.....	230
	Appendix B: Sample Questionnaire/Interview Questions for Participants.....	231

LIST OF TABLES

Table 2.1	International Student Enrolments by Province.....	32
Table 3.1	International Student Tuition Fees by Province.....	72
Table 3.2	Nova Scotia Provincial Activity and International Student Numbers.....	74
Table 3.3	Province of Nova Scotia Rationale Chart.....	76
Table 3.4	Dalhousie International Student Enrolments.....	81
Table 3.5	Dalhousie University Rationale Chart.....	84
Table 4.1	Ontario International Student Enrolments.....	103
Table 4.2	Ontario Rationale Chart.....	105
Table 4.3	Wilfred Laurier University Rationale Chart.....	117
Table 4.4	Ontario and Wilfred Laurier University Activities.....	120
Table 5.1	British Columbia International Student Enrolments.....	139
Table 5.2	British Columbia Rationale Chart.....	142
Table 5.3	Simon Fraser University International Student Enrolments.....	155
Table 5.4	Simon Fraser University Exchange Student Numbers.....	157
Table 5.5	Simon Fraser University Rationale Chart.....	161
Table 6.1	Provincial Rationales.....	183
Table 6.2	Provincial Structure, Leadership, Key Policies, Rationale and Implications.....	186
Table 6.3	University Rationales.....	193
Table 6.4	Province of Nova Scotia and Dalhousie University Rationales.....	195
Table 6.5	Province of Ontario and Wilfred Laurier University Rationales.....	196
Table 6.6	Province of British Columbia and Simon Fraser University Rationales.....	197

List of Figures

Figure 1.1	Hypothetical Model of Internationalisation Interactions.....	7
Figure 2.1	Federal Support for Post-Secondary Education.....	41
Figure 3.1	Ministry of Education Organisational Chart.....	67
Figure 3.2	Nova Scotia and Dalhousie Interactions.....	87
Figure 4.1	Ministry of Training, Colleges and Universities Organisational Chart....	96
Figure 4.2	Ontario and Wilfred Laurier University Interactions.....	119
Figure 5.1	Ministry of Advanced Education Organisational Chart.....	131
Figure 5.2	Administrative Structure of SFU Internationalisation Responsibilities...	151
Figure 5.3	British Columbia and Simon Fraser University Interactions.....	165
Figure 6.1	Nova Scotia and Dalhousie Organisational Chart of Higher Education Internationalisation Activities.....	176
Figure 6.2	Ontario and Wilfred Laurier Organisational Chart of Higher Education Internationalisation Activities.....	177
Figure 6.3	British Columbia and Simon Fraser Organisational Chart of Higher Education Internationalisation Activities.....	178
Figure 6.4	Theoretical Organisational Chart of Canadian Higher Education International Interactions.....	200

Acronyms

AAU	Association of Atlantic Universities
ACE	American Council on Education
API	Asia-Pacific Initiative
APR	Age Participation Rate
AUCC	Association of University and Colleges of Canada
BC	British Columbia
BCCAT	British Columbia Council on Admissions and Transfers
BCCIE	British Columbia Centre for International Education
CAUT	Canadian Association of University Teachers
CBIE	Canadian Bureau for International Education
CECN	Canadian Education Centre Network
CHEA	Council for Higher Education Accreditation
CIC	Canadian Immigration and Citizenship
CICIC	Canadian Information Centre for International Credentials
CIDA	Canadian International Development Agency
CMEC	Council of Ministers of Education
CONAHEC	Consortium for North American Higher Education Collaboration
COU	Council of Ontario Universities
CVU	Canadian Virtual University
DAAD	German Academic Exchange Service
DED	Department of Economic Development

DFAIT	Department of Foreign Affairs and International Trade,
DQAB	Degree Quality Assessment Board
EUA	European University Association
FIC	Fraser International College
GATS	General Agreement on Trade in Services
HE	Higher Education
HEQCO	Higher Education Quality Council of Ontario
HRSDC	Human Resources and Skills Development Canada
IBT	International Business Technology Education
IGO	Inter-Governmental Organisations
ITMP	International Promotion and Marketing Plan
ISES	International Students and Exchanges Services
LPI	Lester Pearson International
MED	Ministry of Economic Development
NSABCU	Nova Scotia Advisory Board on Colleges and Universities
NSHEC	Nova Scotia Higher Education Council
MAE	Ministry of Advances Education
MOU	Memorandum of Understanding
MPHEC	Maritime Province Higher Education Council
MTCU	Ministry of Training, Colleges and Universities
NGO	Non-Governmental Organisation
NS	Nova Scotia
OAC	Ontario Academic Credits

OBHE	Observatory on Higher Education
OECD	Organisation for Economic and Co-operative Development
OISP	Ontario International Study Program
PEQAB	Postsecondary Education Quality Assessment Board
PSE	Post-Secondary Education
PSI	Post-Secondary Institution
PO	Premier's Office
SFU	Simon Fraser University
UTPC	The University Presidents Council
UNESCO	United Nations Education, Science and Cultural Organisation
WLU	Wilfred Laurier University
WTO	World Trade Organisation

CHAPTER 1:

INTRODUCTION TO CANADIAN HIGHER EDUCATION INTERNATIONALISATION

1.1 Introduction

Globalisation has been defined as “the flow of technology, economy, knowledge, people, values, ideas...across borders” (Knight & de Witt, 1997, p. 6). The interdependence that this phenomenon brings with it alters the way in which all organisations, including universities, carry out their activities. Knight argues that globalisation affects many sectors, education being one (2004, p. 62). One of the major effects of globalisation on education is the demand for an increased market economy. Education, however, is not fundamentally a commercial product; hence, when referring to the globalisation of education, the term ‘internationalisation’ is used. Because of the social, cultural, academic and financial issues associated with higher education (HE) that are not present in other sectors, the term internationalisation is used as it incorporates all these issues¹.

Internationalisation in education is altering the nature of the university and its place in society so that the relationship between the government and Higher Education is evolving (Davis and Guppy, 1997; Becher and Kogan, 1992, p 1; Henry, Lingard, Rizvi and Taylor, 2001, p 20). Particularly in Canada where higher education has close ties to culture and society, and the nations’ governmental politics, the affect of globalisation is far more complex than economic practices.

¹ The actual definition of the term is debatable and will be addressed later in this chapter.

Internationalisation of universities is being addressed worldwide through the modernisation of the academic curriculum, administrative organisation and policies. Some governments and universities, particularly those in the Western hemisphere, are actively pursuing internationalisation of education in a strategic manner. For those that are involved in the process, or those who are about to undertake it, it is essential that three main questions are addressed to determine how to proceed.

- What is internationalisation?
- Why internationalise?
- How best to internationalise?

When answering these questions, or applying these questions to activities and strategies already in place, an organisations belief in the value of internationalisation becomes apparent. The organisations addressing these questions are federal government agencies, Non-Governmental Organisations, provincial governments and universities, as all are involved in internationalisation. These questions consist of complex phenomena and are not simple nor are they easily answered.

The first question, what is internationalisation, means different things depending on the organisation, or actor, since its nature can vary dramatically. It can be understood as an infusion of values or simply a number of activities, increased international students or increased international curriculum, a process or an end goal, a social/political strategy or an economic means. It is more than just the cross-border education of students.

The second question, why internationalise, is complex because a number of historical factors have set the stage for the process. While there have been internationalisation activities since the creation of the university, the world politics and economy have altered the social origins of the phenomenon. The nature of a university has changed since the 1950's with the massification of HE and the Canadian political and economic strategies of the past 20 years have further altered how universities operate. Internationalisation is no longer an unmonitored aspect of the university. It is an important economic vehicle and one of social and political importance for both universities and governments.

Rationales have been used to justify internationalisation practices by significant actors such as governments for whom universities are seen to increasingly be an instrument in economic policy, for universities as a source of much needed resources to counter balance scarcity of resources, and for NGO's, who each have a particular slant on what they perceived HE to be, and how internationalisation is shaping it. These rationales need to be understood for their intended and unintended consequences by those shaping the relevant policies.

The last question each actor must address in this process is 'how best to internationalise' with an understanding of what their goal for internationalisation is, as this will determine how they enact policies and programmes. For example, government departments are affected in organisation and structure, policies and programmes, as they may have a unit devoted to internationalisation and clear strategies, or their efforts may be piecemeal. Depending on what kind of internationalisation goal is being pursued, be it for

social/cultural, academics, politics, or economics, there are different resource implications. An NGO, for example, may recommend increasing spending on international student programmes for social and cultural benefits, or recommend increasing international student numbers for the revenue they bring to a region as ‘educational tourists.’ In the university, along with an impact on organisation and policies, strategies include a broad range of initiatives including staffing, curriculum, financing, student recruitment, inter-university agreements, joint ventures, research and development programmes. A sound understanding of the goals and potential effects of internationalisation determines organisation, policies and activities towards internationalisation.

1.2 Background

Answers to these questions will vary considerably by stakeholders as each value different areas, and will thus have their own unique expectations. To illustrate, the government has different priorities than an NGO, a university administration, a faculty member or a student. As the federal government deals with overarching issues for internationalisation in PSE’s such as international trade and immigration policies, the value of internationalisation may be in political diplomacy. An NGO may see the value in upholding the traditional values of PSE and see internationalisation as a way of strengthening academic curriculum. The provincial government may see it as a way to make the province a destination for young academics and professionals, and use it for ‘brain gain.’ A university administration may see it as a way to subsidise its activities or to gain international prestige or to socially and culturally develop the minds of its

scholars. A faculty member may see it as a way to disseminate information throughout the world, and the student may see it as a way to gain knowledge of another nation.

The following study will explore these three primary questions from the position that the main actors – governments and universities - need to better understand the relative fundamental role each plays in internationalisation. Particularly in Canada as the university is a public institution the two are thus intricately tied. As education is a provincial jurisdiction, the varying degree of government involvement and type of activities has direct implications for the manner in which universities are able to envision and enact their internationalisation efforts. It is a question of examining what and how provincial governments view internationalisation and its goals compared to those of a university, and the manner in which the two interact. This study will examine these questions through organisational structure, policies, funding and activities of three universities each in a different province in Canada: British Columbia, Nova Scotia and Ontario.

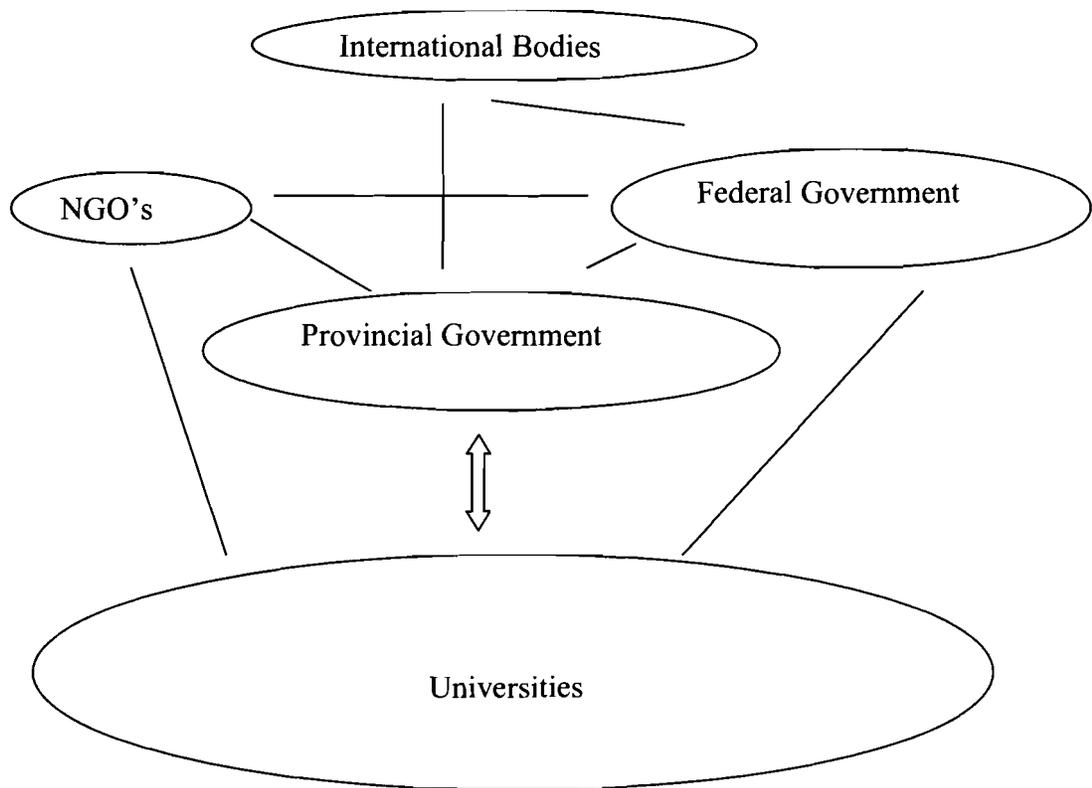
Much of the academic work on internationalisation focuses on how internationalisation is taking place – the rationales for internationalisation – (Knight, 1999; de Witt, 1995; Warner, 1992), how it can be understood to be undertaken for specific ends (Francis, 1993), and how it is changing Post Secondary Education (Knight, 2004). However, there is very little literature on how the government and the universities interact on the topic. Recent literature, particular to trade in higher education, has noted the importance of dialogue between these two bodies to ensure a common understanding (Knight, 2004;

Miho, 2004), yet none discuss the inherent relationship between the two, or how it can be improved to ensure that both agendas are met and that university internationalisation is successful on all levels. In a jurisdiction like Canada where there is an interdependence of the province and the university, this dialogue on common models and concepts is necessary for successful and stable internationalisation to be achieved.

1.3 Purpose and Objectives

The purpose of this paper is to better describe the relative roles of government and universities in internationalisation, and to design a model wherein a common conception of internationalisation can be formed through avenues for improving dialogue between the two actors. To undertake this research this study will investigate the Post Secondary Institutions (PSI's) internationalisation practices of provincial governments, as well as key national and international organisations that have an influence or impact on internationalisation activities at Canadian universities, and assess institutional activities. Assessing global, federal and NGO involvement in internationalisation provides the landscape upon which provincial and institutional relations are built.

Figure 1.1 Hypothetical Model of Internationalisation



The relationship between the provincial government and universities can then be examined to determine if the activities of the provincial governments and those of the institution are linked, and to ascertain the routes of contact, common practices and agreements (see Figure 1.1). It is intended that by reviewing three provinces there will be the opportunity to observe and compare the nature of internationalisation of both the provinces and the institutions to determine if there is a correlation, or link, between governmental and university, policy and activities. Finally, a model based on common practices will be developed to further pursue internationalisation strategies at both the

provincial and institutional level by denoting possible routes of contact and areas of collaboration for each.

Ontario, British Columbia and Nova Scotia are three provinces exemplifying Canada's diversity of region, population and government structure. They were specifically chosen as they have large PSE sectors and cater to diverse populations. Quebec was not chosen as its education system structure differs from the rest of Canada which makes comparison difficult. Other provinces were found to have too few public universities for fair comparison. Therefore, these three provinces were ascertained to have the most commonalities with regard to their structure and resource levels.

The PSI's chosen for this study are Dalhousie University, Wilfred Laurier University, and Simon Fraser University. Each is a mid-sized university, between 12,000 – 22,000 students (Association of Universities and Colleges Canada, 2007a; 2007b; 2007c) in the three Canadian provinces of Nova Scotia, Ontario, and British Columbia respectively. These universities differ as Dalhousie is a medical/doctoral university, Simon Fraser is comprehensive and Laurier is primarily undergraduate (MacLean's, 2005). The rationale for examining three types of PSI's is that there are differences in the needs and possible internationalisation activities depending on the type of institution. To explore these will give a more comprehensive view of the various considerations.

These institutions have also been chosen as none has a particularly high international profile for excellence in a particular field, such as the University of Toronto's medical

school (Times Higher Education Supplement, 2006). Nor do their names infer instant recognition by being linked to a major city, such as University of Ottawa. Their internationalisation achievements are thus arguably based on what Meiras calls independent endeavours and 'branding' (Meiras, 2004, p. 378) where the university actively pursues internationalisation by its own means of promotion. As such, it is expected that each employ similar strategies for internationalisation, yet each will have its own preference towards certain methods.

Having chosen organisations of similar size yet in different provinces also allows for a comparison of the institutional models, policies and activities. Further, it allows for a comparison of international initiatives of the provinces that will provide a policy background for the activities of the institutions. It is expected by analysing and comparing the activities, there will be a correlation found between methods and models used by the institution and the province. In essence, if a province does not place much emphasis on internationalisation, it is expected that the university policies will be more comprehensive in order to compete with other institutions, while those residing in provinces with strong leadership in the field will be more likely to focus on select aspects of internationalisation that have not been addressed by the province.

This paper will first outline the background of internationalisation and the connection between the government and institutions in Chapter One, as well as the leading theories on internationalisation. Then, Chapter Two will discuss international, Canadian Federal, NGO, with particular focus on the government structure and organisation, policies and

recommendations that would affect institutions, and links between them. Chapters Three through Five will individually assess each university's structure and organisation, policies, activities and governance structures to determine what model is used in their internationalisation efforts, and the connection to their provincial government. This study will conclude by determining any alignment of correlating provincial and PSI efforts and activities, discuss how certain actions benefit or hinder international activities of Canadian universities, and determine the relative roles of each of the actors in relation to each other. Finally, by understanding the nature of internationalisation, and the roles each actor plays, a model of governmental and institutional governance and interaction will be proposed.

Because the world is globalising, and higher education is internationalising with or without formal structures, it is important that Canada provides a united effort to have a comprehensive strategy that will benefit the social, cultural, political economic needs of the society. The goal of this research is to document the nature of activities of the major actors in the area and particularly to set out the relationships between the provincial governments and institutions. This will determine what the overall vision of internationalisation is for each actor, highlighting the areas where there are strengths and weaknesses, and avenues for collaboration. With increased dialogue between the actors and an understanding of the others goals and abilities a common ground can be found for internationalisation strategies. This will allow for Canada to effectively internationalise its institutions in order to have a well-educated domestic population as well as strong international reputation as an educational provider.

1.4 Conceptions and Definitions of Internationalisation

In addressing the question of 'what is internationalisation' a review of the definitions of internationalisation demonstrates that they vary dramatically. Bull (1977, pp. 3-22) characterises internationalisation as activity (and commitment to activity) designed to promote the specified goals of the 'society of states', goals that he ranked in descending order of priority are: preserving commitment to the society of states itself; preserving the sovereignty and independence of individual states; and promoting peace.

This might be called a common-sense notion of international community, that is, international cooperation as an international community of interests and international dimensions of the common good. It can be generally defined as the promotion of global peace and well being through the development and application of international structures, primarily, but not solely, of an intergovernmental kind.

In the context of the internationalisation of higher education there are a variety of debates occurring in the literature regarding an appropriate definition for the complex scenario involving students, institutions, and governments. They range from the early debate on the difference between comparative education and international education, to the more recent discussion on international education compared to the internationalisation of higher education (de Witt, 1957, pp. 101-120). There are also numerous definitions of internationalisation of education. Depending on the source, the nature of the description can vary widely. This can offer insight into the varying values educational organisations

place on internationalisation. Two examples of definitions are noted below. While it can be argued that these are not the most quoted or generally accepted definitions, they have been chosen to exemplify the range of opinions in the field.

The Non-Governmental Organisation of the British Columbia Centre for International education (BCCIE) offers this definition from Francis (1993):

Internationalisation is the process that prepares the community for successful participation in an increasingly interdependent world. In Canada, our multicultural reality is the stage for internationalisation. The process should infuse all facets of the post secondary education system, fostering global understanding and developing skills for effective living and working in a diverse world (p. 5).

A second definition of the goal of internationalisation is that used by the Conference Board of Canada (Bloom, Kitagawa, Murray, Warda, Watt, and Zieminski, 1999):

International education is important to Canada because of its impact on our ability to compete successfully in the global economy by responding to changes in the international competitive environment. In essence, international education is a means of adapting Canada's people – its human capital to the competitive demands of globalisation (p. 9).

These two definitions show the dichotomy of interests of Canadian organisations involved in internationalisation and what they determine its value for society to be. The former seeks internationalisation as a social good, the latter views its economic impacts to be the greatest benefit. These definitions also allow for an understanding of the importance each organisation places on internationalisation and how they aim to implement it, such as ensuring the social/cultural good of having international students integrated into the campus for the Canadian experience, and having domestic students learn from the international students. On the other hand, the latter definition suggests that political and economic strategies must be employed for they view success as creating a competitive workforce.

Other definitions offer more moderate interpretations of international education. Harari (1977) and Albrow (1990), for example, argue that the internationalisation of higher education incorporates the three elements of international content of the curriculum, international movement of scholars and students concerned with training and research, and international technical assistance and cooperation programs.

Derived from the work of Knight and de Witt (1997, p 8) and Francis (1993, p 5), since they offer together the broadest and most complete inclusion of internationalisation activities, for the purposes of this paper, internationalisation can be defined as the process of integrating international and intercultural dimensions of teaching, research, organisation and services, which must be infused in all facets of the post-secondary education system. This definition allows for notion that internationalisation is not

limited, rather that it is an ongoing process (Knight & de Witt, 1997), and that it is not the domain of one single arena, government or institution.

1.5 Higher Education in Context

Why internationalise? Internationalisation, as a concept, is not a new phenomenon. It is a means by which to share information, and has only recently become so large in scope that it has become institutionalised and structured. Throughout the Medieval period and the Renaissance wandering scholars travelled to other institutions to ‘ensure recognition of their degrees throughout Christendom’. Ultimately, they then returned to share their newly acquired knowledge of their studies – as well as a wealth of new ideas, views and experiences (de Ridder-Symoens, 1992, pp. 280-304).

Higher Education Institutes (HEI’s) have been havens of informed thought and innovative research where privileged few paid heavily for the honour to work with great thinkers and scientists. Small universities centres were often linked to the church and reliant upon it for guidance on the curriculum and financial support. During the colonisation period by European nations between the 18th through the 20th centuries, universities were created in India, Asia, Africa and North America in the model of the conquering nations (Knight and de Wit, 1997, p. 6). This form of internationalisation was to dominate the style in which the university was created and to determine the curriculum as well.

Since World War II there have been a great number of changes in society and in the university. Universities grew in importance to society and became available to the masses. The majority of universities are no longer tied to the church, but rather the state, where governments provided financial support to the universities and their students, and partner with universities in goal setting. De Wit and Knight (1997, pp. 8-9) argue there were three main periods of internationalisation rationales since that time: Directly after the war there was some internationalisation due to an influx of migration all over the world, with European scholars dispersing particularly to the US. Arguably this was not by design, rather it was that European universities were not receiving a great deal of funding due to reconstruction, and the US offered opportunities.

Another period after the war was in the 1960's and 70's when many changes occurred in the university, including the transition from the academic university to the 'service university' (Shils, 1997, p. 20) where programs were designed for practical applications, such as journalism and librarianship. De Wit and Knight (1997, p. 9) argue that this, in turn, created a market for international students to learn practical skills in some nations, particularly northern nations, which increased internationalisation, but did not allow for shared knowledge.

Modern universities, as argued by Shils (1997, p. 35), saw an increased growth in students, structure, bureaucracy and government funding after WWII, as well as an increased hiring of faculty and staff. More recently, however, governments have not provided the same amount of funding. In 1995, for example, the Federal Budget reduced

PSE funding by 30%, (Department of Finance, 2006a, p. 31), and universities have been forced to make cuts, or look to outside sources to support and bolster their existing infrastructure².

The economic value of Higher Education is rapidly being realised through trade, investment and cross-border students. The massification of higher education meant that the government could not support the rapidly expanding demands on the higher education system. In order to subsidise the expanding system to provide for increasing demand and reduced government funding many universities have engaged in partnership with private for-profit organisations that put money into research programmes. Further, to increased public-private partnerships, there has also been an increasing market for for-profit education institutions that are much more specialised and cater to the specific needs of the population.

Another method is in attracting foreign students as ‘educational tourists’, which is a lucrative endeavour as they invest in both the university and the local economy. Thus, education has become an important financial generator. For example, in 1998, Australia and New Zealand, export of Education ranks 3rd and 4th respectively in service trades and 14th and 15th in overall trade (OECD Observer, 2004). It is no wonder, then, that the world’s governments are interested in putting post secondary education on the General Agreement of Trades and Services (GATS) bargaining table to ensure access to markets.

² Federal funding in Canada is further addressed in Chapter Two.

Having education put on the global market creates the need for universities and governments to collaborate closely to determine how it will be enacted. This amplifies the importance of discussions because universities are not autonomous in their activities, nor are the governments' actions towards trade in PSE without consequences. The question of entering education into the GATS is a huge area to explore, and it is not within the scope of this project to address. However, the trade of education is occurring with or without those guidelines, and so it is of utmost importance for dialogue to occur between the federal government, who will be bargaining the agreement, and the provinces and universities, whom it will affect.

Internationalisation, as we can see, is part of the history of the university system. It is not inherently a new economic strategy to infuse money into the failing system. At the same time that these new economic and political rationales appear, there is also an increasingly interdependent world, with students wishing to study abroad, faculty wishing to have their curriculum as robust as possible, and the administration valuing the public good in global knowledge. Hence, universities came to appreciate the social, cultural and academic value of internationalisation. It is clearly stated by many universities that the benefit of having international students on campus is what they bring to student life, sharing experiences and points of view, and the inter-culturation of the university (Queens University, 2006). The students attend because they want an international experience and the university is willing to provide it at a fee.

It is argued here that for a university to successfully internationalise it must acknowledge the external and historical factors that influence its internationalisation efforts. There must be a fundamental appreciation for the natural history of international knowledge and student exchange and its social and political value, as well as having an appropriate concern for the pressing financial issues. All of these factors should be equally weighed to ensure that a well-rounded internationalisation strategy is implemented. Though it is appreciated that organisations will likely place more importance on one area or another depending on each one's placement in the internationalisation structure.

1.6 Analytical Models of Internationalisation

The question of 'how best to internationalise' is addressed by researchers in examining the rationales because determining the goal of internationalisation determines what method will best achieve these goals. A number of models and frameworks have been set out by both academic researchers and policy analysts to explore and explain the nature of internationalisation, two of which are examined here. Similar to the wide-ranging definitions of internationalisation, the rationales also vary greatly from those that value its social importance to those that advocate its monetary value. The models for internationalisation offer an insight into the styles of promoting internationalisation, allow for an understanding of the choice of definitions used, mission statements and policies of internationalisation. They further determine what the method of institutional or governmental internationalisation may be.

Other rationales for the internationalisation of higher education have been offered by a variety of authors³. However, Knight (Knight, 1995, pp. 9-14; Knight & De Witt, 1997, pp. 9-11; de Witt, 2002; Knight, 2004; Knight, 2006, pp. 216-218) has been working in the field for over a decade and has clustered four possible rationales for internationalisation that can be employed: political, economic, academic and cultural/social. Each is distinct and has its limitations. In a perfect system all four of these areas would be addressed to create an internationalisation strategy that balances the benefits while also addressing the practical implications of each. However, most organisations tend to place more weight on one rationale over the others. The economic model, particularly, has become more prevalent (de Witt, 2006). Focussing on the economics of internationalisation can sacrifice the benefits of the other three.

The political rationale is that internationalisation has historically been seen as a political tool for foreign policy as higher education is often considered a form of diplomatic investment for future political and economic relations (Knight and de Witt, 1997, p. 9). This includes aspects of foreign policy, national security, national identity and national security (Knight, 2006, p 218).

The second rational is based on Economics such that the export of educational ‘products’ to international markets contributes to international teaching, research and service. That does not necessarily mean that improving the quality of education is the main focus,

³ The OECD has a robust theory for government internationalisation. It is not, however, applicable to university activities, and is thus inappropriate for use in this project (Organisation for Economic and Co-operative Development, 2004).

rather that there is a balance between income generation and academic benefits. Areas of economics of internationalisation are seen in economic growth and competitiveness, financial realities, and the labour market (Knight, 2006, p. 218). Specific for Canada, we can see how this relates as there are increased fees for international students.

The academic rationale is grounded in the fact that the internationalisation of an institution is important for the achievement of international academic standards for teaching and research. This is seen in institution building, developing of profiles and status, enhancement of international dimensions of teaching and learning (Knight, 2006, p. 219). It is not a promotion of 'cookie cutter' programmes and curriculum, rather it supports a balance of ideas and programmes.

The cultural and social rationale is said to support social and cultural diversity, the promotion of cultures and to dissuade the homogenizing effect of globalization. Having strong ethnic diversity within a nation is alone considered to be a strong rationale for internationalisation. This focuses on the individual rather than the nation or the institution as is evident in the other rationales; on the person as a citizen in their environment.

In 2006, Knight (2006, p 219) further developed the models and determined there are different areas of emerging importance for both nations and institutions internationalising. At the national level these include HR development, strategic alliances, income generation and commercial trade. Universities on the other hand, are

focusing on aspects of international profile and branding, alternative income, student and staff development, strategic alliances and knowledge production. Thus, there are a number of elements involved at both the government and university level of internationalisation, and a number of ways to approach it.

These models by Knight offer an insight into the underlying rationales promoting international education that affect all internationalisation activities. Recognising these models as templates by which organisations base their international priorities allows for an understanding of the definitions used, mission statements and policies of internationalisation used by each organisation. In the case of the two definitions previously given it can be argued that the classification offered by BCCIE is based on Knights cultural and social rationale; while the Conference Board of Canada's definition can be seen to be influenced by Knights political and economic rationale, with its global competition ideals.

1.7 Approach

Having explored the theoretical background of the internationalisation of higher education, an investigation of the involvement of international bodies, federal departments, provincial departments and three selected Canadian universities can be undertaken to determine which strategies they are using and which policies have been implemented. This study was chosen since there is a gap in the current literature in applying the theoretical models of internationalisation to specific case studies of

universities in Canada, and on the relationship between provincial and institutional internationalisation strategies.

In order to determine how internationalisation is approached and how it is being implemented in each province and institution each of the cases will be assessed for the structural elements and actors involved. Determining who and how each is involved assists in illuminating the rationales for the policies and activities. In order to assess this information, selected organisational theories will be applied to the overall structure of interactions in order to develop an understanding of the policy environment.

Organisation theory has a variety of models that conceptualise organisations (see Morgan, 1997). Particularly in bureaucratic institutions, such as a government, the administrative rather than academic part of a university, organisational structure can be constructed in either a rational or chaotic manner. The technical-rational model is based upon Weber's notion that bureaucracy can be efficient (1978, p. 223), and that top-down organisation can utilise technical expertise of its membership to effective ends (Lane, 1995, p 53). A second model of organisation is chaos theory which suggests that organisations can work like a 'garbage can into which various problems and solutions are dumped into by participants' without clear organisation or leadership (Cohen, March and Olsen, 1976, p. 26).

Understanding these two alternatives has lead Bush (2003, pp. 38-51) to determine that there are five basic models for organisation and leadership: structural, systematic,

bureaucratic, rational, and hierarchical. The structural model suggests that organisations exist to accomplish goals and that coordination and control are essential for effective activity (Bush, 2003, p. 39). The theory goes on to state that it is inappropriate structure or inadequate systems that create inefficiencies. The systems model is applied to organisations that have unity and coherence of component parts. The bureaucratic model is a structured organisation based on the key elements of hierarchy, goal oriented, a division of labour, based on rules and regulations, activities are impersonal and merit-based rewards. The rational model of organisation and leadership focuses on the process rather than the structure, and decisions are made primarily without concern for outside factors. Finally there is the hierarchical model which operates through authority and responsibility of each role, and stresses the vertical top-down communication. While there is a great deal of debate on the nature of organisations, and the complexities of each of these theories, for the purposes of this research a very basic understanding of each assists in clarifying the nature of government and institutions.

An important feature of organisational theories is leadership and how it is enacted. While this study will not explicitly explore the nature of leadership within the context of internationalisation activities, leadership has been said to be the key priority for effective internationalisation (Francis, 1993, p. 27). Thus, while there will not be a detailed analysis of leadership in the cases. It is important to determine which actor is taking the leadership role as it is indicative of the importance internationalisation is given, and helps identify the nature of the rationale. For example, if leadership for international activities comes from an actor with an economic rather than academic focus, it is likely that

internationalisation strategies will be focused on economic goals and processes. These two features, along with a policy document analysis will allow the information collected from the actors to develop a clear picture of where the activities occurring in the province and the rationales for them.

In Chapter Two international and foreign agencies, including United Nations Education, Science and Cultural Organisation (UNESCO), The World Bank, and the World Trade Organisation will be examined as they provide information on international activities in internationalisation. A review of Canadian federal involvement will include an exploration of activities and policies in organisations such as the Department of Foreign Affairs and International Trade (DFAIT), Human Resources and Skills Development Canada (HRSDC), and Canadian International Development Agency (CIDA). Non-Governmental Organisation policy recommendations, such as those of the Association of University and Colleges of Canada (AUCC) and the Canadian Bureau for International Education (CBIE), will also be examined for their impact on policy strategies. Finally the inter-provincial agency the Council of Ministers of Education (CMEC), with its post-secondary and international divisions, including the Canadian Information Centre for International Credentials (CICIC) will be examined. This review of international, federal and NGO involvement will determine the structural background and political atmosphere and show the influence of these bodies on provincial and institutional internationalisation.

Having established the international and national aspects of internationalisation, the provinces and universities will then be explored together as the environmental context,

structural organisation and policies of the provinces have immediate impact on the activities of the universities. The Provinces are examined for their structural elements, to determine which actors are involved and how. The strategies, recommendations and policies put forth are also examined, with particular attention given to provincial funding and primary activities.

At the university level there will similarly be a structural organisational and policy review. For the institutions there will be a further investigation of the types of programme strategies in place for international student recruitment, programmes and curriculum development and international research activities. Programme and curriculum development includes student exchange programmes, faculty-staff mobility programmes and transnational education, such as offshore and twinning programmes, and distance education. Research activities include and scholarly collaboration on developmental, non-developmental projects and systems in place to support these activities.

1.8 Methodology

The project is designed as a multiple case study wherein the organisation of actors, activities and rationales for internationalisation are individually identified and described for structural organisation and activities towards internationalisation including strategies, programmes, funding, international recruitment, curriculum development and international research. The descriptive nature of this qualitative analysis allows for interpreting and analysing the rankings of internationalisation rationales in each case according to Knight's theory of economic, social/cultural, academic and political

rationales that guide internationalisation (Knight, 1995, pp. 9-14; Knight and de Witt, 1997, pp. 9-11; Knight, 2004; Knight, 2006, pp. 216-218). The selected cases of the provinces of Nova Scotia, Ontario, and British Columbia, along with the universities of Dalhousie, Wilfred Laurier, and Simon Fraser are individually reviewed for structural elements and primary activities. These cases are then comparatively analysed for their organisational structures and use of rationales in internationalisation. A correlational design commonly used to examine relationships and interrelationships between phenomena (Brewerton and Millward, 2001) was applied.

At the international, Federal, and national NGO level, actors have been selectively reviewed for their involvement in internationalisation as they provide the environment in which the provincial and university interaction and activities occur. The World Bank, UNESCO and the World Trade Organisation were each examined for their activities in internationalisation. The World Bank and UNESCO were examined for their key documents that provide policy recommendations for government and university interactions. The World Trade Organisation was examined for its General Agreement of Trades in Services, and its proposal for putting higher education onto the agenda of the agreement. There was a review of Canadian Federal Government departments who have jurisdiction over some elements of internationalisation, including bodies such as DFAIT, HRSDC and Citizenship and Immigration. The review of policies and activities of Federal departments indicate the constructs under which the provinces operate. Selected national NGO's and an IGO were also examined for their activities in internationalisation. AUCC, CBIE, and CECN reports were examined to determine the

role of these organisations in Canadian internationalisation and assess the activities they pursue. Documentation and publications from the IGO the Council of Ministers of Education, Canada was also examined to assess the inter-provincial role of the organisation.

Provincial departments selected for review include departments responsible for economic development, Premiers Office's, departments responsible for higher education, and provincial NGO's in each province. University actors reviewed include provincial or regional university councils, senior administration, departments responsible for internationalisation, senate committees and financial departments.

The methods of the project consist of three types of analysis: documentation, questionnaires and semi-structured interviews, which are common elements of case study research (Yin, 1994) Based on the notion of 'triangulation which advocates the use of as many different sources of information on the topic as possible' a variety of documents were assessed, and questionnaires and interviews conducted (Brewerton and Millward, 2001, p. 55). Questionnaires and semi-structured interviews by telephone were also employed as research tools as they are understood to 'elicit data needed to gain understanding of the phenomenon in question, contribute different perspectives on the issue, and make effective use of the time available for data collection' (Glesne, 1999, p. 31).

In order to provide boundaries for document analysis (as recommended by Yin, 1994, p. 24) documents produced between 1995 and 2007 were assessed, and specific documents consisted of publicly available policies, budgets, strategic plans, promotional material and statistical information. Some documentation, particularly for university budgets were not made available for review. Other documentation is no longer available either on the Internet or through organisations, as updated materials have replaced them.

Analysis of the documents included assessing formal structures of the actors, examining the departmental organisation, allowing for a comparative assessment of the interactions and involvement of actors. The tracking of influence within policy recommendations and activities is conducted by examining the time lines of the policies and the information contained within the policies, and then tracking recommendations through time through the various organisations noting major policy shifts.

Determining participant for the questionnaires and semi-structured interviews by telephone was conducted by purposive sampling, where individuals are selected from certain groups (Brewerton and Millward, 2001, p. 117), or homogeneous sampling (where participants are from a specific sub-group) (Glesne, 1999, p. 29) which were the most applicable to research the opinions of key individuals who were determined by their role in an organisation. The individuals contacted were selected from key organisations in order to access information that was not publicly available and to better understand the nature of activities.

Two individuals were contacted from the IGO the CMEC, as it holds provincial responsibilities. Provincially, one individual was selected from the department responsible for higher education. These individuals were selected based on their role in the organisation, such as a director for international activities. In two of the cases, provincial NGO's were contacted, and in both cases the executive directors were selected as research participants. At the university level senior administrators were selected to be potential participants. At each of the Universities, one member of the international department was contacted, with the exception of Dalhousie University (which has two departments responsible for international activities), where two individuals participated in the research. The total sample size was eleven: two members from the IGO CMEC, three participants from provincial ministries responsible for higher education, two participants from provincial NGO's, and four individuals from universities with responsibilities for internationalisation.

In all cases the participants were contacted by email and given a lay summary of the research including an introduction of the researcher, an outline of the research and the goals of the work. A document with a copy of the informed consent statement in order to participate in the study was also appended to the email. If consent was given an email was sent to participants with an attachment of a questionnaire requesting they choose between completing the questionnaire or determine a time for a telephone interview to discuss responses to the questionnaire and engage in a semi-structured interview. Ten out of eleven participants chose to be involved in the telephone interview.

The questionnaires include closed form questions on organisational structural information as well as open form questions on the organisational goals, leadership, policy implementation, the major policy actors their organisation interacts with, the formal organisation and structure, and other factual information. The development of the questionnaire was tailored to each interviewee based upon gaps in available documentation from their organisation, or to gain further information on documentation available. For example, questions were asked relating to the structure of the unit, inquiries into a specific programmes, or assistance in retrieving specific information such as exchange student numbers (see Appendix B for a sample of the questionnaire).

The telephone interviews were conducted after the participants were read the verbal consent form, and agreed to participate understanding their participation would not be anonymous. The questions previously emailed in the questionnaire were asked, and follow-up questions followed for clarification when necessary. Where some documents were not available for assessment, the participant were asked to assist in the retrieval of the information. The interviews were recorded by note taking.

The data collected for each case study allows for descriptive considerations and analytic generalisations to be made and assessed by applying organisational and internationalisation theories.

CHAPTER 2:

THE INVOLVEMENT OF INTERNATIONAL ORGANISATIONS, THE CANADIAN FEDERAL GOVERNMENT, NON-GOVERNMENTAL AND INTER-GOVERNMENTAL ORGANISATIONS

2.1 Introduction

Internationalisation of higher education is not solely the jurisdiction of the university. The university is intrinsically tied to the larger society in which it exists and by which it is regulated. The internationalisation of Canadian universities is an important area of federal, provincial and institutional planning for the future. For reasons both economic and social, many provinces have devoted departmental staff, project time and funding to improving the state of internationalisation of higher education in their own sectors.

Yet, despite resolutions for improvement, the Association for University and Colleges Canada notes that Canada and Canadian universities, are not yet major players in terms of attracting international students (AUCC, 1998, p. 1); only 1% of the worldwide international student population comes to Canada as a destination (Rae, 2005) (see Table 2.1 for international student numbers by province). Other statistics mark Canada's foreign student enrolment at 5% of the world's international students in 2004⁴, (Organisation for Economic and Co-operative Development, 2006, p. 287). What the OECD statistics do reveal, however, is that between 2000 and 2004 Canada slipped from

⁴ International student numbers vary depending on the source. Some bodies, such as the OECD, use the term "foreign students" which includes immigrant residents (Organisation for Economic and Co-operative Development, 2006, p. 287), while others, such as SFU do not consider these international fee-paying students.

5th to 6th in international destinations for students, while Australia has increased its enrolment numbers. It is argued that a lack of nationally cohesive planning and leadership in this area has hindered university internationalisation, as Canada has no federally funded or coordinated education marketing vehicle (AUCC, 2006a, p. 10).

Table 2.1 International Student Enrolments by Province

Province	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Newfoundland and Labrador	209	237	273	273	264	256	305	298	269	368
Prince Edward Island	64	69	79	91	101	124	112	113	109	122
Nova Scotia	856	890	1,057	1,271	1,469	1,732	1,788	1,788	1,686	1,705
New Brunswick	337	335	427	608	738	926	985	801	830	814
Quebec	6,575	7,193	7,903	9,158	10,389	11,141	9,863	9,366	9,336	8,922
Ontario	12,133	13,214	12,600	16,673	20,152	23,058	22,047	19,461	18,476	19,548
Manitoba	763	1,037	923	1,158	1,363	1,700	1,749	1,615	1,435	1,365
Saskatchewan	918	955	929	975	1,053	1,201	1,094	1,203	1,012	1,095
Alberta	3,565	4,073	3,907	4,091	4,824	5,493	4,917	4,430	4,099	4,378
British Columbia	14,251	14,115	12,350	15,701	19,591	23,736	22,101	19,552	18,274	19,124
Yukon	15	19	17	25	25	10	26	23	18	19
Total	39686	42137	40465	50024	59969	69377	64987	58650	55544	57460

(Canadian Immigration and Citizenship, 2005)

The purpose of this Chapter is to identify and describe the role of international organisations, the Canadian federal government and national NGO's in order to determine whether they are operating in a coordinated and collaborative fashion, and using consistent models of internationalisation in advancing the internationalisation of Canadian universities. This is done by examining the programmes, projects and documents available from these organisations, assessing their involvement and what activities they are involved with, such as policy recommendations, funding, or project

facilitation. It will further determine the sphere of international education the organisations attempt to influence.

International organisations direct Canadian policies either by offering insight into other nations' activities or altering Canadian foreign relations, as in the World Trade Organisation (WTO). Canadian federal government involvement in international aspects of HE is spread across a number of departments, and their activities range from immigration laws determining student access to supporting international projects through research funding. The NGO role in Canadian HE internationalisation is seen in activities such as recruitment and policy recommendations to governments and universities.

Finally the inter-provincial agency the Council of Ministers of Education, Canada's (CMEC) involvement will be addressed as it is mandated by the provinces education ministries to interact with the federal government and international bodies on education issues (Council of Ministers of Education, Canada, 2006). What is found in the work of these Canadian organisations is that there is a lack of a coherent strategy, and, in fact, there are a number of overlapping areas in all Canadian jurisdictions likely reducing the effectiveness of any strategies. Internationalisation at the federal level seems to be occurring in the chaotic 'garbage can' model of organisation.

2.2 International Actors

Worldwide there are a number of actors in education who play a role in internationalisation and thereby influence Canadian politics and policies. There is increasing interest in the 'knowledge economy' from larger international bodies that

serve to promote education, as in United Nations Educational, Scientific and Cultural Organisation (UNESCO), or trade, as in the World Trade Organisation (WTO)⁵. These organisations affect Canadian policies either by offering insight on activities elsewhere in the world, or altering foreign relations, such as proposing free trade in education. Particularly with the WTO, the implications of decisions made at this higher level determine the rules and regulations that Canada must abide. For example, if Canada does decided to enter the education sector into the GATS it will be bound to treat the industry as dictated by the international agreement such as allowing private providers to enter the Canadian market (which already occurs in three provinces⁶) and ensuring equal treatment for public and private providers for access to government funding.

Not all of these international organisations are purely devoted to the topic of internationalisation, or even education, but their actions and policy recommendations have a direct affect on it, such as UNESCO, the World Bank, the OECD and the World Trade Organisation⁷. The nature of the involvement of these organisations is through high-level debates on the nature of higher education and the place of the university in society, its social good, and its economic worth. These three organisations are

⁵ The Organisation for Economic Cooperation and Development (OECD)⁵, is also the major contributors of educational literature, yet is primarily a producer of country data and information in its Education at a Glance series (OECD, 2006). It does not develop or implement policies that affect higher education, thus it is not included in this review.

⁶ British Columbia, Ontario and Manitoba.

⁷ Other organisations do play a specific role in education policy recommendations but their role is focused on very select aspects, such as the Commonwealth of Learning which deals primarily with technology-mediated learning in developing states (Daniel, 2006).

specifically examined here although it is recognised that they are not the only actors that influence Canadian higher education.

UNESCO

UNESCO approaches higher education and internationalisation by addressing relationships and transactions between nations, and notes the importance of cultural connectedness in education (Taylor, Rizvi, Lingard & Henry, 1997, p. 58). Specifically, a 1995 UNESCO report entitled *Policy Paper for Change and Development in Higher Education* proposes three main priorities for policy makers to address in order to improve higher education: relevance, quality and internationalisation (p. 7). It specifically notes the importance of internationalisation of higher education as one of the priorities, referring to the transfer of students, staff, researchers and knowledge (from one country to another). It is argued that it is particularly knowledge and research - its development, transfer and sharing - developed through academic cooperation that can help to narrow the knowledge gap between rich and poor nations. It is noted that this must be done through genuine cooperation of nations and institutions rather than for financial gain.

The World Bank

In its 2002 paper, 'Constructing Knowledge Societies: New Challenges for Tertiary Education,' the World Bank also places great importance on higher education, stating that having professionals and experts in a country is key to the economic success of a nation and, in fact, social and economic progress is achieved through the advancement and application of knowledge (p. xix). The World Bank makes a number of policy recommendations for higher education including the need to redefine the role of the

government. The paper acknowledges that government involvement in higher education is important. However, it also clearly states that the government's role is changing and that the government should no longer have direct control of higher education; rather the government should enact policies that allow for both public and private funding of institutes to allow for varied institutions to serve the needs of the students (World Bank, 2002, p. 10). The goal of these policy recommendations is to reduce the amount of government spending in higher education institutions as it claimed that the state does not run institutions efficiently (World Bank, 1994, p 19).

The World Trade Organisation

The World Trade Organisation put higher education on its trade agenda in 1998 (World Trade Organisation, 1998). The value of the education "industry" is estimated to be between 40-50 billion dollars worldwide (Organisation for Economic and Co-operative Development, 2004). There is a great deal of interest from both governments and private organisations to have access to foreign markets and this is addressed in the proposal to put HE in the General Agreement of Trades and Services (GATS). Its role is worthy of detailed examination, however, in relevance to the current topic of actors in international education it can only be briefly addressed here. In essence the GATS aims to break through the barriers to trade in HE services in nations to liberalise trade in the arena. What is seen as barriers include: immigration requirements, foreign currency controls, difficulties with credit and credential recognition, inability to obtain national licenses, measures that limit direct investment by foreign providers, nationality requirements, needs tests, restrictions on recruiting foreign teachers and the existence of government monopolies and high subsidization of local institutions (Powar, 2002; Mihyo, 2004).

There are many concerns with the implications of the GATS both for education on whole (see Knight, 2002; AUCC, 2001), and for a nation's authority over its own education system (see Powar, 2002). The discussion surrounding the implementation of GATS is critical of both technical and practical implications and of fundamental values of higher education. The current round of negotiations⁸ is presently on hold, and Canada has not committed itself to putting HE on the table. That said, the GATS can have a significant impact on Canadian HE, and creates an urgency for Canada to organise itself to discuss whether or not to put education on the market. All actors need to be represented as there are issues of federal, provincial and institutional jurisdiction at stake.

The discussion coming from these international bodies exemplifies the notion that internationalisation not isolated to universities, provinces or the federal government; many of the issues are tied into overarching international arenas. It shows that Canada is tied into a globalised world, and that its actions are not made in isolation, nor are they independent from its effects. The recommendations of UNESCO denote their social and cultural interest in higher education, and suggest that governments must be active in their education systems and support cooperation between nations. The World Bank alternatively takes the position that governments should not be in direct control of their education systems, rather they should open up to privatisation in education. Finally the World Trade Organisation has taken the policy position that governments should open up

⁸ The Doha round of negotiations, begun in 2000, is being held up by disputes in agriculture. Canada did not enter education into the proposed agreement on the deadline of July 31, 2006. However, until the round is completed, the education sector may still be discussed.

their borders to trade in higher education as it is seen as a financially important industry. These three alternate lines of how a government should interact with HE exemplify the dilemma of HE in the world, and further shows that Canada is not the only nation grappling with how to organise internationalisation in its post secondary education system at the governmental level.

2.3 The Government of Canada

The federal government interacts with the organisations discussed above and other international federal bodies on the topic of education in piecemeal fashion as Canada does not have a national department for education. A key element of internationalisation in Canada is that education is under the jurisdiction of the provinces. While the diffused responsibilities allows for each province to appropriately address the needs of its own population, not having a national ministry devoted to education has created pockets of education-related issues in a number of departments throughout the federal government. The decentralisation of education activities in Canada is a political reality; however, collaboration and communication can streamline activities to ensure that internationalisation efforts are successful.

In 2000, the Association of Universities and Colleges Canada (AUCC) recognised the need for a 'national level framework...to further the international dimension...of universities [to] enhance the profile of Canada's higher education sector around the world' (Knight, 2000, p. 89). This recommendation has gone unheeded, and years later there is still no national strategy. Currently the increased political and financial interest

in post-secondary education and the looming GATS agreement has created a window of opportunity to create dialogue. It is particularly important at this time to create dialogue between the primary actors in internationalisation strategies in Canada: particularly at the federal level in order to ensure that all concerns for higher education are given consideration.

In most Commonwealth nations the federal government involvement in HE is focused on financial support as well as overarching goals for HE, such as determining a need for increased focus on particular disciplines, or creating more spaces in vocational or graduate programmes. The Canadian federal government is involved in international education in the form of funding research and indirect policies on issues that have an effect such as immigration (Holdaway, Bryan and Allan, 1998), and more recently in the trade of HE through international agreements. Issues included in the federal portfolio include immigration, employment, scholarships and taxation (Holdaway et al, 1998, p.14). These are broad areas that are controlled by different agencies of the Canadian federal government:

- Department of Finance Canada – allots budgetary funds to education through social transfer
- Human Resources and Skills Development Canada (HRSDC) – runs student loan programmes and international mobility and cooperation programmes
- Department of Federal Affairs and International Trade, (DFAIT) – deals with the financial trade of industry and provide assistance to international students

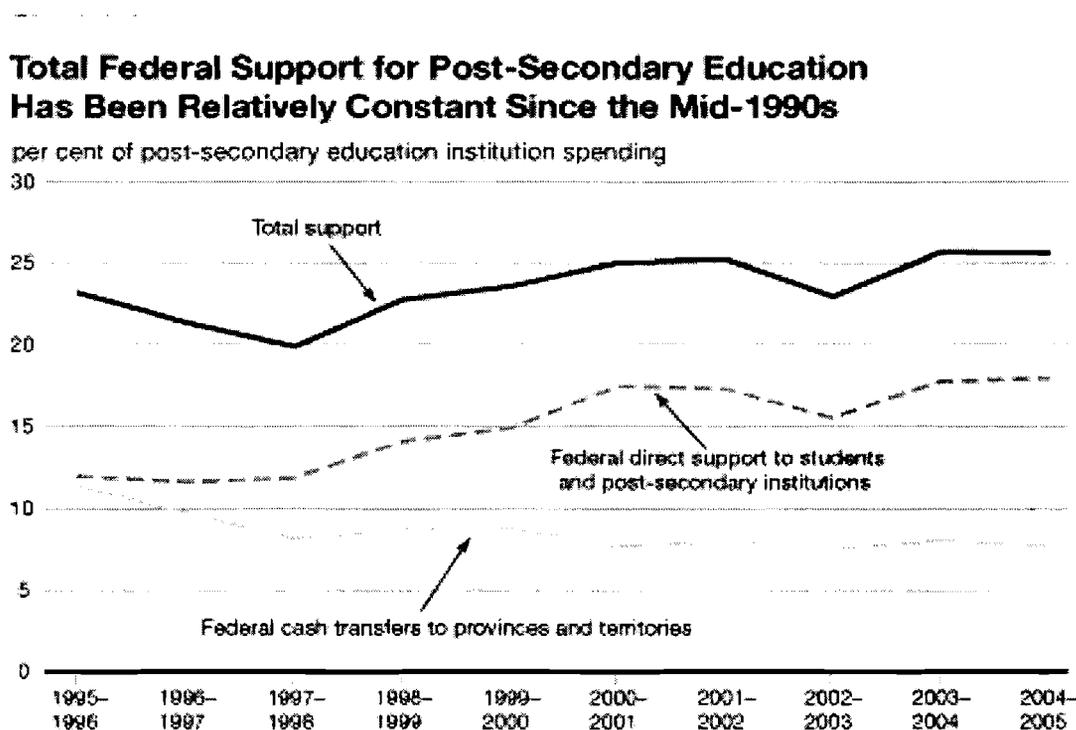
- Citizenship and Immigration Canada – determines visa regulations allowing international students to enter the country to work in Canada during and after their studies, and hence has a good deal of influence on international enrolments
- Canadian International Development Agency (CIDA) – assists international students with funding, deals with the financial trade of industry and provides assistance to international students
- Industry Canada – runs projects such as the Canadian Virtual University

Other departments also have some impact on PSE, but these are the major actors with direct activities and policies affecting internationalisation. Indeed within each of the departments there are numerous projects, programmes and joint collaborations with universities; however the following report will not be an exhaustive list of each. Rather it is an overview of how the federal government is involved with post-secondary education in Canada and how internationalisation is implicated in their actions and policies. As there is no framework upon which the activities are based and as it takes place in a piece meal fashion, this account can only address the primary activities of each department. It emphasises the decentralisation of internationalisation efforts, and demonstrates the lack of coordination and collaboration of activities that ultimately inhibits the advancement of internationalisation. It is seen that each has similar interests in internationalisation, as nearly all focus on students and promoting Canada internationally, yet they go about it in different manners with cross-purposes, and operate with different rationales.

2.3.1 The Department of Finance

Annually, the Federal Government's Department of Finance releases its budget report for the upcoming year. For education, the budget determines the allotment that is distributed to the provinces and for related topics in federal departments. Included in this budget is a rationale for how the government envisions the funding to advance society. In 1995 there was a 30% decrease in education funding. Since that time there has been a slow increase in the amount allotted to higher education (Department of Finance Canada, 2006a, p. 39) (see Figure 2.1)⁹.

Figure 2.1 Federal Support for Post-Secondary Education



Source: Department of Finance Canada.

⁹ Federal transfers of funds are given to the provinces through the Canada Social Transfer, post-secondary education, social assistance and social services, and early childhood development and early learning and childcare, thus the amount allotted by the federal may not be used explicitly for HE (Department of Finance, Canada, 2007).

However, education, particularly higher education, has become an increasing focus of the government. In the 2006 federal budget there was a direct statement on the importance of issues in post-secondary education (Department of Finance Canada, 2006a, p. 36):

Recent federal investments in post-secondary education have been targeted to direct support for research at post-secondary education institutions, student financial assistance and training initiatives.

The budget has devoted billions of dollars to provinces and territories to invest in post secondary institutions infrastructures, scholarship and bursary funds, income tax relief, tax credits for textbooks, amongst other things (Department of Finance, Canada, 2006b p. 13). For internationalisation in PSE, the budget has set aside \$18 million for 2006-2008 to 'facilitate the consultation process' of establishing an agency for assessment and recognition of foreign credentials under the HRSDC (Department of Finance Canada, 2006b, p.111). This is a significant event, denoting the increased interest of the federal government in PSE affairs, and their intention of creating an agency may be an indication of what they view as their increasing role in internationalisation.

2.3.2 Human Resources and Skills Development Canada

Human Resources and Skills Development Canada (HRSDC) is involved in PSE in a number of ways. It implements the Canada Student Loans program that assists students in financial need (Human Resources and Skills Development Canada, 2006a). It has

supported a number of projects through its contribution of 1.6 million dollars to CONAHEC – the Consortium for North American Higher Education Consortium (Department of Foreign Affairs and International Trade, 2005). The goal of CONAHEC is to ‘strengthen academic collaboration programmes in North America’ (Consortium for North American Higher Education Collaboration, 2006), and does so primarily through student exchange promotion and conferences. HRSDC is also involved in foreign credential recognition, which attempts to verify education and work experiences obtained, particularly for professionals from another nation who are attempting to immigrate. The department also determines what areas or sectors do, or will, require more trained employees (Human Resources and Skills Development Canada, 2006b).

Another initiative of the HRSDC is the International Academic Mobility Initiative. It is a body that ‘supports Canadian post secondary institutions in offering international learning opportunities to their students’ (Human Resources and Skills Development Canada, 2006c). Within this sector are two programmes that assist international activities of PSI’s: The Canada-European Community Program for Co-operation in Higher Education and Training, and the Program for North American Mobility in Higher Education. Under these programmes the HRSDC financially supports universities’ collaboration with the EU or Mexican and US institutes for student mobility, as well as the development of joint courses and curricula (Human Resources and Skills Development Canada, 2006d).

Among its partners are Simon Fraser University, Dalhousie University and Wilfred Laurier University (Human Resources and Skills Development Canada, 2006e). While this sector does not have a policy outlining the mission or rationale for its activities, it

does note that the programmes it supports 'enhance students' skills, knowledge and competencies which better prepares them for work in the global economy'. There is no indication of what the participation rates or outcomes of the projects have been (Human Resources and Skills Development Canada, 2006d).

2.3.3 Department of Foreign Affairs and International Trade

The Department of Federal Affairs and International Trade (DFAIT) often supports internationalisation efforts in funding research activities, and through scholarship and awards given to foreign students undertaking Canadian studies in Canada (Department of Foreign Affairs and International Trade, 2005). International students alone brought \$2.7 billion to the Canadian economy in 1996 (Association of Universities And Colleges Canada, 2006b, p. 2), and approximately \$4 billion in 2006 (Canadian Immigration and Citizenship, 2006a). Other activities of internationalisation are also lucrative. In OECD countries in 2001, the export earnings from education, including franchising, twinning projects, branch campuses was US \$727 million (Organisation for Economic and Co-operative Development, 2004, p. 32). Similarly, education services trade further accounted for 2.1% of the total service exports, and 1.4% of the total service imports of those countries (Organisation for Economic and Co-operative Development, 2002). In light of this and the increased trend toward trade in PSE, both in imports and exports, DFAIT will likely become more involved. Particularly in light of the GATS, the burgeoning value of education as a tradable and marketable commodity has put it on the bargaining table and will likely be addressed by DFAIT.

2.3.4 Citizenship and Immigration Canada

The role taken by Citizenship and Immigration Canada (CIC) in internationalisation in HE is to determine the ability for international students to work during their studies. Prior to April 2006 international students were only eligible to work on-campus during their studies. Now international students are able to apply for a permit to work while completing their studies in order to ease financial difficulties, allowing them Canadian work experience. The recognition to change this policy came from discussions with the provinces, and major NGO actors such as the BCCIE and AUCC (Canadian Immigration and Citizenship, 2006b). Nationally, it makes Canada a more likely destination of choice for international students by lessening financial barriers. This is one strategy to increase the ease for international students to come to Canada, as it is the 4th highest fee-charging nation for international students (Organisation for Economic and Co-operative Development, 2006, p. 292)¹⁰. Another activity of Citizenship and Immigration Canada is the post-graduation work program that allows people to remain in Canada after completion of studies on work permit. Under specific conditions, international students are able to remain in Canada for up to two years to work in a field related to their studies¹¹ (Canadian Immigration and Citizenship, 2006b). The rationale for allowing students to stay in the country post graduation has been called the ‘skilled migration approach,’ such that allowing graduates to stay in the nation, they are more likely to immigrate, and thus Canada can benefit from ‘brain gain’ (Organisation for Economic and Co-operative Development, 2004, p. 223).

¹⁰ The UK, US and Australia are 1st, 2nd and 3rd respectively.

¹¹ Students must have graduated from a public, or a public-private PSI; have studies for at least 8 months for a one year permit, or 2 years for a 2 year permit; have completed the program, and have a job offer.

2.3.5 Canadian International Development Agency and Industry Canada

Finally, two other departments that have activities in HE are the Canadian International Development Agency (CIDA) and Industry Canada. CIDA provides scholarships for a limited number of foreign students registered at Canadian educational institutions. It is also involved with financially supporting a number of university led initiatives (Canadian International Development Agency, 2005). Industry Canada is involved with funding of the Canadian Virtual University (CVU) (Paskey, 2000). The CVU is consortium of accredited Canadian universities on-line and distance education programmes (Canadian Virtual University, 2007).

It is apparent that there are many different federal organisations involved with international education, and a variety of strategies that they employ. However, as the federal government does not have jurisdiction over education it is difficult to ascertain the exact nature of its involvement. It is also difficult to determine their missions or the intents of their involvement in these projects, as they have not been found to be directly available through public documentation.

As noted by the definition offered by the Conference Board of Canada (Bloom et al., 1999, p.9), the effect of internationalisation on the economy is very important, and as the federal government does not have educational jurisdiction, it can be inferred that the federal government views internationalisation of higher education as a powerful tool for improving Canada's international standing both economically and politically. Yet, there

is no framework for the activities, and thus no coherent strategy for how the actions of some factions compliment the others. This is taking place as there is no defined department responsible for activities at the federal level.

Other countries around the world are making substantial investments in measures to support study abroad, attract international students and enhance international research partnerships (Association of Universities And Colleges Canada, 2006, p. 10). Similarly, federal governments that also have decentralised education responsibilities to provinces, states or Länder, have been able to developed cohesive internationalisation strategies. To illustrate, Germany has a centralisation of activities which allows for a collaboration and cooperation of the various provincial and federal actors involved in internationalisation. The Federal Government supports the German Academic Exchange Service (DAAD) by providing 85% of its funding, and has delegated international activities to be centralised in the office (DAAD, 2007). Despite Germany operating in a similar political system of federal governance, and thus providing a model, Canada has not examined its own international activities to develop a cohesive strategy nor has it determined the role of the federal departments.

2.4 Non-Governmental Organisations

As Canada does not have a central or federal department for education, the provinces have the majority of control over their affairs. This allows for higher education to be fairly autonomous from the central state, and what this creates is a number of varied organisations that work on educational affairs for the whole country. Non-Governmental

Organisations (NGO's) and Inter-Governmental Organisations (IGO's) thus play a large role in the higher education internationalisation process in Canada. The NGO's involved are either think-tank's that conduct research and formulate policy recommendations for both federal and provincial governments or they play as specific role such as marketing and promotion. In every other aspect the university is under the jurisdiction of the individual province (Department of Justice, 1867).

Organisations such as the Association of Universities and Colleges Canada (AUCC), the Canadian Education Centre Network and the Canadian Bureau for International Education (CBIE) are three of the main NGO's involved in the internationalisation of Canadian Universities discussed in this Chapter. Similar to the discussion on international agencies involvement in HE internationalisation, the following account is not an exhaustive list of organisations dealing with the topic. Rather the three organisations have been chosen as they specifically deal with the topic of internationalisation, and also carry political weight. Though these NGO's do not have policy making decision powers, their recommendations and actions do play a large role in internationalising the universities.

2.4.1 Association of Universities and Colleges Canada

The Association of Universities and Colleges Canada (AUCC) is an organisation devoted to the facilitation and development of public policy and cooperation among universities and governments, industry, communities and institutions in other countries (Association of Universities and Colleges Canada, 2005). As a non-profit organisation, the AUCC

promotes dialogue with policy makers in Canada, and builds partnerships with international organisations, amongst other things. AUCC also provides scholarships, fellowships and exchanges to bring international scholars to Canada, and manages over 100 international development projects (Association of Universities and Colleges Canada, 2007d). While the AUCC does not focus exclusively on the topic of internationalisation, it does devote time and resources specifically to research in the area. Theoretical issues of internationalisation such as privatisation and commercialisation are becoming increasingly important in the field of HE, and it has produced literature on current internationalisation trends, such as the WTO's GATS and the implications for the Canadian education system (Association of Universities And Colleges Canada, 2006b, p. 5).

The AUCC is also one of the major organisations representing Canadian universities to the world. In its activities of communication, information collection and dissemination, it collaborates with international organisations such as American Council on Education (ACE), the European University Association, (EUA) and the Council for Higher Education Accreditation (CHEA), on issues of mutual importance, such as the GATS (Association of Universities And Colleges Canada, 2001). It also represents the international issues of HE to the Canadian audience, and interacts with both the universities and the federal government (as seen in its collaboration with the Citizenship and Immigration Canada (CIC) on study permits). Its position on the topic of GATS is that Canada should not enter into the agreement due to the concerns for the societal repercussions of the agreement on public PSE in Canada (such that it will undermine the

social role of universities, and place more importance on their financial abilities). The actions of the AUCC show its interest in internationalisation of HE to be in the social/cultural sphere accounting for the varying beneficial aspects it brings to the nation, such as creating a globally knowledgeable society, and recognising its implications for the state of HE in the public sphere. It supports both universities and governments by offering direction and recommendations on HE policies in Canada through research papers on various topics of importance.

2.4.2 The Canadian Bureau for International Education

The CBIE is a national NGO in Canada specifically devoted to international education within Canada. Its priorities are to keep international education on political and academic agendas, and to forge academic research links with individuals, organisations and institutions across the globe (Canadian Bureau for International Education, 2005, p.1).

The CBIE works on a more practical than political level: ‘Our focus is on education at all levels, specialised training programs, civil society and public administration’ (Canadian Bureau for International Education, 2006). Tasks undertaken by the CBIE include providing scholarships assisting Canadians to study abroad, supporting international students studying in Canada, fostering partnerships with Canadian and foreign organisations and institutions for international projects, and providing professional development programmes. However, the CBIE does not have a specific focus on HE. For example, a major accomplishment of the CBIE was to have education put on the agenda for Canada’s ‘International Policy Statement’ (Canadian Bureau for International Education, 2005, p. 1), yet the focus of the report was solely on basic education (K-12)

without mention of higher education (Canadian International Development Agency, 2005).

Within HE, CBIE fosters a number of projects in foreign nations, such as Qatar and Egypt, where it is delivering training programs for principals and teachers (Canadian Bureau for International Education, 2005, p. 2). These projects have the involvement of Canadian universities as research partners. The CBIE provides a web-based information centre named destinededucation.ca that provides information for international students, as well as for Canadian students and professionals interested in studying abroad (destinededucation.ca, 2007). The CBIE also hosts a number of conferences throughout the year that are generally focused on assisting school, college and university practitioners¹². There is a great deal of project activity at the CBIE, evidenced through its activities that focus on practical knowledge dissemination specific to ground-level workers in the field, both on campus and those involved in foreign projects. Arguably, because the efforts of the CBIE focus on the daily implications of internationalisation, their expertise is in dealing directly with universities more so than collaborating with other NGO's or either the federal or provincial governments.

2.4.3 Canadian Education Centre Network

The Canadian Education Centre Network (CECN) is an NGO that promotes and markets Canadian Education worldwide. Opened in 1995 with support from the federal

¹² Practitioners include: Student Advisors, Study/Work Abroad Advisors; Instructors/Faculty Members, Recruiters, English as a Second/Foreign Language Administrators, Program Coordinators, Administrative Staff, and Directors/Senior Administrators.

government the CECN is a private, independent, non-profit agency (Canadian Education Centre Network, 2007). Its primary activities are in operating 'Canadian Education Centres' in 16 countries around the world¹³, assisting students with applying for institutions and providing programmes and providing pre-departure assistance. The CECN also hosts the website StudyCanada.ca, and takes part in Education fairs in Canada to support study abroad activities.

The CECN has also developed revenue generating activities in recent years to supplement federal funding withdrawal. Activities include developing 'Canadian Culture and Language Institutes'; Canadian themed classrooms in foreign countries. Other activities of the agency are in providing services to its membership such as supplying information on immigration news and market information. While this agency may be a major actor in Canadian Internationalisation activities, it is also a private organisation, and the activities are not publicly available. The primary role of the CECN seems to be in recruiting international students and assisting universities in their recruitment activities.

Canada does not have a cohesive strategy for internationalisation nationally, instead there is a network of NGO's working independently to ensure that Canada's internationalisation of higher education is effective and successful in remaining on the political agenda. Each of these three organisations, the AUCC, CBIE and CECN, play a significant role in internationalisation of HE. The AUCC's work revolves around national and international overall policies for HE, such as promoting the importance of

¹³ Argentina, Australia, Brazil, China, Hong Kong, India, Indonesia, Korea, Malaysia, Mexico, Russia, Singapore, Taiwan, Thailand, Turkey and Vietnam.

internationalisation and asserting the valuable role of HE. It directly collaborates with federal ministries on issues of HE. The CBIE, alternatively, directs its focus towards the universities and the practical implications of day-to-day organisation of internationalisation. The CECN focuses on international student recruitment and assisting universities with these activities.

Despite the wealth of actors, none of the NGO's has taken on the role as the main hub for internationalisation in Canada. Similar to the case of the DAAD being responsible for internationalisation in Germany through government funding, Australia (a federal government with state responsibility for education) has developed a non-profit NGO to take on the role. IDP Education Australia is an NGO owned by Australian Universities and is independent from the Government (Australian Development Gateway, 2007). While it does focus on student recruitment, it also is active in information dissemination and research and works closely with the government.

2.5 Council of Ministers of Education, Canada and the Provinces

The Inter-Governmental Organisation of the Council of Ministers of Education, Canada (CMEC) is a collaboration of Ministers responsible for K-12 and Higher Education in the Provinces. While the provincial ministries for education or higher education are autonomous from one another in most respects, there is collaboration between the provinces in some areas, such as international educational affairs and in representation to the federal government. The CMEC was mandated by the External Affairs department in 1977 to represent Canadian educational matters to the international community at

meetings and conferences and is responsible for 'representing Canada in international fora where the subject is education' (G. Molloy, Personal Correspondence, November 13, 2006). It is funded by both the federal government and the provinces and territories and is centrally represented by a secretariat. Among other areas¹⁴, the CMEC has departments responsible for international affairs, post secondary education and is also responsible for the Canadian Information Centre for International Credentials (CICIC).

The CMEC's international activities include interaction with the OECD, UNESCO, the Commonwealth, and the Council of Europe, and represents Canada to these bodies (Council of Ministers of Education, Canada, 1986). International collaborative activities include representing Canadian interests and points of view to international bodies through dialogue and conferencing. The CMEC takes a seat at the table with federal ministries of education world wide as the Canadian political representative.

Post-secondary involvement of the CMEC addresses many issues of pan-Canadian importance, represents collective concerns of the provinces to the federal government and other stakeholders and facilitates certain projects and programmes of mutual interest such as Prior Learning Assessment¹⁵. Current activities include provincial committee work on

- Credit Transfer
- Quality Assurance
- On-line Learning Portal

¹⁴ This includes Assessment, Elementary-Secondary, Research and Statistics and Official Languages.

¹⁵ This topic was of interest to both the CMEC and HRSCD and the two bodies funded a research project (see Kennedy, 2003).

- Adult Education
- Student Financial Assistance
- Indirect Costs of Research

Because this is one of the main avenues for federal government involvement in provincial education concerns, it can be argued that the CMEC must choose its directions wisely in order to invoke collaboration or response from the federal government.

Internationalisation has not yet been determined to be a pressing issue, and the 2004 Action Plan failed to recognise internationalisation as a priority (Council of Ministers of Education, Canada, 2005).

The CMEC has collaborated with the federal government in setting up the Canadian Information Centre for International Credentials (CICIC), which is housed and funded through CMEC. Founded in 1990, after the UNESCO *Convention on the Recognition of Studies, Diplomas and Degrees concerning Higher Education in the States belonging to the Europe Region*, CICIC produced data on procedures for obtaining academic and professional recognition of foreign credentials in Canada (Canadian Information Centre for International Credentials, 2006). While the body does not grant equivalencies or have policies on the topic, it provides a clearinghouse of information on national and international qualifications, and indicates which are recognised in Canada. The network of contacts within the CICIC stretches to the federal government, international bodies, and other foreign credentialing agencies.

Despite the fact that this CICIC has been set up and funded by the federal government for the past 15 years, the current federal government has allotted \$18 billion dollars towards establishing an agency for assessment and recognition of foreign credentials under the HRSDC (Department of Finance Canada, 2006b, p.111). Doing this has overlooked the existing organisation housed at the CMEC already providing this service, and is wasteful of the existing infrastructure. It was only after the announcement of this funding that the CICIC was informed (Y. Beaudin, Personal Correspondence, November 21,2006). The discussion at the federal level has not yet been completed, and there is no forthcoming decision on what this credentialing body will have the authority to do, or where it will be housed. However, the simple oversight of not collaborating with other organisations working on similar topics and coming together on common projects exemplifies the disjointedness of the current system.

2.6 Interactions and Implications

This chapter has focussed on the activities of international organisations, Canadian Federal government and NGO's dealing with internationalisation issues for PSE. What is evident is that each of the sectors, and the actors within each sector, value international education differently. At the international level, the different approaches of UNESCO, the World Bank and the World Trade Organisation towards HE exemplify the dichotomy of interests on a broad scale, and offer insight into the overarching debates in HE worldwide of the role of HE. Yet, while the work of these organisations does not have direct implications for Canada (or not yet in the case of the WTO's GATS), their

activities indicate that Canada is tied into the world at large, and is not isolated from the activities of other nations.

The Canadian Federal government is involved in HE internationalisation activities through a variety of departments. Many of the projects are focussed on student recruitment (seen most departments), in funding, (in HRSDC and CIDA) and in the legalities of allowing international students into the country (CIC). These are pieces of the puzzle that come together to dictate the movement of higher education, and this benefits Canada in many ways. Various actors bring varied rationales to internationalisation. Features of each of the academic, social/cultural, political and economic rationales are present when examining the activities of the federal government. While each is likely bureaucratic and hierarchical internally, the interplay between them on the topic of internationalisation is disorganised. They could be operating in the systems model of component parts where each plays a specific role, but since there is little coordination the activities and policies are implemented in the chaotic manner of the 'garbage can' model. Thus, while it is not predetermined what the rationale for internationalisation is; each department acts to ensure its own interests are met and engages in activities to support those ends.

What is most noticeable in examining the government's initiatives is that there is little coordination of activities. Each department has focused on an aspect of internationalisation despite a possible duplication of efforts. The federal government's initiative to host a credentialing agency is a prime example of the manner in which

activities at this level is lacking coordination, as the structure is already in place at the CMEC. Funding projects that are already being enacted in other sectors exemplifies the need for dialogue among federal government to streamline the programmes.

There is further disjointedness between NGO's and the federal Government. The three NGO's examined here focus on select aspects of internationalisation, such that the AUCC focuses on politics, the CBIE on the practical implications, and the CENC focuses explicitly on marketing and promotion. Much of the work of these NGO's is duplicated by the Federal Government particularly in the marketing of Canada as a destination. Rather than working together with the NGO's the federal government independently determines what projects it would like to work on without recognising or utilising the existing organisations.

Furthermore, the disconnection between the federal government and the Council of Ministers of Education is apparent. Although the federal government has set up the organisation, and funds it, it does not seem to recognise the role it plays in higher education, as the most central organisation for education within Canada. The Secretariat is involved with the political aspects of HE in the provinces, with the federal government and worldwide. The federal government should be aware of the potential of CMEC and work closely with it, as it is the primary link to HE in Canada.

An implication of this chaotic organisational strategy is that there can be pieces of the puzzle that are not picked up by any one organisation if there is no clear indication of

who has jurisdiction, authority or interest in the matter. Internationalisation is one of these pieces of education that is far broader than any one of these organisations. It has direct implications for the work of the federal government, who need to consider the society goals of PSE based on the future needs of the nation and in international trade where both import and exports have an effect on the economy. NGO's play the role of stating the importance of internationalisation and facilitating the process, either by bringing it to the attention of the federal government, as in the case of the AUCC, or in aiding the progress with in the provinces and institutions, as with the CECN and CBIE.

Arguably what is lacking is leadership, clear leadership on what the goals of internationalisation are, and how it needs to be enacted in Canada in a coordinated fashion. This leadership should not only give policy recommendations, but also give direction to other organisations in order to ensure that all aspects of the topic, pieces of the puzzle, are considered and addressed. A central agency supporting political, economic, social/cultural and academic values could be developed in one of three ways: through a federally supported agency as in the German DAAD, an NGO that addresses all aspects (rather than only recruitment and university issues) or through the IGO (CMEC).

The role of CMEC could be vital in this respect, for bringing together the various actors. It is the one organisation that has the ear of the provinces, NGO's, the Federal Government, and has international recognition as representing Canada. It is the perfect

link between provinces and the federal government and the world. However, being the voice for internationalisation is not an easy task.

Particularly difficult for the CMEC, is that it is responsible to the 13 provinces and territories of Canada, each with opposing visions of internationalisation and what they perceive are the priorities. The views of internationalisation in Canadian provinces are quite varied as is evident when examining the individual provinces. In the following Chapters three provincial education ministries are examined for their intentions, activities and priorities for internationalisation and how they impact on a university in their province. In exploring Dalhousie in the eastern province of Nova Scotia, Wilfred Laurier in the central province of Ontario and Simon Fraser University of British Columbia in the west, it is evident that the provincial governments' actions have a direct impact on the universities that reside within their jurisdiction. Thus, the following chapters will individually outline the role and focus of each province and the institutions to assess the complexities of internationalisation to determine how the universities are impacted by the provinces actions.

CHAPTER 3:

THE CASE OF THE GOVERNMENT OF NOVA SCOTIA AND DALHOUSIE

3.1 Introduction

The roles of the province and the universities are the most important in Canadian higher education internationalisation. Provinces have jurisdiction for education, and through their organisation, activities and policies, indicate the importance and value they place on internationalisation. These activities indirectly influence the manner in which universities enact internationalisation as they create the regulatory and funding framework under which the universities operate. While the universities are autonomous in their activities, they exist in the policy environment of the province. For example, an Association of University and Colleges Canada survey of universities found that a lack of support both financially, through tuition fees and scholarship and bursaries, and through lack of procedures and infrastructure, made institutional internationalisation more difficult (Knight, 2000, p. 74).

As discussed in Chapter One, the case studies are intended to examine selected provincial and university activities in order to identify how internationalisation is being enacted, and what type of internationalisation is being supported, be it for political, economic social/cultural or academic reasons. In order to properly assess the dimensions of internationalisation a number of specific elements are identified in this case and the following two cases in Chapters Four and Five. First, as discussed in the previous chapter, internationalisation is not isolated to a province or institution, therefore, the

actors in internationalisation and structural elements are identified. The actions of the federal government, such as project funding, and provincially specific NGO actors, that may play a role in areas such as student recruitment, are examined for their operations within each province. The province itself is then analysed for its organisational composition, policies, and funding and programming activities.

The second section of each chapter examines the universities for their overarching policies, structural units for internationalisation (such as departments or administrative units), and activities of international recruitment, programmes and curriculum, and international research. Finally, the third section of each of the case chapters examines leadership within both jurisdictions, and the interactions and implications of the activities taking place. These dimensions are identified and discussed in order to determine the effect governmental actions have for the institution and to explore implications of the relationship. This determines if they are working together, acting independently, or in contradiction to each other. By examining these features in this manner the degree of internationalisation development of both government and institutional departments become apparent, as do the underlying rationales that direct their internationalisation, be they economic, political, social/cultural or academic.

In order to properly assess the recent initiatives it is necessary to examine a timeline of events. In most cases, seven years of documentation is examined in the context of the larger provincial and institutional situation. The year 2000 is considered to be a turning point in internationalisation activities, as it is most often when the topic came onto

government and university agendas¹⁶. However, in some cases, in order to assess current internationalisation activities, it is necessary to examine earlier activities in order to understand the complexities of the system. In the case of Nova Scotia, influencing activities date from 1997.

3.2 The Province of Nova Scotia

The Atlantic province of Nova Scotia hosts a population of nearly 1 million. Provincial HE enrolment totals were 41,106 in 2006/2007 province and of those, 15,435 attended Dalhousie (Association of Atlantic Universities, 2007a; 2007b). Nova Scotia hosts a small percentage of international students, receiving 1,700 international students in 2005, approximately 3% of the over 55,000 international students in the nation (Canadian Immigration and Citizenship, 2005). Despite the small actual number of students there is a substantial income generated by their presence. These international students contribute \$100 million in export earnings a year (Association of Atlantic Universities, 2007c), which is a considerable income stream to an economy with relatively few knowledge economy resources.

3.2.1 Structural Elements

Federal Government Involvement

The Federal Government has a significant presence in internationalisation activities in Nova Scotia, particularly through the funding of recruitment projects. In 1997 the federal government invested \$2.1 million towards the International Promotion and Marketing

¹⁶ This is not always possible if documentation is not available or if internationalisation was not identified in available material.

Plan (ITMP) (Nova Scotia, 1997). Industry Canada and the Department of International Trade, together with the provincial government, funded the three-year ITMP focussed on international student recruitment. Federal government justified its involvement by asserting it was aiming to assist the Province in ‘capitalising on the growth market’ of Asian students (Nova Scotia, 1997), which in turn was estimated to create 25,000 jobs in the province. At the end of the three-year contract implemented through the Department of Economic Development in 2001, the ITMP activities were discontinued. Though there are indications that it was successful, there is no documentation on why it was disbanded or why no further funding was given to extend the project. It is possible however, that the Federal Government chose to focus its funding for international student recruitment at the Canadian Education Centre Network.

In 2004 the Federal government again became active in Nova Scotia internationalisation, but through a different body. In collaboration with the Provincial Department of Economic Development, the Atlantic Canada’s Opportunities Agency, devoted to creating business and job opportunities in the region, financially supported the creation of EduNova (EduNova, 2007). The amount of funding given to this agency is not available, nor is the role of the federal department in the operations of the activities.

NGO Involvement

In 2004 an organisation named EduNova was given non-profit/NGO status. The role of this organisation is to ‘raise the profile of Nova Scotia’s education and training program around the world’ (EduNova, 2006). EduNova is currently funded through the Atlantic Opportunities Department and the Department of Economic Development and with the

support of a number of organisations: Brand Nova Scotia, the Canadian Bureau for International Education, and a coop of fee-paying public and private institutions, both K-12 and PSI's (EduNova, 2006). EduNova does not work in cooperation with the Canadian Education Centre Network which is also federally funded and with a mandate to assist all of Canada. The organisation does not receive any funding from the Department of Education, nor is there any formalised contact with the Department of Education, though there are casual relationships for dialogue (A. Germain, personal correspondence, November 7, 2006). The office opened in the autumn of 2005, and has since become responsible for all internationalisation activities at the provincial level.

EduNova activities include attracting international students and identifying opportunities for international collaborative projects. They present at educational fairs, and work to identify agencies and universities for Nova Scotia Universities to collaborate with. In this respect, EduNova has a particular focus on the Middle East, currently having a staff member in Abu Dhabi and seeking to hire a member in Lebanon (A. Germain, personal correspondence, November 7, 2006). International student recruitment is a main priority for this NGO. They maintain a website for international students' that is linked to the Department of Education website.

Developing international collaborative partnerships and projects is the second priority of EduNova. By pairing member institutions, organisations and private enterprises with foreign partners, it aims to increase the number of international activities in the province. In its first year of operation EduNova has developed 169 projects in 100 countries

supporting university training and programming and developmental assistance (EduNova, 2006).

As this time the organisation has only completed its first year of operation, and the results of its activities are not yet available. The inaugural annual report did not indicate any success in its recruitment efforts, however the international student numbers indicate that there has been an increase in participation since 2005 (see Table 3.2)¹⁷.

3.2.2 Provincial Involvement

The Province of Nova Scotia's involvement in the internationalisation of its post-secondary institutions is moderate; legislative provision for internationalisation activities for government or universities is not present, nor has the province designated a department responsible for the area. As previously noted, in 1999 the International Trade and Marketing Plan (ITMP) was a collaborative project of the Federal and Provincial governments. The project was housed in the Department of Economic Development rather than the Department of Education. When federal funding for the ITMP ceased in 2001 the Province, through the Department of Economic Development, did not continue the activities.

In 2004, the province, again through the Department of Economic Development, became active in internationalisation by financially supporting the development of EduNova. The Department of Economic Development offered very little collaborative support in the

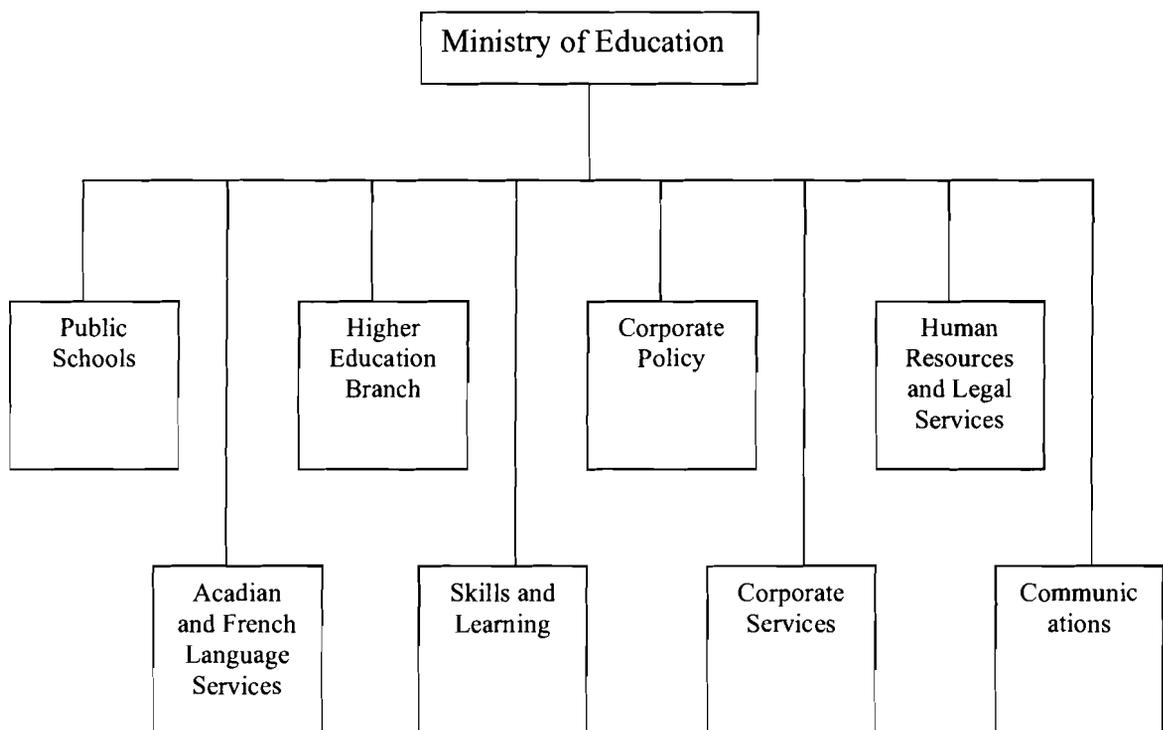
¹⁷ Unfortunately it is impossible to compare these rates across Canada as reliable statistics are not available post 1995.

development of EduNova from their experiences with the ITMP, rather the support for the NGO has been purely financial (G. Ells, personal correspondence, November 20, 2006).

3.2.3 Department of Education

While some provinces such as Ontario and British Columbia currently have separate departments for higher education and K-12, Nova Scotia includes both responsibilities in the same department. There is a Higher Education Branch that is one of eight departmental units within the Ministry (Nova Scotia, 2003) and within this branch there is a small unit devoted to Universities and Colleges (see Figure 3.1).

Figure 3.1 Ministry of Education Organisational Chart



Within the department there is no unit designated to deal with issues of internationalisation. Rather it is a minor responsibility of the staff member charged as Universities Director. The Director has indicated that there is very little international activity in the position, or in the department overall. Over the course of five years there has been no mission statement, framework or strategic plan produced by the Department of Education for internationalisation (Department of Education, 2004; 2005; 2006; 2007). Without current documents to analyse it can be assumed that there is little to no provincial interest in internationalisation, and comments by department members confirm this fact (G. Ells, personal correspondence, November 20, 2006). There are no formal ties to EduNova, either through funding or collaboration, despite the fact that EduNova is charged with promoting the province as an education destination.

In collaboration with the Department of Education there are two bodies that have further jurisdiction over Higher Education: Nova Scotia Advisory Board on Colleges and Universities (NSABCU) and the Maritime Province Higher Education Council (MPHEC). Similar to the Department of Education, neither body currently acknowledges internationalisation in documentation or activities. NSABCU is an organisation that advises the Minister of Education on issues affecting Higher Education in the Province. NSABCU was created in 2000 when the Nova Scotia Higher Education Council (NSHEC) was reorganised and folded into the NSABCU. The NSHEC had involvement in the 1999 federal/provincial ITMP as an advisory body, and worked collaboratively with the Department of Development on the project (NSHEC, 2000, p. 13). Since its

transformation into the NSABCU there have been no further activities in internationalisation.

A second body addressing HE in Nova Scotia is the MPHEC consisting of Nova Scotia, New Brunswick and Prince Edward Island Ministers of Education. The MPHEC is a collaborative body that prioritise general issues of HE in the region to 'assist institutions and governments in enhancing the post-secondary learning environment' (Maritime Provinces Higher Education Council, 2007a). Despite this mandate, the organisation does not currently specify internationalisation issues in its policies or activities. The agency was previously involved in internationalisation activities. Prior to 1998 the body collected funding from the universities for each of the international students attending the institutions for redistribution to other institutions. With funding changes in 1998 the body has desisted its internationalisation activities.

The current bodies mandated with higher education in the Province and Atlantic region do not explicitly indicate any importance of international elements in HE. The lack of internationalisation presence on HE bodies in Nova Scotia is a strong indication that the social/cultural and academic approach towards internationalisation is not crucial to the Province.

3.2.4 Activities

Policies

Nova Scotia has developed very few policies for internationalisation. Yet, despite not setting out specific plans or approaches to internationalisation, the Province has set

international student targets at 10% for undergraduate and 30% for graduate students for all institutions in the province, and provides funding for these students (Maritime Provinces Higher Education Council, 2007a).

Without a designated body responsible for internationalisation activities or policies, and with no legislation in place, efforts by the Province have been conducted on an ad-hoc project-by-project basis. The one provincial department that does engage in internationalisation activities, the Department of Economic Development, does not have any internationalisation policies. However, in a strategic priority setting document of 2006 it addresses 'learning industries' as one of the primary sectors emerging in the economy (Department of Economic Development, 2006). Its aim is to 'strengthen the joint marketing of our post secondary education sector, to target markets in Canada and internationally through EduNova' with the planned outcome of 'increased competitiveness' on the global education stage to increase Nova Scotia's economic growth (Department of Development, 2006). Yet, within departments there are no indications of any direct strategies or direction for activities in internationalisation.

3.2.5 Funding and Programming

As evidenced by the variety of actors in internationalisation in Nova Scotia, all of the international operations have been on an ad-hoc basis with funding provided by various organisations, and responsibilities have been devolved to various governmental bodies. There has been no clear direction for internationalisation activities. Until 1998, the Nova Scotia was one of the few governments in the world to directly receive income for

hosting international students in their jurisdiction¹⁸. From 1979 to 1998 each institution was required to remit funding for each of the international students hosted. The amount was collected by the MPHEC and redistributed to the Provincial Departments of Education for allocation to all universities in the provinces, although it was not designated for international activities.

The amount required by the government was \$765 per international student in 1979, more than 100% of the domestic student fees (Dalhousie University, 2007a), and by 1998 each institute was required to remit \$1,700 per full-time international student to the MPHEC for redistribution among universities (Nova Scotia Council on Higher Education, 1998, p. 7). Consequently, the universities were required to charge the student normal tuition fees plus the differential amount in order to recoup costs. In this funding structure the province was able to provide extra funding to the institutions through international student fees. Unfortunately, documentation on the rationale for fee distribution is not available.

A new HE funding model was introduced in 1999 that cancelled the remittance plan. In this plan, eleven factors were addressed as having influence on the HE system. International students were addressed as one of the elements affecting HE finances. The new funding formula instituted both the deregulation of fees and support for international students, the NSCHE notes ‘the enrichment that international students provide to the

¹⁸ The only other ‘state’ with direct international student to government funding is New Zealand which implemented a ‘levy’ per international student in 2003 (New Zealand, 2006).

educational experience of all students should be promoted (Nova Scotia Council on Higher Education, 2000, p 5). The Technical Report on the Funding Formula states that universities should be free to set their own fee requirements to charge ‘whatever fees the international student market will bear’ (Nova Scotia Council on Higher Education, 2000, p. 7). As such, the universities in Nova Scotia are free to determine the cost for international students at their own discretion, and are not required to remit any funds to the province. Since that time international student fees charged in Nova Scotia have been comparable to those charged in other Canadian provinces (see Table 3.1).

Table 3.1 International Student Tuition Fees by Province

Province	Domestic Undergraduate Tuition	International Undergraduate Tuition
Alberta	\$4,828	\$6,872.13-\$13,544.11
British Columbia	\$4,960	\$7,944.18-\$15,174.39
Manitoba	\$3,338	\$4,788.58-\$7,117.13
New Brunswick	\$5,328	\$6,742.07-\$11,011.84
Newfoundland and Labrador	\$2,606	\$7,547.71
Nova Scotia	\$6,571	\$7,077.48-\$12,334.81
Ontario	\$5,160	\$5,930.59-\$14,439.71
Prince Edward Island	\$4,947	\$7,711.04
Québec	\$1,916	\$8,654.74-\$11,113.42
Saskatchewan	\$5,063	\$7,294.14-\$9,863.22

Government of Canada, 2006

The funding formula also stated that normal provincial subsidies for domestic students would be provided for 10% of international undergraduate students and 30% of international graduate students (Nova Scotia Council on Higher Education, 1998, p. 7; Association of Universities and Colleges Canada, 1998, p. 54). Despite this non-profit promotion of international students, it is also stated that this limit is set in order to prevent the exclusion of domestic students.

With the new funding scheme allowing universities to charge any international fee they deem suitable, the province developed an 'International Trade and Marketing Plan' (ITMP) to increase international student enrolment. With some collaboration from the NSCHE, the ITMP was developed in 1998 housed in Department of Economic Development to manage a \$2.1 million federal-provincial project grant to promote the province's training and research through a variety of activities (Nova Scotia Council on Higher Education, 2000, p 13). While little information is available on the three years of activities of the ITMP it was a successful project that 'through its alliance of provincial and federal implementation of trade marketing a revenue of \$7.5 million was created for the Province of Nova Scotia' (Council of Ministers of Education, Canada, 2000, p. 38). International student numbers increase by 11%, from 1741 in 1997/1998 to 1931 in 1998/1999 and thirteen international research projects were developed (Nova Scotia Council on Higher Education, 2000, p 13). Though the numbers differ when supplied by CIC (2005), overall, between 1997 and 2001 Nova Scotia nearly doubled the number of international students in the province from 890 to 1732. It should be noted, however that

international student numbers increased across Canada this time and thus, increases may not be directly attributable to ITMP activities (see Table 2.3). Though documentation is not available on the exact nature of its dissolution, due to the completion of federal funding the plan was disbanded in 2001.

Table 3.2. Activity and International Student Numbers

Year	Major Activity	International Student numbers
1997	Fees for international students collected by province for redistribution	890
1998	Deregulation of international students' fee. Implementation of the International Trade and Marketing Plan	1057
1999		1271
2000		1469
2001	International Trade and Marketing Plan Discontinued	1732
2002		1778
2003		1778
2004		1686
2005	EduNova formed through federal government	1705

Canadian Immigration and Citizenship, 2005¹⁹

Table 3.2 provides a timeline for activities and the resulting international student numbers. It shows there was a period of three years between 2001 and 2004 when there was no activity directed at internationalisation in any department. In 2004, EduNova was developed as an NGO through partnerships between the provincial and federal governments as an independent agency. The activities of EduNova, as previously described, are focussed on the promotion of Nova Scotia as a destination province and to

¹⁹ Other documentation indicates higher numbers, but the CIC is the only published documentation of yearly international student rates.

increase international student presence in the institutions, as well as increasing the number of research collaborations with universities and foreign bodies. The federal Atlantic Opportunities Agency and the Department of Economic Development of Nova Scotia currently support EduNova, yet neither dictates the activities of the organisation. It is a self-regulating agency, and over the course of the coming years expects to be self-sustained through membership fees. When this occurs the province will have relinquished all responsibilities of international promotion to this agency.

The various activities towards internationalisation at different times and through different agencies may have had a direct impact on the number of international students attending the province. Particularly striking is the drop in the years following the closure of the ITMP. Accounting for the lingering presence of strong marketing from 1998 to 2001, there was a stagnation and reduction of international student enrolment between 2002 and 2005. This decline might be attributed to the lack of provincial activity and promotion between 2002 and 2005. However, there were overall decreases in student numbers across the country, where most provinces experienced decline in enrolment, which could be the primary explanation.

3.2.6 Rationale

The Province of Nova Scotia has been internationalising on an ad-hoc basis over the course of the last ten years. There has not been an overarching strategy for activities by any department, and the initiatives taken have been primarily directed towards student recruitment. The lack of cohesion in activities and initiatives at the various levels of the

federal and provincial governments and the NGO has resulted in duplication of efforts and significant periods of time without activities.

Table 3.3 Province of Nova Scotia Rationale Chart

Ranking	Rationale	Indications
1	Economic	International student recruitment primary goal of EduNova. Lack of Dept of Education involvement
2	Political	Goal to increase educated population in province
3	Academic	Commitment to research through EduNova
4	Social/Cultural	No indication of social/cultural activities

The economic focus of Nova Scotia is evidenced through the lack of involvement of the Department of Education (as indicated in table 3.3). Though the DoE and the MPHEC were active in earlier years, since 1999 when international student fees were collected, both have desisted their activities and interest in the areas. Instead, the task of international trade and marketing of HE was supported by the federal government and under the supervision of the Department of Economic Development. The province had success with the federally funded ITMP, however when funding was completed in 2001 the programme was not picked up for continuation under provincial jurisdiction. Possibly due to funding shortages, or the expectation that the momentum developed by the ITMP would continue, it took three years before there was a resurgence of interest in

internationalisation. It is very likely, however, that lack of strong organisation or leadership interest in the area resulted in the absence of activities.

The involvement of the Department of Economic Development and the Federal Government in internationalisation activities also indicates the political benefits. By increasing the number of international students in the province there is an increased number of potential immigrants to the region highly skilled. Nova Scotia does not have a major presence in the knowledge economy, thus encouraging scholars and graduates to reside in the province increases the likelihood of skilled migration.

Because EduNova is not directly accountable to the government, it is difficult to attribute the academic activities of the NGO to the intentions of the province. However, since EduNova funding is provided by both the federal government and the Provincial department of Economic Development, and the NGO does have a secondary focus of international research activities, it is likely that the province does have some interest in the academic value of internationalisation.

There is little indication that the Province of Nova Scotia is involved in internationalisation for any social or cultural benefits. There is no support for international exchanges, nor are they involved in the creation of any partnerships with foreign governments to assist in the development of institutional partnerships or arrangements.

3.3 The University of Dalhousie

Dalhousie University is in Halifax, Nova Scotia, and hosts approximately 16,000 students (Dalhousie University, 2006a). It is the largest university east of Montreal, and the only medical/doctoral university in the province (MacLean's, 2006). The university hosts over 1200 international students from China, India, Saudi Arabia, Bermuda, Bahamas and the US (Dalhousie University, 2006a). It is a one of two primary destinations for international students in the province²⁰. The university has not substantially increased its international students compared to other universities in the province, despite being the largest university in the Atlantic region (Maritime Provinces Higher Education Council, 2007b). In spite of limited activities and direction, Dalhousie has been successful in increasing the number of international exchanges and research activities, such as international development projects, both of which have steadily increased over the past 3 years.

3.3.1 Policies

The administration of Dalhousie University has not yet developed a policy or mission statement outlining its intentions for internationalisation activities. In the past 10 years the university has not addressed internationalisation as an area of strategic focus nor is there a committee of senate or specific attention in budgets. The topic has been briefly noted in Presidential Reports and Strategic Plans, but only as a small subsection of a larger goal since 2003. According to these documents (2003 through 2007), the university has consistently aimed at increasing enrolment, particularly graduate student

²⁰ St. Mary's University has a similar amount of international students (Maritime Provinces Higher Education Council, 2007a, unpublished).

enrolment, to increase revenue (Dalhousie University, 2003; 2004; 2005; 2006a; 2007a). With the potential market in Nova Scotia and other maritime provinces keeping stable, and the desired increase of 2,500 students by 2010 (Dalhousie University, 2003, 2006a, 2006b), Dalhousie's goal is to focus its recruitment efforts outside of Nova Scotia and the Atlantic region. Occasional mention of 'specific international markets' is noted, but primary marketing and promotion activities are directed at Ontario, British Columbia and Alberta (Dalhousie University, 2006b). Despite this window of opportunity to focus on increasing international student intake, the university has targeted Ontario primarily as the main source of new enrolments.

3.3.2 Structural Elements

Dalhousie has two units devoted to internationalisation: one focusing on international student and exchanges services, and the second involved with international research development called Lester Pearson International (LPI). The small unit of International Students and Exchanges Services (ISES) deals with the many features of student mobility, such as international students and exchanges. Its main activities are to maintain a 'communication network with international students, including a comprehensive website, publication of an International Student Handbook and a weekly electronic newsletter' (Dalhousie University, 2006b, p. 31). Responsibility for international student recruitment is not within the unit, but housed in the general Recruitment Office. The ISES is an organisation set up under the Housing, Conference and Ancillary office of the Vice President Student Services, and is staffed by five members. The increasing strategic importance of international enrolments has made new demands on the ISES office

requiring the addition of a full-time manager in 2006. There is currently no mission statement or strategy provided by the ISES, nor are there directional documents from or by the main administration²¹.

The other unit for international activity at Dalhousie is Lester Pearson International (LPI). Established in 1987, LPI has a mandate to support a broad range of activities that help to internationalise the university adding to its original role of support and guardianship of externally financed international programs and projects at the university (Dalhousie University, 2007b). This office administers agreements of cooperation and international academic mobility programs. The unit consists of three full time and two part-time staff operating without a great deal of strategic direction from the university administration (J. Tortolla, personal correspondence, April 17, 2007). Primarily, the department is responsible for assisting faculty members to develop research and developmental projects.

3.3.3 International Recruitment

Increased student enrolment, particularly graduate student enrolment, to augment revenue was one of five primary targets of the 2003 Strategic Focus²² (Dalhousie University, 2003). Despite the fact that international students bring an enormous amount of tuition revenue, where international student fees \$12,610, nearly double the domestic rate, they

²¹ While it is possible that internal documents do exist none have been made available for the purpose of this research.

²² Other target areas were to enhance academic and research strengths, enrich student experience, sustain campus renewal and renew human resources.

have not been targeted (Dalhousie University, 2007a)²³. Although this created a window of opportunity to focus on increasing international student intake, no activities were initiated. Instead, the institution focused on Ontario. One explanation for this is that Ontario is a large market of potential students and was also a timely activity as their focus on this Province coincided with the Ontario double-cohort of high school graduates.

With focused efforts Dalhousie doubled the Ontario undergraduate student enrolments from 198 in 2000 to 480 in 2005 (Dalhousie University, 2005) (see table 3.4). Yet at the same time their intake from the rest of Canada and internationally were reduced, likely because they were not specifically targeted. At their peak in 2003, Dalhousie recruited 171 international high school leavers, yet in 2005 those numbers had decreased to 120 (Dalhousie University, 2005). This decline is also noted in overall international student enrolments (see Table 2.1). This significant drop in international students can be attributed to a lack of attention to foreign markets by the university, as seen in the recruitment strategies and objectives.

²³ While there are no ‘profits’ associated with international students per se, full fee paying international students can contribute to the creation of new facilities using the argument that such students should contribute to the physical plant and human infrastructure of an institution through fees that substitute for the taxes paid by citizens of any particular province that are invested in institutions of HE.

Table 3.4 Dalhousie International Student Enrolments

Year	International Student Enrolments	% of Total Student Enrolments
2001/2002	882	15.5
2002/2003	1036	14.2
2003/2004	1245	12.4
2004/2005	1323	11.9
2005/2006	1244	12.5*

*Overall student enrolment decreased by 300 students that may be partially attributed to the completion of Ontario double-cohort. (Dalhousie University, 2006a)

3.3.4 Programmes and Curriculum

Through ISES, Dalhousie facilitates student exchanges with a number of countries in the world, including England, France, South Africa and New Zealand, where their students pay their normal tuition fees to study abroad for a semester. There were 64 institutional agreements in 2002/2003, increasing to 95 in 2004/2005 (Dalhousie University, 2006b). Accordingly, international exchange student numbers increased from 43 to 140 between 2001 and 2005 and the number of Dalhousie students taking part in an international exchange has increased from 340 to 584 (Dalhousie University, 2006b). Unfortunately accurate numbers of exchange students are not available (K. Healy, personal correspondence, May 22, 2007).

3.3.5 International Research

Lester Pearson International is actively engaged in the promotion of research collaboration in the university. The unit coordinates international research initiatives with Dalhousie departments and foreign partners. Agreements of cooperation with foreign university partners span across 50 countries in all disciplines, ranging from medicine in

Brazil, engineering in India, to Marine Education in the Philippines (Dalhousie University, 2007a). Some of the projects have a north-south development angle, while others are purely collaborative, either north-north or north-south. These cross-institutional projects keep them in contact with their peers in other nations (Dalhousie University, 2007d). The majority of these projects are externally supported by CIDA, IDRC, HRSDC and the AUCC (J. Tortolla, personal correspondence, April 17, 2007), with Dalhousie matching 50% of funding for all projects.

3.3.6 Rationales

Dalhousie is disorganised in its approach to international activities. The lack of focus on financial aspects of increased international students is uncommon, particularly for a university with overall reduced enrolments. However, this does not indicate that the university is not active in internationalisation. Their student exchange and faculty research programmes denote a firm commitment to internationalisation. Based upon this information, it is possible to ascertain that Dalhousie is focusing on the academic benefits of internationalisation as well as the social and cultural aspects of an international experience on campus (see Table 3.5).

Table 3.5 Dalhousie University Rationale Chart

Ranking	Rationale	Indications
1	Academic	LPI department
2	Social/cultural	Focus on student exchanges
3	Economic	Not focused on international student recruitment
4	Political	None

It seems Dalhousie University's primary focus is in the academic aspects of internationalisation. With the large department of LPI committed to encouraging and supporting international research connections the university is actively internationalisation its departmental research. The secondary focus of Dalhousie is on social/cultural aspects of international exchanges to support incoming and outgoing students and support for international students. The lack of interest in encouraging international student enrolment, despite financial and enrolment needs, indicates that international students are not being targeted as an economic driver. Finally, there is no indication of Dalhousie's internationalisation activities are being used as a political tool.

3.4 Interactions and Implications

3.4.1 Leadership and Organisation

In examining the activities of the Province of Nova Scotia it is apparent that it has some general interest in the internationalisation of HE, yet, there is no articulated aim or goals for internationalisation activities. While the Provincial government has engaged in activities promoting international education it has not developed a strategic plan or

method to assess its activities. A chaotic, or garbage can approach is being taken to internationalisation where there have been a number of actors in Nova Scotia internationalisation, from the federal government, the Department of Economic Development, regional and provincial HE organisations and most recently an NGO.

Due to the lack of central coordination and leadership in the province, the activities have been piecemeal and sporadic without clear strategic policies for strategy, planning or evaluation. In particular, the advent of EduNova exemplifies the lack of leadership in internationalisation in the province. First, EduNova highlights the disorganised and haphazard activities of the government in internationalisation activities. Prior to EduNova, a similar body, named the International Trade and Marketing Plan, was also funded by the federal and provincial government (though through a different federal branch). There was a three-year gap between closing down one organisation, and opening the doors to another tasked with a similar role. If there had been leadership, collaboration and involvement of the provincial government perhaps the duplication of efforts may not have occurred. Secondly, EduNova highlights that the province places little importance on internationalisation, as it has relinquished its internationalisation responsibility to a non-profit/NGO, an organisation that is not accountable to the government²⁴.

²⁴ While NGO's operate successfully in partnership with governments in other provinces, such as the BCCIE, or in other countries, such as the IDP in Australia, in both cases the government continues to have some activities and policies in the area. In the case of Nova Scotia the government is completely absent.

The lack of leadership and involvement from the Department of Education is particularly noteworthy. As internationalisation is a key strategy to the development of higher education, it is the responsibility of the department to ensure that it occurs in a manner consistent with its overall HE goals. Yet, in Nova Scotia the department has no involvement in any activities, nor is it involved in funding or providing guidance to EduNova. Without clear leadership from the Department of Education denoting the value of internationalisation through policies or funding, the university was not supported or encouraged to internationalise.

At Dalhousie University there is also a similar lack of clear leadership where internationalisation activities have developed without any formal direction from senior administration. Despite the lack of coordination the university has had some successes. The departments of International Students and Exchange Services have increased the number of incoming and outgoing student exchanges. The Lester Pearson Institute has forged formidable agreements for Dalhousie researchers to undertake international collaborations and has resourced finances from a number of Canadian Federal government departments.

Despite not having direction from senior administration Dalhousie has been moderately successful in increasing the number of international students. Dalhousie encountered a decline in international students²⁵ despite the overall goal for increasing enrolment. Not having it on any administrative agenda has led the global marketing and promotion of the

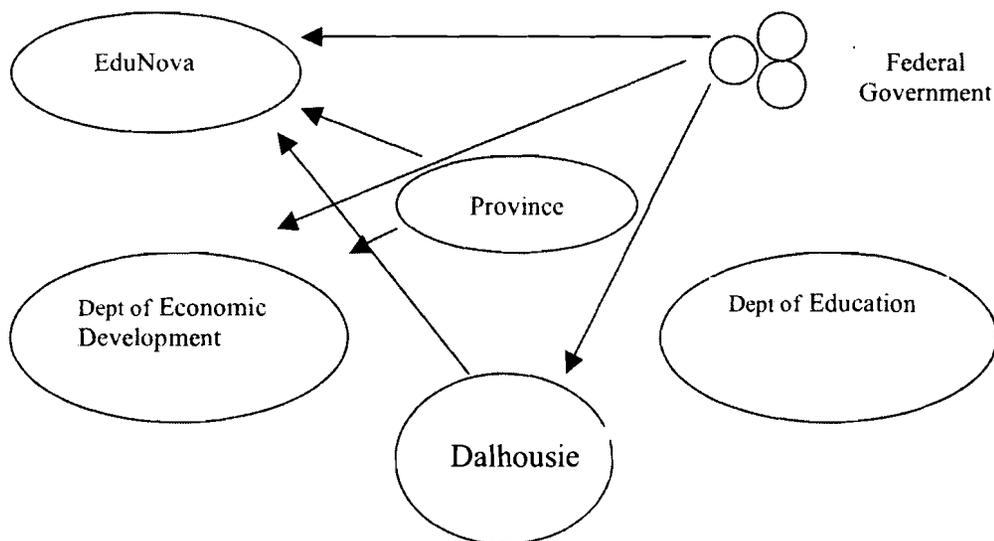
²⁵ This was a national trend however.

university into non-existence. Particularly with the influx of Ontario double cohort students now complete, it is surprising that Dalhousie has not turned its attention to the international stage to increase enrolment.

3.4.2 Interactions

There are a number of actors in internationalisation activities in Nova Scotia, from the federal government down to small departments within the university. However, despite the number of activities, the quality and direction of actions is limited. The lack of leadership, coordination and determined policies in the province has created a patchwork of activities and links (see Tables 3.2, 3.3 and 3.4 and Figure 3.2).

Figure 3.2 Interactions of the Province of Nova Scotia and Dalhousie University



At the governmental level there are a number of activities and some collaboration. The federal government has funded two recruitment strategies, the ITMP of the provincial Department of Economic Development, and the NGO EduNova. The Department of Economic Development has also been involved in recruitment and research strategies, administering the ITMP, and funding EduNova. Most surprising is the absence of the Department of Education in all activities at the governmental level, in organisational commitment through a dedication of staff and programs, lack of policies, and lack of funding for projects. At the university there are also a number of activities, though they operate in isolation from each other. The ISES and LPI do not collaborate with one another, nor do they currently receive any direction from the central administration. In relation to Dalhousie's collaboration with government, the university is a paying member of EduNova, and Lester Pearson International has ties with the federal government which funds many of the projects.

3.4.3 Implications

In examining the activities of both the province and institution it becomes apparent that neither the province nor the university place high importance on internationalisation. There was a period of four years when neither the province nor the university were active in international student recruitment. After the ITMP completed in 2001, the provincial government did not implement another strategy or activity until 2004. It was during this time that Dalhousie was aiming to enhance student enrolment, yet chose not to focus on the international market. Perhaps with increased dialogue between the province and the Department of Education and the department and the university it might have been

recognised that there was a lapse in activities, and possibly remedied through cooperation. If the government was unprepared or unable to undertake active recruitment, it might have encouraged or supported the university to do so.

The second feature of the lack of communication is seen in the duplication of efforts and activities. EduNova was a duplication of previous activities of the ITMP, yet was created entirely anew without reference or guidance from its predecessor. Furthermore, one of EduNova's mandates is to facilitate research collaboration with Nova Scotia universities and foreign partners. Lester Pearson International has successfully taken on this role, for the specific institution at least, for the past 20 years. With creative agreements, perhaps the two could have formed together to present a united effort, or funding for research aspects could have been given to LPI in order for them to continue their work province wide. Instead there are now two organisations working on similar activities.

Dalhousie is working independently of provincial influence to increase its international activities. Perhaps if the Department of Education had an interest in internationalisation it would have been able to pass its commitment, goals and strategies onto the universities and assisted them in their efforts, either through funding or strategy support. Without guidance from the province on internationalisation issues the topic was not a priority of the university, and has not been given attention through mandates, policies, campus strategy or goals.

The lack of direction within the province, where activities are disjointed and without a coherent or stated purpose is mirrored by the lack of leadership within the university. Despite the underdevelopment by both the province and the institution, they have been successful in increasing their international student enrolment as well as international research activities. Some of the increase in student recruitment, however, should be attributed to global rather than local activity, as there has been an increase in activity around the world and throughout much of Canada. The province is engaged in economic and political activities of promotion and marketing while the university is focussing on academic and social/cultural aspects of exchanges and research. In some respects, perhaps this is an ideal combination. It allows the university to be student focussed and research centred while the province focuses on the overall goal of attracting people to the province, both for immediate financial gain and as future employees. However, the lack of communication between the two has had significant negative impacts.

3.4.4 Summary

Without a coherent province-wide strategy Nova Scotia and its universities have created haphazard internationalisation at all levels. The interest of the province in the financial aspects has created initiatives independent of both the Department of Education and the university. Dalhousie, without external support, has not put effort into internationalisation with the dedication of most other universities, and has focussed on smaller manageable tasks – though their domestic recruiting has focussed on low hanging fruit. In summary, the lack of leadership and coordination in the Province at both the

governmental and institutional levels has led to a piecemeal approach to internationalisation where aspects are being neglected.

CHAPTER 4

THE CASE OF THE GOVERNMENT OF ONTARIO AND WILFRED LAURIER UNIVERSITY

4.1 Introduction

This chapter is an examination of the internationalisation processes taking place in the Province of Ontario and Wilfred Laurier University. As in the preceding chapter, the first section is an examination of federal government and NGO activities, as well as a more detailed look at provincial government involvement, particularly through the Ontario Ministry of Training, Colleges and Universities (MTCU). There is particular attention paid to the 2005 strategy that explicitly gives direction for internationalisation funding and activities in Higher Education (HE). The second section of this Chapter examines university level activity to determine what organisation and policies are in place, and examines activities in recruitment, programmes and curriculum, and research. As in Chapter three, there is an assessment of leadership for internationalisation in the province and institution, and a discussion of the interactions and implications of these activities for the development of university internationalisation. Finally, the rationales for these activities will be examined to determine whether they serve economic, political, social/cultural, or academic interests.

4.2 The Province of Ontario

Located in central Canada, Ontario is the most highly populated province in the country. It is home to 12.16 million people (Ministry of Finance, 2007), and provided HE to

413,409 students in 2005 (Statistics Canada, 2007). The province hosts 18 publicly funded universities, 24 publicly funded colleges and 14 privately funded degree granting institutions and hundreds of private career colleges (Canadian Information Centre for International Credentials, 2007). Ontario is the main recipient of international students in Canada, hosting 40% of all international students in Canada (Rae, 2005, p. 57). Despite being the main destination for international students, the actual numbers are fairly low, accounting for only 6% of all students registered in the province in 2003 (Rae, 2005, p. 58).

Though not active in university internationalisation issues prior to 2005, the Province has been deeply involved in university development since 2000 in preparation for the Ontario 'double cohort'. Prior to 2002 Ontario high schools provided a five-year programme for students wishing to enter into higher education, the final year of which was university preparatory courses in various subjects named Ontario Academic Credits (OAC). All other provinces offer similar curriculum within four years. In order to conform to the high school graduation practices of the rest of Canada, Ontario began to alter its high school programming beginning in 1999. This created an overlap of two classes graduating at the same time 2003, where half of the graduating students participated in the five year OAC system and the other half were the inaugural class of the new system. Dubbed the 'double-cohort', these groups doubled the number of students graduating in 2003, creating a higher influx of students applying for Ontario universities in 2003 and the years directly preceding and following. This put an immense strain on the HE system

that strived to provide places for all suitable applicants, for which the province created a number of policies to ensure the successful influx of students by the universities.

4.2.1 Structural Elements

Federal Government Involvement

Unlike the province of Nova Scotia there is little federal government involvement in HE internationalisation processes in Ontario. Beyond the activities of the federal departments set out in Chapter two²⁶, the federal government does not take an active role in Ontario strategies, either through funding or programme development.

NGO Involvement

There is very little NGO activity in internationalisation in Ontario. Some national NGO's such as the CBIE and AUCC were consulted during the development of the 2005 provincial recommendation paper '*Ontario: A Leader in Learning*' (Rae, 2005), yet there is no day-to-day contact for funding or activities. Within the province itself there is no NGO set up for internationalisation issues. Unlike EduNova in Nova Scotia, or the BBCIE in British Columbia, Ontario has not supported the creation of an independent operation to address internationalisation. Instead, internationalisation is firmly housed within provincial jurisdiction.

²⁶ Department of Finance, Human Resources and Skills Development Canada (HRSDC), Department of Federal Affairs and International Trade, (DFAIT), Citizenship and Immigration Canada (CIC), Canadian International Development Agency (CIDA), and Industry Canada.

4.2.2 Provincial Involvement

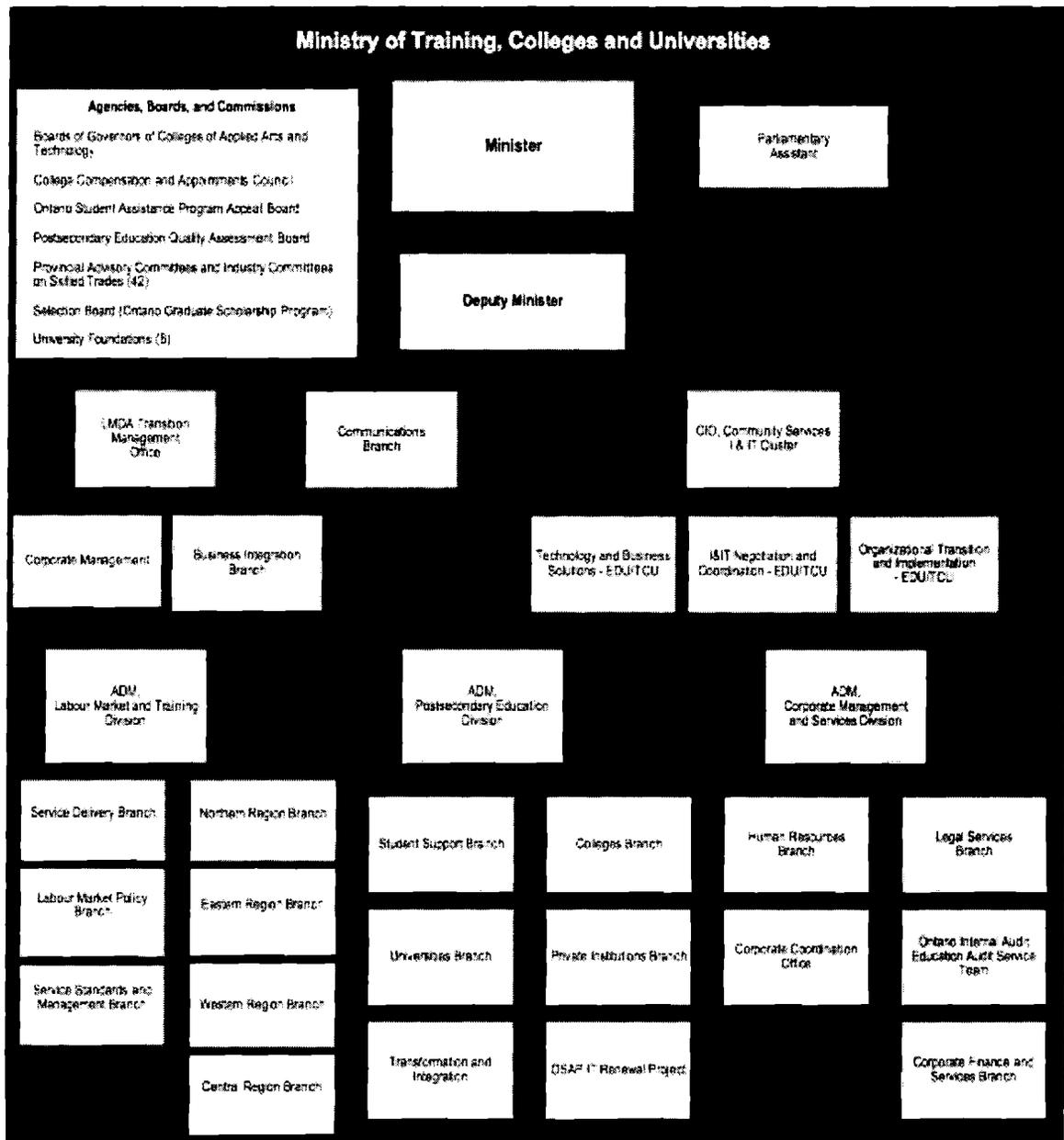
The Province of Ontario has been moderately involved in internationalisation activities in ministries outside of the Training, Colleges and Universities branch of the Department of Education. Prior to 2004 the topic of internationalisation was not addressed through legislation or budgets as most of the dialogue revolved around the ‘double-cohort’ and the expansion of the system to provide for them. Upon completion of the influx of Ontario students in 2004, the Premier’s office collaborated with the MTCU to fund a research project on the state of Higher Education in the province, and recommendations for the future. The report, ‘*Ontario: A Leader in Learning*’ in 2005 (Rae, 2005) (dubbed ‘The Rae Report’), made ten recommendations to improve the state of HE in the Province and specifically addressed internationalisation in two of the recommendations (discussed in Section 4.2.4). The following year the Ministry of Finance announced a budget of 6.2 billion dollars to enact the plan. While internationalisation activities were not addressed in the budget, the Ray Report set out some earmarked funding for internationalisation activities to be implemented by the MTCU specifically for recruitment and exchanges.

Unlike other provinces, only the provincial ministry devoted to higher education is involved in internationalisation. There is some collaboration between provincial departments, such as the Ministry of Research and Innovation and Citizenship and Immigration Ontario, through an ‘International Reference Group’, who meet occasionally to discuss issues and provide advice and feedback to the MTCU (J. Manning, personal correspondence, May 16, 2007). However, activities towards internationalisation are firmly housed in the Ministry of Training Colleges and Universities.

4.2.3 The Ministry of Training, Colleges and Universities

Ontario has a separation of K-12 and higher education where the Department of Education is committed to K-12 education, and the Ministry of Training, Colleges and Universities is responsible for higher education. In the Ministry is a small unit devoted to internationalisation, the Universities and Colleges Post Secondary Education Division in the Policy and Program Unit. There are two policy advisors, one for Universities and one part-time employee for Colleges, along with two part-time assistants. They are under the supervision of the Director of Universities Branch of the Ministry, who reports to the Associate Deputy Minister, reporting to the Deputy Minister of Training, Colleges and Universities (J. Manning, personal correspondence, May 16, 2007) (see Figure 4.1). This small unit is devoted to international promotion, and involved with the development and implementation of programming and marketing strategies provided through provincial funding. It is solely accountable for the budget devoted to internationalisation issues.

Figure 4.1 Ministry of Training Colleges and Universities Organisation Chart



(Ministry of Training Colleges and Universities, 2007a)

Besides the MTCU, there are two organisations that also hold some responsibility for HE and are somewhat involved in internationalisation issues. First, the Council of Ontario Universities (COU) is an organisation made up of presidents and one other institutional

member from each of the 18 publicly funded universities. The COU is designed to offer leadership and guidance in its community, to assist public policy goals, and act as a liaison between government and institutions (Council of Ontario Universities, 2007a). In this role the Council made recommendations to the MTCU on how to dispense the 6.2 million dollar budget of the 2005 plan (Council of Ontario Universities, 2007a). Within the Council are a number of sub-committees and taskforces that address topics of interest to the group, such as government and community relations, human rights and space standards (Council of Ontario Universities, 2007b). The COU also hosts the Ontario Council on Graduate Studies. Despite the importance of internationalisation set out in the Rae Report (discussed in Section 4.2.4), a COU taskforce devoted to internationalisation issues does not exist. One of the primary activities of the COU is administering the Ontario Universities Application Centre. All applications, including international student applications, are sent to this central body for coordination of acceptance (Council of Ontario Universities, 2004).

A second body devoted to HE is the Higher Education Quality Council of Ontario (HEQCO). Created in 2006 with funding from the new budget, the office is mandated with ensuring quality of research and teaching excellence in Ontario universities (HEQCO, 2007). At this time there is no indication of any internationalisation activities or discussion. However, as the HEQCO is involved with transfer credits it is likely that it will become a centre for determining international credentials and transfer credits. They are also charged with advising the government on interjurisdictional competitiveness that

will likely involve some internationalisation aspects, such as determining appropriate partners for MOU's.

4.2.4 Activities

Policies

In preparation for the double cohort Ontario passed the Post-secondary Education Choice and Excellence Act in 2000 (Ministry of Training Colleges and Universities, 2007b).

The act allows private and foreign providers to operate in the province if certain expectations are met as dictated by the Minister of Training, Colleges and Universities and the Postsecondary Education Quality Assessment Board (PEQAB) (Ministry of Training Colleges and Universities, 2007c). At this time regulations are strict and there are very few private or foreign providers operating in the Province.

There were no policies for international student promotion or programming prior to 2004 in the Province of Ontario. A review of departmental documents indicates that the majority of funding and efforts went into developing the infrastructure to support the 'double-cohort'. With the double cohort influx ending in 2004/2005, Ontario was left with many newly created spaces without a corresponding demand. At that time there was a commitment of one million dollars to international recruitment strategies (J. Manning, personal correspondence, May 16, 2007), though no strategic documentation is available on the specific activities. Furthermore, in 2004 Bob Rae was commissioned by the Premier's Office and the MTCU to develop a report and recommendations for the future of Ontario HE. The Rae report states that Ontario wants to be a leader in higher education within North America and the World (Rae, 2005, p.7), and developed 10

recommendations to ensure its success. It notes internationalisation twice within its 10 recommendations, first that Ontario must encourage international students to study in the province and secondly that it must promote Ontario students to study abroad (Rae, 2005, p.1). The basis of these recommendations is that the activities will give a global perspective to students in the province – both those who are able to travel abroad, and those that gain experience from international students on campus.

Regarding recruitment, the Rae Report notes Ontario should ‘Pursue marketing efforts jointly with the federal government to ensure that Ontario remains an important ‘educational destination’ for international students, [and] encourage the federal government to allow international students in Ontario to obtain off-campus work’²⁷ (Rae, 2005, p. 30). In order to do so, it was recommended that the Provincial government work with the AUCC and the Federal government to market Ontario collaboratively, with a focus on its reputation of quality, accountability, affordability and recognised value of qualifications (Rae, 2005, p. 57). In order to achieve this, it was recommended that a web portal be created for international students to easily access information on the province and its programmes. The rationale behind this recommendation is to increase the number of international students in Ontario from 1.9 to 7.2 million by 2025 (Rae, 2005, p. 58). It is further argued that former students help promote Ontario’s international reputation and contribute to future trade and economic development opportunities, and that international students bring expertise – including quality researchers and graduate students to the province.

²⁷ As noted in Chapter Two, in 2006 the CIC did alter the post-study time period for international students to remain in the country.

Even though the Rae Report does not explicitly note the need for international students to fill the extra places created by the double cohort, it does note the importance of recruiting international students to increase graduate student numbers to a goal of 12,000 in 2007/2008. It further notes the impending issue of a retiring workforce resulting in the loss of many professors, which could be addressed by recruiting international staff. Though these two internationalisation issues were addressed there were no recommendations on how to approach these issues, but it seems to assume universities will do this independently. International research collaboration is a further area that was not addressed by the Rae Report.

Another recommendation of the Rae Report was to establish an Ontario International Study Program (OISP) (Rae, 2005, p. 56). Specifically it suggests ‘in cooperation with institutions and with the support of the private sector, [the Province should] establish an OSIP to increase the opportunity for Ontario students to complete a portion of their studies abroad’ (Rae, 2005, p. 30). This programme would assist with funding to send students abroad for one or more semesters and guarantee appropriate credentialing for their studies. It would also promote the development of reciprocal partnership agreements with foreign institutions to increase reciprocal exchange arrangements, as well as improving credit transfer pre-approval. By ensuring credit transfer approval it is expected that Ontario students will be able to experience time abroad but still be able to complete their studies on time. It is also noted that there will be involvement of the AUCC, CBIE and particularly the CICIC in this programme (Rae, 2005, p. 57).

4.2.5 Funding and Programming

Since 2005 the Province of Ontario has been aggressively pursuing the recommendations of the Rae Report. The Ministry of Finance devoted over six billion dollars to the plan to be dispensed over the course of four years. Despite the recommended budget of five million dollars in 2005/2006 growing to ten million in 2007/2008, the actual budget allotted for internationalisation issues was two million in 2005/2006, four million in 2007/2008 and ten million dollars in 2008/2009 (CNW Group, 2006). This substantial budget has been put towards enacting the two recommendations of developing a central marketing agency for international student recruitment and in support of fostering international exchanges for domestic students.

The Ministry invested one million dollars towards marketing for each of the years from 2004/2005 to 2008/2009. The marketing activities are housed in the MTCU, and it is solely responsible for the budget (Ministry of Training Colleges and Universities, 2007d). Activities include attending fairs and creating materials for distribution, international visits and through a newly created information website.

Despite the activity towards recruiting international students, and the goal to increase international student participation rates, neither the MTCU nor the Provincial government provides support for international students, either through direct subsidisation or through supporting the universities that host them. Currently, the MTCU does not have consolidated numbers of international students in the province. However, unpublished

numbers indicate rates of over 35,000 for 2006/2007, and almost 34,000 for the previous year (J. Manning, personal correspondence, May 16, 2007) (CIC numbers are indicated in Table 4.1).

Table 4.1 Ontario International Student Numbers ²⁸

Year	Number of international students in Ontario
2000	20,139
2001	23,030
2002	22,007
2003	19,440
2004	18,473
2005	19,547

(Canadian Immigration and Citizenship, 2005)

The primary international activity of the TUC in 2005/2006 was to create the Ontario International Students Programme. In order to increase institutional academic exchanges, Ontario has devoted the largest proportion of its funding to supporting these activities. In 2005/06 the budget was one million, increased to three million in 2006/07 and to five million in 2007/08 (J. Manning, personal correspondence, May 16, 2007). The MTCU has been negotiating bilateral agreements with China, India, France, Germany and US, and is directly supporting Canadian students to study abroad. In 2006/07, 150 students were supported with scholarships of \$2500 for international exchange programmes, and the MTCU has promised to support 800 students in 2007/8 (CNW Group, 2006). The funding is dispersed to the institutions for allocation to its students. A record of student

²⁸ The numbers from CIC are taken from December 1 and therefore indicate only students in the province at that specific date throughout the years. The TCU unpublished numbers are indicative of the entire year.

exchanges, both incoming and outgoing, has not been published by the province. It is expected, however, that there has been a moderate increase in activity.

4.2.6 Rationales

The Province of Ontario, through the MTCU, has put forth strong recommendations, policies and funding for the internationalisation of HE. The recommendations have created clear action plans and have provided funding for a number of initiatives. The particular focus of Provincial activities has been to develop a centralised marketing and recruitment agency, and to support the development of exchange programmes for students. The commitment to these areas has resulted in increased international students in the province, and it is expected that there have been similar results in the number of students taking part in exchanges throughout the Province.

Ontario has taken measures to address internationalisation as a key focus of planning and policies in the coming years. The manner in which it has approached the topic through bureaucratic-hierarchical organisation, and in the range of activities it has chosen to fund and pursue, indicate that interest in the area is primarily for social/cultural and political reasons rather than economic or academic. As previously noted in Chapter one, in most cases where a number of initiatives are taking place it is difficult to determine one sole rationale for internationalisation activities. However, allowing that all elements are involved in the process it is possible to determine which rationales are the primary impetuses for activities by ranking their indicated importance (see Table 4.2).

Table 4.2 Ontario Rationale Chart

Ranking	Rationale	Indications
1	Social/cultural	Devotion of millions of dollars to OISP to enhance student exchanges that do not create revenue
2	Political	Use of exchanges as political diplomacy, and goal to strengthen Ontario's place on 'world stage'
3	Academic	Support for international graduate students, however tempered by lack of research or development opportunities.
4	Economic	Organisation of marketing agency to increase number of fee-paying international students as is present in all provinces

Ontario has indicated a strong interest in the cultural and social aspects of internationalisation. This is evidenced through the allocation of one million dollars each year to the Ontario International Study Program (OISP). This programme supports the promotion of exchange programmes as it is enriching for students, it is valuable to have diversified campuses at home and host institutions, and Ontario will benefit from stronger ties with the rest of the world and citizens with understanding of global issues (Rae, 2005, p. 57). This programme is unique among the three case studies. The promotion of this programme can be seen to be guided primarily by the cultural and social model noted by Knight (1997). There is also a political rationale as documents note that this integration can be beneficial as a diplomatic tool for future international relations.

Furthermore, academic aspects of internationalisation are addressed as it enriches the educational experiences of all members of campus.

Ontario is striving to strengthen its place in the world of academia, and to have the province recognised as a powerhouse of strong university programming, graduate programmes and international opportunities built into the curriculum. The one aspect that the Province has not designated as an area of focus is research. However, the 7.2 billion dollar funding to improve the education system demonstrates its interest in the overall education system. The infusion of money specifically for internationalisation activities beyond student recruitment signifies a valuing of internationalisation as an academic benefit that is beneficial to the province.

The economic aspects of internationalisation activities do not heavily factor into the strategy of Ontario internationalisation. Ontario has developed a unit devoted to promotion and marketing of Ontario as a destination for international students. While this is typically an economic tool for revenue generation in a province, in Ontario it is not the sole activity of the province, nor are the economic factors associated with the activity indicated or cited as a reason for its development. The development of a marketing agency 'branding' the province is a tool used by all provinces. Its development in Ontario is arguably an activity pursued to maintain its presence as a destination for students.

Providing a budget of millions of dollars and addressing the many recommendations of the Rae report, Ontario has committed to the internationalisation of its universities. It aims to both bring international students to the province and send Ontario students out of the province for a semester or more. The policies and strategies employed by the Ontario government are good indicators of the interest the Province has towards internationalisation as a social/cultural tool that will serve to improve the academic quality of its universities.

4.3 Wilfred Laurier University

Wilfred Laurier University (WLU) was a private, religious institution named Waterloo Lutheran University from 1911 until it converted into a publicly funded institution in 1973. The university is located in Waterloo, Ontario. Waterloo is located in south central Ontario, the highest populated region of the province and home to the majority of Ontario's universities. As such, the institution has a great deal of competition from other universities in the surrounding region, and specifically within the city of Waterloo that also hosts the comprehensive University of Waterloo (Wilfred Laurier University, 1998). WLU is primarily an undergraduate university that enrolls approximately 14,500 students (Association of Universities and Colleges Canada, 2007) offering a wide range of programmes, and provides 11 Masters and 8 Doctoral programmes (Wilfred Laurier University, 2005a). The university does not enrol many international students, attracting only 150, or 1.7% of its first year students from abroad (Wilfred Laurier University, 2007e). The choice of this university was made because WLU is not a large university, nor well known compared to provincial counterparts of its size. Thus, activities may give

insight to the affect of provincial activities on universities that are not largely active in internationalisation due to their reputation, or that are in competition with a number of similar universities. Despite being a smaller university in the province hosting the most institutions, WLU has addressed internationalisation through its missions and priorities in the past 10 years. The scope of the following analysis examines activities since 1998, at the advent of a presidential 5-year strategic plan.

4.3.1 Policies

Wilfred Laurier University has addressed internationalisation through its overall institutional strategies. In 1998 the Board of Governors adopted a planning document named '*Laurier of the Future*' in which it noted 14 initiatives to achieve its goal of being 'one of Canada's foremost small universities' (Wilfred Laurier University, 1998). One of these initiatives was focused on internationalisation. Noted in its plans for academic programming was its aim to encourage students to take part in language courses. Other initiatives included investigating the possibility of developing the designation of 'international' for awarding degrees to those students meeting the criteria of one full year of a second language and participation in an exchange (Wilfred Laurier University, 1998, pp 6 -8). On the topic of marketing and recruitment there was no indication of any plans to focus on international markets.

Follow-up to the 1998 plan is recorded in the '*2002 Update on the 1998 University Plan*' (Wilfred Laurier University, 2002). A review of the internationalisation strategies is not addressed, and there is no indication that an 'international' distinction is offered in its

undergraduate programming. However, the 2002 report addresses the topic of internationalisation in another manner, noting the institution's consideration of travel bursaries for international opportunities to be implemented within a year (Wilfred Laurier University, 2002, p. 10). Internationalisation strategies were not given primary importance in the WLU policies of the time as, similar to provincial activities prior to 2003, the primary focus of strategies and policies were directed towards preparing for the double cohort entering in 2003.

In 2005, WLU's senate approved a document entitled '*Laurier's Century Plan*' (Wilfred Laurier University, 2005a). The document notes five key areas that WLU will focus on between 2005 and 2011, one of which is internationalisation²⁹. The plan notes the university's intention to achieve 5% of its student population as internationalisation students (a number set in 1992), and to increase the number of students with international experience³⁰ from 1% to 10% (Wilfred Laurier University, 2005a, p. 8). To achieve these goals a set of 11 recommendations were provided to Senate by the 'Internationalisation Task Force' (a body addressed below). In brief, the recommendations are (Wilfred Laurier University, 2005a, pp. 14-16):

1. Strive for 5% international student attendance, and 10% student population participation in international experiences.

²⁹ The other four areas of focus are: Student-centred environment; the transition to a comprehensive university; the transition to a more research-intensive university; and, excellence in teaching and learning (WLU, 2005a).

³⁰ International experience is noted as taking part in exchanges, field courses offered overseas, attending another Canadian institution overseas campus, or attending a foreign student summer course offered by a foreign university (WLU, 2005, p. 16).

2. Establish International Steering Committee with members from WLU International, Liaison, Admissions, Faculties, Dean of Students, students and VP Academic.
3. The International Steering Committee should establish priorities and create more coherent and centralised activities; particularly in identifying future exchange partners.
4. International recruitment responsibilities clarified and housed in Liaison with support from a number of other departments. Graduate student recruitment should be housed in the Department of Graduate Studies.
5. International recruitment be targeted at select countries and institutions.
6. Small scholarships for international students be considered.
7. Encourage faculty member involvement in recruitment while researching or attending conferences abroad.
8. Improve support services for international students, such as provision of language services.
9. Expand debriefing sessions for incoming and outgoing exchange students.
10. Explore international opportunities for students other than through exchanges, such as field courses, volunteering abroad or internship opportunities.
11. Raise the profile of international work and international students among faculties through workshops that promote international research opportunities for staff, and sessions on making faculty members 'more aware' of international students.

The activities noted in the 2005 *Century Plan* indicate a strong interest in international activities, primarily in the structural organisation of responsibility, in the recruitment of international students, and in the promotion of international experience for students. The report only briefly mentions international academic research collaboration in recommendation 11. However, as WLU is primarily an undergraduate university, the number of activities and funding opportunities for such initiatives is limited.

Since the 2005 university plan there has been no further update on overarching university intentions for international activities, or indications if the recommendations were enacted or successful. However, the university budgets of 2005/2006 and 2006/2007 note an increase of 1% and 4% respectively for funding given to Laurier International, the department primarily associated with international activities (Wilfred Laurier University, 2005b; 2006b).

4.3.2 Structural Elements

A good deal of direction has come from the central university administration for internationalisation activities. Since the 2005 strategic recommendations there has been the development of a Steering Committee chaired by the VP Academic which guides initiatives. Laurier International is its primary unit for international activities. Reporting directly to the VP Academic, Laurier International has four staff members, a director, a manager and two staff who are responsible for exchange and international students (Wilfred Laurier University, 2007a). This small unit devoted to international education has presented a brief mandate for their internationalisation process. The primary activities

of the unit are to: facilitate student exchanges, manage international students, faculty opportunities and international volunteer programmes, and administer international travel resources (Wilfred Laurier University, 2007b). A primary activity in the past year has been the development of creating an office based in China, a small unit devoted to marketing, and partnership development in western China. This region was chosen because there is not a great deal of competition from other Canadian universities in the area. As noted, WLU is not the best-known Ontario university and thus being a primary presence in the area may increase the likelihood for success. (P. Donahue, personal correspondence, May 18, 2007).

Laurier International is not responsible for the recruitment of international students. This aspect of international activities is housed within the Liaison Office for Recruitment. Within the Liaison Office there is no one person allocated to international markets specifically, rather it is a portfolio within other activities.

4.3.3 International Recruitment

International recruitment has been put on the agenda of the university's strategies since 2005, seeking to achieve 5% international students on campus (Wilfred Laurier University, 2005a). The goal of 5% had previously been set in the 1990's (Wilfred Laurier University, 1998), and there had been an increase in student numbers, from 74 in 1997 to 244 in 2004. However, in 2005 it had still not been achieved with numbers hovering around 4% (Wilfred Laurier University, 2005a). At that time Laurier was the

second lowest ranking Canadian University for international visa students (Wilfred Laurier University, 2005a).

A possible factor for the low interest in the recruitment of international students prior to 2005 was that the financial structure saw the university paying to host them. Charging only the domestic rate the university was actually spending money to make up the difference normally received from the Province for each student. While this could have resulted in higher numbers of international student (as students often make choices based on cost), WLU was not actively marketing itself to the international student community. Since 2005, strategic efforts to increase international student numbers have seen policies to make international students, and marketing, more cost effective. Presently, international student fees are \$7,653.60 for a general BA or BSC and \$10,432 for other programmes [\$3,264.20 is the domestic rate (Wilfred Laurier University, 2007f)]. This financial structure makes international students recruitment feasible and has given an incentive for recruitment activities. While numbers are not available at this time, it has been indicated that there has been an increase of international students (P. Donahue, personal correspondence, May 18, 2007).

WLU is also seeking to increase its international graduate student intake. As graduate programmes are an emerging area of the university and WLU is seeking to become a comprehensive university, there is an overall goal to increase graduate enrolment. The previous target for international graduate students was 5% of the graduate student population, and in 2007 this goal has been raised to achieving 10% (Wilfred Laurier

University, 2007d). The document also notes, however, that there are challenges in recruiting students as it is difficult to offer them financial support. While WLU is one of the many Ontario universities facing a shortage of staff in the coming years, there is no indication that international scholars are being targeted as a potential staff pool at this time.

4.3.4 Programmes and Curriculum

The second target of the 2005 WLU strategic plan was to encourage students to include internationally relevant experiences outside Canada as part of their education programme. In 2005 only 1% of WLU students had academic experiences outside Canada (Wilfred Laurier University, 2005a). In order to increase this rate the university has established a number of initiatives to support them. This includes creating the infrastructure for international exchanges through university partnerships and linkages for internships and placements as well as curriculum development.

In the curriculum, there has been the development of the Global Studies Programme. Formerly known as Developmental Studies, this programme offers a range of courses with an international focus, requiring that students take a language credit and obtain at least one credit abroad (either through an academic exchange or work placement). These students account for nearly all of the international exchanges taking place at the university.

In 2007 WLU developed a partnership with China's University Institute of Aeronautical Technology. The partnership is a 2x2 agreement wherein the Chinese student, after completing 2 years of course work at the University Institute of Aeronautical Technology, can complete studies and graduate from WLU (Wilfred Laurier University, 2006b). WLU is also developing two other agreements with Chinese institutions and is in discussion with Indian institutions for similar partnerships (P. Donahue, personal correspondence, 2007).

Partnerships for international exchange participation at WLU have increased from 66 in 2004/2005 (Wilfred Laurier University, 2005b) to nearly 200 in 2006/2007 (Wilfred Laurier University, 2007c). There are currently 70 partnerships with foreign universities in 28 countries (Wilfred Laurier University, 2007c). Other than increasing the number of partnerships, one of the major tasks of the WLU International Department was to implement an orientation programme for students taking part in exchanges in order to prepare them for their experiences abroad, and reorientation upon their return.

4.3.5 International research

While international research is a priority for the university, it is not yet a formalised activity. The 2005 strategy document noted that faculty should be made aware of international research opportunities through workshops offered by CIDA. However, as the university is not research based, the opportunity for funding and linkages is not as available as it is in other research intensive universities, such as Dalhousie.

4.3.6 Rationales

Wilfred Laurier University has begun an internationalisation process in earnest since 2005. Prior to that time, as the primary focus of the early 2000's was directed at the influx of Ontario students, its activities were minimal. Since that time the majority of activities have been in the internal organisation of administrative structuring in order to establish clear lines of contact and administrative leadership as seen in the development of a steering committee and the delineation of responsibilities. WLU has been focused on the development of academic institutional partnerships, increasing international student recruitment, and targeted activities on developing student exchanges and international experience opportunities.

Similar to the provincial government, Wilfred Laurier has approached internationalisation as a social/cultural element of the university. While the majority of developments have been in the organisation and chain of command, in examining the activities pursued by Laurier International the nature of their interest in internationalisation becomes apparent. Their activities indicate that the university's rationales for their undertakings are social, cultural and academic. Their primary focus in the past two years has been on developing and increasing the number of exchange opportunities for students, and developing activities surrounding the exchanges, such as ensuring preparatory seminars. This indicates social/cultural internationalisation activities. The development of a 2x2 agreement with the Chinese University Institute of Aeronautical Technology is an indication of the interest WLU has in the academic benefits of internationalisation as it increases the faculty research links. The 2x2 arrangement is also a recruitment

mechanism for international students. However this is not for financial reasons as students are charged the normal domestic rates. With regard to the economic benefits of internationalisation activities, the university has noted the importance of increasing its international exchange students, but is looking to obtain 5% overall and 10% graduate student enrolment. These comparatively low goals for international students indicate that WLU at this time has not put a great deal of focus on international student recruitment. The following Table 4.3 indicates the rationales and indications for the decisions.

Table 4.3 Wilfred Laurier University Rationale Chart

Ranking	Rationale	Indications
1	Social/cultural	Primary focus of activities is on exchanges services
2	Academic	2x2 agreement with Chinese university
3	Economic	Aim to increase fee-paying international students
4	Political	None

4.4 Interactions and Implications

4.4.1 Leadership and Organisation

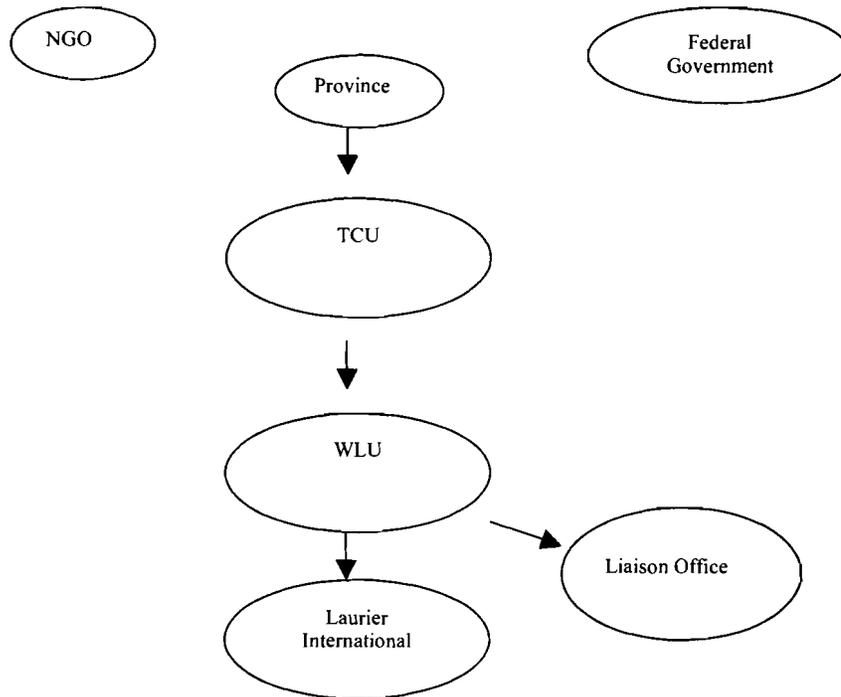
Interactions in internationalisation activities in Ontario are bureaucratic and hierarchal. The Federal government and NGO's have limited involvement in the province. Other than the MTCU, the Provincial government has little involvement in activities beyond partially funding the 2005 Rae Report (which was not exclusively directed at internationalisation activities in any case). The primary interactions take place between the Ministry of Training, Colleges and Universities and the institutions, where there is a

top-down direction of policies and funding coming from the government that are implemented within the university. Interestingly, the chain of command is hierarchical in that there are very few actors involved in internationalisation. Thus, the leaders are not coordinating a number of activities or units, but rather giving clear direction to another department.

The Province of Ontario has been given a great deal of leadership and direction from former Premier Bob Rae in his 2005 paper '*Ontario: A Leader in Learning*'. The policy has firmly outlined the direction and strategies internationalisation should take in the coming years. At this time the recommendations have been heeded, as has the financial backing necessary for the projects. This streamlined approach to internationalisation through the MTCU has allowed for system wide planning and accountability with direct action and visible results.

Similarly, at Wilfred Laurier University one of the major tasks since 2005 has been to set up a clear line of command for internationalisation issues. The leadership given from the upper administration prioritising internationalisation issues has translated into the development of a committee devoted to the issue, and has clarified linkages between the activities of Laurier International and the rest of the administration (see Figure 4.2).

Figure 4.2 Ontario and Wilfred Laurier University Interactions



4.4.2 Interactions

Prior to 2005, beyond minor indications of interest, neither the Province of Ontario nor Wilfred Laurier University had placed a great deal of importance on internationalisation, either through policies, activities or funding. Though international student numbers were slowly increasing throughout the early 2000's, it occurred without little direct marketing from either the Province or the Institution. The subsequent decrease following 2003 was a trend across the province and can be attributed to an overall decrease in international activity worldwide. With the completion of the double cohort in 2004, there was an increased interest by both actors. Since 2005 and the introduction of the Rae Report recommendations, there has been a good deal of activity in policies, activities and funding towards internationalisation by both of the actors.

The timing of the provincial actions and the subsequent actions of WLU indicates that the introduction of the Rae Report and the funding given to support the recommendations could have been an impetus for university activities (see Table 4.4). The effect of government activity in policy development, in funding, and in activities is reflected in the university's policies, towards promoting exchanges.

Table 4.4 Ontario and Wilfred Laurier University Activities

Year	Provincial Activity	Institution Activity
2000/2001	Focus on double cohort	Focus on double cohort
2001/2002	Focus on double cohort	Focus on double cohort
2002/2003	Focus on double cohort	Focus on double cohort
2003/2004	Focus on double cohort	Focus on double cohort
2004/2005	1 million for international student marketing	None
2005/2005	Implementation of Rae Report with internationalisation goals	Internationalisation given priority in University Strategy
	Implementation of 1 million dollars for the marketing and recruitment plan	Fee restructuring to increase international student fees
	1 million dollars towards funding for international exchanges	1% increase of Laurier International budget. Increased international exchanges plans and student participation
2006/2007	Implementation of 1 million dollars for the marketing and recruitment plan	Initiation of international partnerships
	Devotion of 3 million to student exchanges	Increase of 4% to Laurier International budget. Increase of Student Exchanges
2007/2008	Implementation of 1 million dollars for the marketing and recruitment plan	Set up of International office in China
	Devotion of 5 million to student exchanges	

4.4.3 Implications

One of the greatest strengths of the internationalisation process taking place in Ontario is that it is bureaucratic and hierarchical and centralised in that the direction comes top-down and there is only one department that is involved in the activities. In this method there is clear leadership, action recommendations, funding and follow-up. However, this strength might also prove to be its primary fault. It was clearly the direction of the Province that spurred internationalisation activities, and the MTCU has taken complete responsibility for the enactment of the plan. It has provided an outline of actions and funding for their implementation. However, when funding of the Rae Report ceases in 2011 it is possible that activities may also cease as there may not be sufficient base funding for activities.

Other than the MTCU there are no other actors focused on internationalisation, and none of the HE actors have it on the agenda as a priority. It is possible that with a new government, or decreased funding, internationalisation may be dropped from the agenda. Evidence of halting activities due to funding withdrawal is seen in Nova Scotia where the 1999-2001 internationalisation strategy was completely abandoned when project funding concluded.

It is seen in the activities of WLU that its priorities are a reflection of provincial recommendations. However, without the funding provided by the province, it is not possible to ensure that the university administration will maintain their current level of

interest in internationalisation. Particularly because the initiatives have come top-down rather than bottom-up there is reasonable concern that with decreased pressure and funding internationalisation activities may be a short-lived interest.

In order to ensure the continuation of activities the Province should encourage the participation of other groups, such as the COU, to commit internationalisation to the agenda. Another method to ensure the status of international issues would be to support the development of an NGO that specialises in internationalisation issues. It does not have to be specific to recruitment as this has been developed within the MTCU, but rather could be devoted to all aspects of internationalisation specific to the province, such as the BCCIE as discussed in Chapter 5. This would ensure that holistic and continued support is given to internationalisation if the impact of the Rae Report recommendations fades when funding is withdrawn.

4.4.4 Summary

The Province of Ontario has approached internationalisation activities with the rationale that they are of social/cultural and political benefit to the province. The actions taken through policies and funding, have indicated strong leadership and a commitment to the internationalisation of Ontario's HE system. The focus of attention at the governmental level is directly reflected in the activities of Wilfred Laurier University. As such, WLU's activities are also focused on the social/cultural aspects of internationalisation. There is a clear line of command coming from the government in setting targets and providing funding for the universities to engage in specific endeavours. The top-down delineation

of responsibilities has resulted in WLU becoming aware of internationalisation issues, increasing funding for departments devoted to the activities, increased number of exchanges and international students. A concern however is that with the completion of the 5-year plan, and the top-down strategy and the absence of funding, the social/cultural initiatives may be secondary to economically beneficial strategies.

CHAPTER 5:

THE CASE OF THE GOVERNMENT OF BRITISH COLUMBIA AND SIMON FRASER UNIVERSITY

5.1 Introduction

Similar to the two preceding chapters of case studies, the following is an examination of British Columbia (BC) and Simon Fraser University (SFU) reviewing the internationalisation initiatives and activities of each. There is a brief analysis of governmental activities through federal and NGO activities, and provincial investment through structural elements, policies, funding and programming. Examining these elements gives insight into the overall strategies and intentions for internationalisation in the Province, which then highlights the rationales used for internationalisation activities. The second section addresses internationalisation at SFU, examining policies, structural elements, and activities of international recruitment, programmes and curriculum, and research, after which the rationales of SFU internationalisation are assessed. Finally, as in the previous case study chapters, there is a review of leadership, interactions, implications for internationalisation activities in the Province and the University.

Throughout the chapter, particular attention is given to privatisation of HE through internationalisation. In BC there are provincial allowances for foreign providers; and at SFU there is a private agreement with International Business Technology Education (IBT). British Columbia is one of the three Canadian Provinces accrediting foreign

universities³¹, and currently hosts 19 private/foreign universities, four accredited universities³² (more than any other province) and over 500 private institutions (Ministry of Advanced Education, 2006). The arrangement between SFU and IBT is the first of its kind in Canada where a foreign, private, for-profit, provider has partnered with a public university to provide services of international recruitment and transitional year education for some international students. In both of these aspects of cross-border activities, British Columbia and SFU are addressing internationalisation and privatisation much more aggressively than their provincial counterparts reviewed in the previous chapters.

5.2 The Province of British Columbia

British Columbia is the most western province of Canada, hosting a population of 4,113,487 in 2006 (Statistics Canada, 2006). It is a diverse population, and is a destination particularly for Asian immigrants who make up 20% of the province's population (Ministry of Economic Development, 2005). Between 2007 and 2030 the Province is expecting significant growth in the population, 2/3 of which will be new immigrants (Ministry of Advanced Education, 2004). This increase has repercussions for higher education, not only in providing for the influx of students, but also in catering to first generation Canadian needs.

Provincial funding for universities has been increased by approximately 50 million dollars each year from 2005 to 2007 in order to assist universities in developing an

³¹ Ontario and Manitoba also allow private and foreign providers to operate.

³² Quest University, University of Canada West, Trinity Western University and Fairleigh Dickenson.

additional 25,000 spaces by 2010 (Ministry of Finance, 2005). In preparation for this student increase the Province has also increased the number of university degree granting institutions by transforming Colleges into newly formed University Colleges that are able to confer university degrees while maintaining provision of college-type programming. The second effort made to ensure provision is allowing private and foreign degree providers to operate in the Province. These initiatives have created concerns on the quality of education provided by the new institutions (addressed in Section 5.2.4).

In 2002, the Age Participation Rate (APR) in the Province was 46.2%, only slightly below the Canadian APR of 49.5% (Ministry of Advanced Education, 2002a). Despite growing concerns of provision for domestic students, the province also recognises the importance of international students, particularly Asian students. The stated interest in international activities and in the recruitment of students is as a provincial benefit through the political relationship with Asia, and in the economic benefits of hosting international students, which is in excess of \$200 million (boosting it beyond commercial fishing in terms of economic importance to BC) (British Columbia Centre for International Education, 2006a). British Columbia hosted 12,000 international students in 1998/1999 (Council of Ministers of Education, Canada, 2000, p. 19), and by 2004/2005 had more than doubled the intake to 27,000 (Ministry of Advanced Education, 2007a)³³.

³³ More detailed information on international students is not available.

5.2.1 Structural Elements

Federal Government Involvement

There is no indication of federal government involvement in British Columbia's internationalisation processes beyond the overall activities discussed in Chapter two, including immigration, scholarship and employment, and membership in national NGO groups.

NGO Involvement

There are two NGO's in the Province that are involved in internationalisation of Higher Education: the British Columbian Centre for International Education (BCCIE) and The University Presidents Council (TUPC). The BCCIE is a Provincial NGO committed to promoting the Province to international students and advocates the importance of international education to the government, institutions and educators in the province. It does so by marketing British Columbia as a destination of choice to university students, by supporting and developing international products, and by building strategic collaborative networks of public and private organisations (British Columbia Centre for International Education, 2007). The BCCIE also produces research documents on the role and social cultural benefits of internationalisation in the province.

Funding for the NGO comes from member institutions (universities, colleges, and K-12 providers), and from the Provincial government. In the late 1990's, government funding for the BCCIE was significantly reduced, which has limited the abilities of the organisation to continue its work in achieving its agenda (R. Martin, personal correspondence, November 6, 2006). However, the BC Ministry of Advanced Education

(MAE) continues to provide some funding to the organisation, and gives direction to the board (made up of university and college members) who are appointed by the MAE (British Columbia Centre for International Education, 2006b).

The University President's Council of British Columbia (TUPC) is another organisation that brings together the six university Presidents to collaborate and present a single voice on public policy issues. It is a member-based organisation, independent of the provincial government (The University Presidents Council, 2007a). Despite the consistent activities by the Province in advancing HE internationalisation, the TUPC has not addressed internationalisation in any of its publications or activities (The University Presidents Council, 2007b).

5.2.2 Provincial Involvement

Various provincial agencies have been active in internationalisation in the past two years, including the BC Progress Board, the Ministry of Economic Development, the Premier's Office (PO), as well as the Ministry of Advanced Education. The presence of varied policy actors indicates a commitment to internationalisation at numerous levels.

The BC Progress Board is a provincial agency that advises the Premier on future trends of economic importance in a number of areas for the Province. In 2005, the Board produced the document *'The Role of International Education: Expanding student opportunity and Economic Development in BC'* (Kershaw, A, 2005) that highlighted the economic values of internationalisation and means to achieve it. The interest of the BC Progress Board was likely due to decreased enrolment numbers of international students

in the two years preceding the document (see Table 5.2). The report outlined the significance of internationalisation for the Province, setting out a number of policy and programme recommendations encouraging the Province to organise and strengthen its internationalisation operations (specific recommendations discussed in Section 5.2.4). The BC Progress Board does not have jurisdiction for education, nor does it provide funding for activities. However, the Board's recommendations on higher education have been acted upon by the Ministry of Economic Development and the Ministry of Advanced Education.

Since the BC Progress Board's 2005 paper, the Premier's Office (PO) has become involved in the development of HE internationalisation. In 2006, the PO, in collaboration with the Ministry of Advanced Education, commissioned a report on the future of HE in the Province named '*Campus 2020*'. Published in 2007, amongst other topics, the report addresses internationalisation as a vital aspect to the development of the system (Plant, 2007). Also in late 2006, the Premier signed a Memorandum of Understanding (MOU) with China. The intent of the MOU is to strengthen ties by encouraging mutual recognition of degrees and facilitating joint research and exchanges of faculty (British Columbia, 2006). That the Premier himself signed the contract strongly indicates a valuing of internationalisation activities at the Provincial government level.

Currently, one of the foremost provincial initiatives is the Asia-Pacific Initiative (API) housed in the Ministry of Economic Development. In collaboration with the Premier's Office, the API is focused on engaging emerging Asian markets and promoting the

province as the 'Canada Pacific Gateway' (Ministry of Economic Development, 2007). It is a major enterprise for the Province including the jurisdiction of many ministries including those responsible for tourism, healthcare, financial services, natural resources, transportation, and education. Education has become a major component of the strategy as it encourages economic linkages and cultural exchanges in K-12, post-secondary, and professional education (Ministry of Economic Development, 2007).

While the documentation on the API outlines the importance of engaging Asia in education initiatives, there is no indication that the Ministry of Economic Development has any unit devoted to the issue, or that within the Ministry there is an active pursuit of internationalisation. Strategic reports indicated that the Ministry of Advanced Education is responsible for the activities, yet there is no information on how this information is passed on to the Ministry of Advanced Education³⁴, or if any funding is provided for the activities of the Ministry of Economic Development.

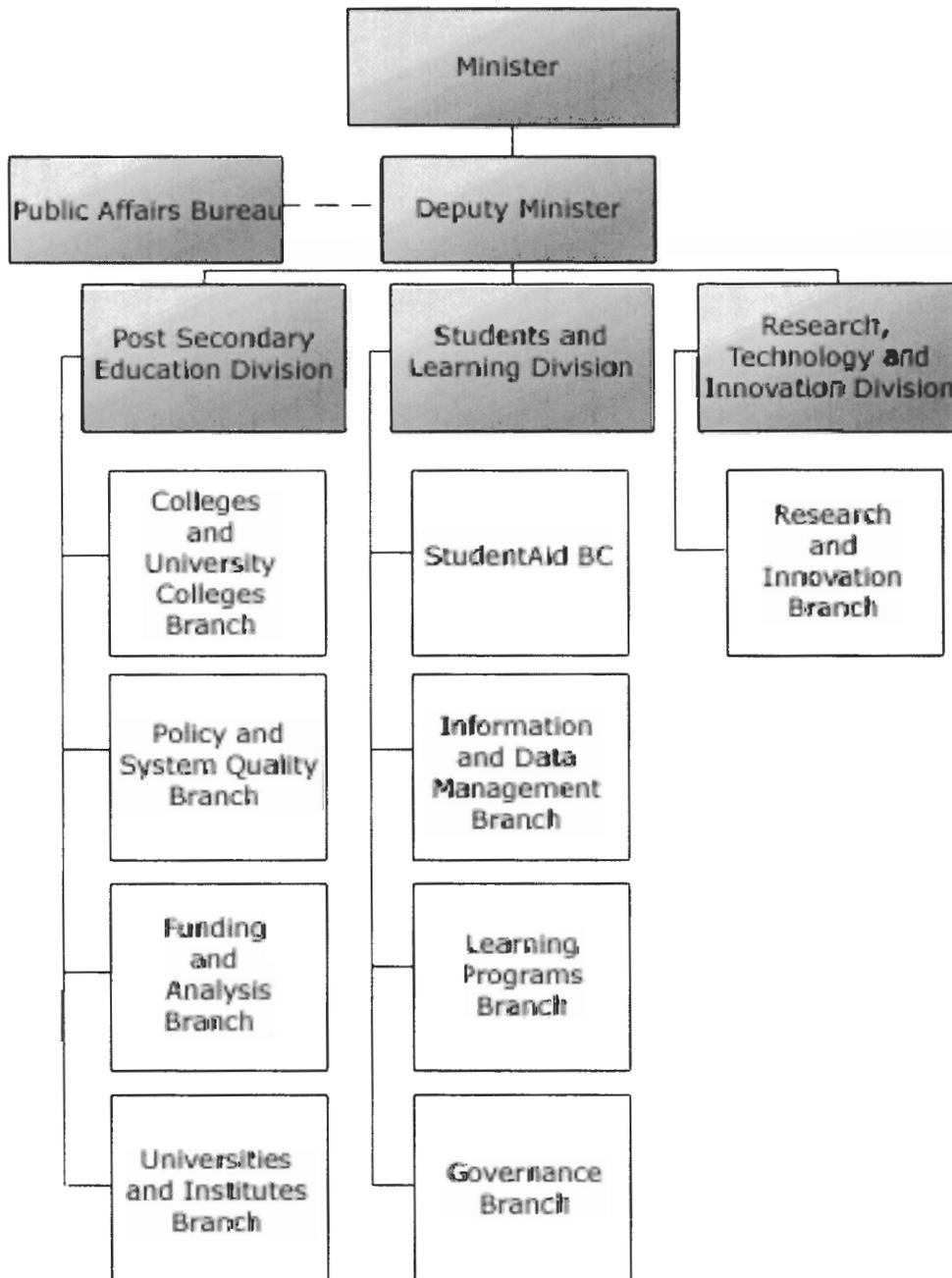
5.2.3 The Ministry of Advanced Education Activities

The provincial jurisdiction of education in British Columbia is shared by the Ministry of Education and the Ministry of Advanced Education; the latter holding responsibility for university, college and adult education. In 2005, the Ministry developed a small unit of three staff for international education (B. Hanson, personal correspondence, June 5, 2007). The International Education Unit is housed within the Learning Programs Branch,

³⁴ Personal correspondence did not reveal any structured interactions either (B. Hanson, personal correspondence, June 5, 2007).

and is responsible to the Deputy Minister of Advanced Education (Ministry of Advanced Education, 2007b) (see Figure 5.1).

Figure 5.1 Ministry of Advanced Education Organisation Chart



(Ministry of Advanced Education, 2007c)

This small unit of three individuals is responsible for developing international relationships (such as the MOU with China), consulting with institutions and other stakeholders to support internationalising the curriculum, and policy development (Ministry of Advanced Education, 2007b). The unit also undertakes the marketing and promotion of BC's HE worldwide through tradeshow and in the maintenance of 'LearnLiveBC', a website supplying information to international students interested in studying in the province and in facilitating institutional partnerships (LearnLiveBC, 2007).

The Ministry of Advanced Education also houses the Degree Quality Assessment Board (DQAB) that, in collaboration with the British Columbia Council on Admissions and Transfers (BCCAT), accredits courses and universities in the province. Degree Quality Assessment Board is responsible for accrediting foreign and private providers of HE and played a significant role in the development of the Provinces 'Colleges' to 'University Colleges'³⁵. This body has become increasingly important in the internationalisation of the province as it determines what institutions are allowed to supply recognised degrees in the province. Prior to 2003 there was one foreign operator in the province, but since the 2002 '*Degree Authorisation Act*' (Ministry of Advanced Education, 2002a), the DQAB has approved hundreds of foreign institutions to provide college level programming and four university degree providers.

³⁵ It is the role of the Minister, however, to consent to an institutions provision of degrees in the province.

5.2.4 Activities

Policies

Internationalisation has been on the agenda of British Columbia since 1999. It has been addressed primarily through policy recommendation papers from various provincial departments, such as the BBCIE, BC Progress Board, Ministry of Economic Development, and Ministry of Advanced Education. However, while the MAE addresses certain aspects such as ESL, internationalisation as a general policy has not been addressed by the MAE (Ministry of Advanced Education 2002; 2003; 2004; 2005; 2006; 2007).

In the 1999 report on internationalisation entitled '*A Review of the Economic Impact of International Education in British Columbia's Public Post-Secondary Sector*' (Adams and Tait, 1999) was published by the BCCIE. The focus of the document is on the economic value of international students noting economic impact felt province-wide through tuition revenues and expenditures in communities. It discusses international students as 'educational tourists' and notes that the economic benefits from these students range from \$126 to \$247 million annually. The document also discusses the less quantifiable benefits of internationalisation such as enhanced opportunities for research and learning, the development of worldwide networks of academics and graduates, and an international perspective of social and economic issues.

More recent policy recommendations in the Province include the BC Progress Board Report to the Premier (Kershaw, 2005). Similar to the 1999 Adams and Tait report, the document focuses on the economic value of internationalisation, stating that there is a

revenue generation of nearly \$2 billion through tuition and contract revenue and personal spending of the students (Kershaw, 2005, p 1). The detailed report also sets out the political value of internationalisation in acquiring skilled immigrants. Seven recommendations are provided to encourage the development of international activities in the province (Kershaw, 2005, p. iii):

1. Incorporate international education into the integrated trade development initiative to ensure the sector can benefit from the BC Brand.
2. Create an organisation like Tourism BC, to coordinate and support the public and private international education providers.
3. Expand study abroad to develop a more globally literate workforce.
4. Support the international education sector's role in regional development.
5. Address quality assurance issues in ESL, and establish minimum teaching qualifications for the sector.
6. Address visa processing challenges.
7. Minimize policy and procedure impediments to the entrepreneurial activity of both public and private providers.

Many of these recommendations have been acted upon and are discussed below, yet the primary result of the Board's report was the incorporation of internationalisation into the Ministry of Economic Developments strategic plan.

In 2005 the Province was heavily invested in the Ministry of Economic Development's 'Asia Pacific Initiative'. The focus of the initiative is to develop relations with China,

India and Japan amongst other Asian nations, in order to develop a Pacific Economy (Ministry of Economic Development, 2005). Overall, the API is developing a coordinated brand identity for the province to present itself as a global leader in economic and social ventures. The focus of this strategy is to incorporate all aspects of the BC economy, from manufacturing to tourism, into increasing linkages with Asia in order to capitalise on their burgeoning markets. Education is specifically designated as an area of opportunity for the Province to develop a prosperous relationship with the region. It proposes that BC increase its 'international reach' of HE by promoting the Province as a destination for international students and supporting study abroad by domestic students (Ministry of Economic Development, 2005, p. 18).

In the strategies for achieving these tasks the Ministry of Economic Development sets out a number of recommendations for all sectors of the economy. For education, it recommends the development of 2500 new graduate spaces for masters and doctorate degrees and 7000 for apprenticeships. It also calls for increased allowances for international students to obtain off-campus³⁶ and post graduate employment to help retain international students in the province (Ministry of Economic Development, 2005, p. 35). The Ministry of Economic Development fails to address how these recommendations are passed along to the ministries, and if financial support is dedicated to any activities undertaken.

³⁶ In 2006 federal regulations were altered and international students are now permitted to work off-campus.

The financial reports of the Ministry of Advanced Education do not indicate that there has been any increased funding of internationalisation activities, nor do the strategy reports of the MAE between 2002 and 2007 address internationalisation (Ministry of Advanced Education, 2002a, 2003, 2004, 2005, 2006, 2007a). Despite the recommendations of both the BC Progress Board and the Ministry for Economic Advancement, internationalisation has not been placed on the agenda of the MAE. The only aspects of the MAE reports that have any bearing on international activities have been for ESL provision quality assurance and the accreditation of private and foreign providers. All other aspects of internationalisation, such as targets for international students, increased exchanges, and the development of international partnerships are not addressed in any MAE documentation. This does not necessarily indicate lack of interest in activities, only a lack of documentation on set activities and strategies.

Despite the absence of policies and recommendations on most areas of internationalisation, the MAE has a clear focus on the development of foreign and private providers, and in ensuring quality provision. In 2005 the Ministry of Advanced Education (with support from the PO) produced the report '*Campus 2020*' (Plant, 2007). The paper proposed a number of recommendations on the future of the HE system in the Province including increasing the number of HE providers in the province necessary to provide HE to the forthcoming influx of immigrants, and recommendations on how to provide quality education through private and foreign providers.

The report addresses developing a system to manage the increased number of private and foreign providers, both in their accreditation and in the quality of provision. Since the 2003 *Degree Accreditation Act*, when the province allowed increased presence of foreign and private institutions there has been an increase in institutions seeking accreditation. Since that time 19 foreign/private universities have been accredited (one had been granted approval prior to 2001) (Observatory on Borderless Higher Education, 2007). In 2006 alone, 210 private and foreign providers were registered in the province, bringing the total to 526 (Ministry of Advanced Education, 2006). Due to the influx of requests for accreditation, the Campus 2020 report recommends streamlining the accreditation process³⁷, and suggests the development of a higher education council of public and private providers for coordinated planning and the creation of an inter-provincial agency of accreditation.

The influx of private providers has also created the urgent need for increased quality assurance. With the domestic population remaining constant, the majority of the newly accredited institutions recruit international students. Without substantial quality assurance measures a number of “rogue” providers have been accredited and are misrepresenting themselves to the international population. The province has revoked accreditation from one college and one university owned by the same individual (Observatory on Borderless Higher Education, 2007), but the effects of such occurrences have dramatic impacts, both locally and abroad. In commenting upon how a rogue provider was able to operate in the Province, the executive director stated that if the

³⁷ Currently the Private Careers Training Institutions Agency (of BC) monitors the activities of private providers.

problem wasn't solved the Confederation of University Faculty Associations British Columbia would "withdraw our support entirely from the process and advise the rest of the country that the [British Columbia] process is untrustworthy" (Observatory on Borderless Higher Education, 2007).

A similar criticism of the BC monitoring of HE providers has come from the Chinese Government. In early 2007 the Chinese Government issued a statement warning students of the dangers of attending BC institutions, as the promises of credible degrees may not be delivered. In a separate example, the Indian consulate has pressed for action on behalf of students who attended a private institution under false promises that they would receive a Masters Degree (Steffenhagen, 2006). As quality concerns have only become apparent in the past few years it is impossible to estimate the affect this will have on international enrolment numbers in the coming years. The political will of an MOU and targeted marketing activities are hardly a match for a poor reputation. Thus, quality assurance measures have been a primary target of the province's activities in the past few years, and they will continue to be a significant factor in the coming years.

5.2.5 Funding and Programming

Without concrete policies for internationalisation, programmes and funding of initiatives of the province are not laid out. Despite this lack of policy information, since 2005/06 it seems the province has been active in two areas of internationalisation. It has created a web portal of information for international students, and supported two international bursary programmes. It seems there is no financial support provided by the province to

encourage students to study in the province, nor support given to the institutions hosting the students.

During the early 2000's there was a drop in the number of international students in the province [and across the entire nation (see Table 3.3)], which was a possible reason for the increased interest in the area of internationalisation and student recruitment by the Provincial Government. Documentation indicating specific marketing strategies or activities is not available, nor are current international student numbers publicised. However, it is likely that BC has been successful in its recruitment efforts of international students through a web-portal housed in the MAE and the activities of the BCCIE in promoting the Province, and the Ministry of Economic Development Asia-Pacific Initiative (as well as the direct activities of the institutions) (see Table 5.1). Though it is only one aspect of the strategy (and there is no indication of how it takes place), the targeted marketing of Asian students will likely have been successful in recruiting greater numbers of students from the region since 2005.

Table 5.1 British Columbia International Student Enrolments

Year	Number of international students enrolled
1996	14,251
1997	14,115
1998	12,350
1999	15,701
2000	19,591
2001	23,736
2002	22,101
2003	19,522
2004	18,274
2005	19,124

(Canadian Immigration and Citizenship, 2005)

Without current student numbers to analyse, it is difficult to determine how successful these initiatives have been, particularly in the recruitment of students from Asian countries. It would be very interesting to note if there has been a significant increase in numbers from this region, and if it is recruitment of international students from other regions has decreased. If this were so, it could indicate that the financial advantage of exclusively marketing to Asian students outweighs the social/cultural value gained by having a truly international population.

The other interesting aspect of international student recruitment in BC is the number that enrol with private and/or foreign providers. With the dramatic increase of institutions, and a relatively stagnant domestic population, it is expected that a large number of international students are attending private institutions. Unfortunately, again, the Province does not have this information available, but it would be interesting to determine how many international students were enrolled at both public and private institutions.

While not directly addressed by the Ministry of Advanced Education in its policies, the MAE has been active in promoting international experiences. The Irving K. Barber British Columbia International Scholarship Programme was developed in 2005 (Ministry of Advanced Education, 2007d). The programme has provided two scholarships: the One World and Pacific Horizons. The One World Scholarship provides 200-400 students each year with between \$1000 and \$3000 to study or work abroad for up to one year.

Similarly, the Pacific Horizons Scholarship provides 50 students with \$1000 to study or work abroad for up to one year. Both of these scholarships were highlighted as part of the Department of Economic Developments API, although administered by the MAE. Since the development of these two scholarships it is expected that there would be an increase in the number of students studying abroad, but provincial data on exchanges is not collected.

5.2.6 Rationales

The internationalisation activities of British Columbia are primarily focused on providing higher education to an increasingly diverse population. The Province is actively promoting itself in many aspects to increase trade and skilled immigration, particularly from Asia. This plan has targeted Asia in an effort to increase the political and long-term economic linkages with the region. The political importance of the region is that it has a burgeoning market for trade, tourism, and future immigrants. By promoting BC's higher education system to the region, the API is aimed towards attracting the rapidly developing middle class of the countries to the Province as future citizens, and developing relationships with foreign nations. In this respect, British Columbia seems to be focused on the political benefits of internationalisation, as the main strategy comes from the API.

The economic aspects of internationalisation also play a role in the internationalisation strategy of the province (see Table 5.2). In order to provide HE to a growing population, the Province has been reorganising the public and private system of provision (Canadian

Association of University Teachers, 2002). In doing this some Colleges have been developed into University Colleges and qualifying private and foreign providers have been granted recognition by the province. By encouraging the privatisation of its own HE system, the Province has taken a more ‘hands off’ approach to provision, where it does not have the same financial responsibility of developing and supporting institutions necessary to provide for its developing population (Van Praet, 1999). This poses a significant threat to the quality of provision and the reputation of BC HE abroad unless the Government becomes stricter in its quality assurance (Senyshyn, 2006; Harder, 2006). Furthermore, it is believed that the private institutions primarily host international students rather than providing to the domestic population (van Praet, 1999). Quality assurance of these providers has become a specific concern for the Province. Without adequate quality assurance rogue providers can undermine any marketing plans.

Table 5.2 British Columbia Rationale Chart

Ranking	Rationale	Indications
1	Political	Focus on Asia as an emerging political and economic partner
2	Economic	Authorisation of private and foreign providers
3	Academic	No indicated support on academic research or linkages
4	Social/cultural	Targeting of one region does not support diversity

(Canadian Immigration and Citizenship, 2005)

The academic role of internationalisation does not seem to be a primary focus of the Province. While the Province has signed a MOU with China in order to ease the transfer

of students, there is little indication of financial or organisational support for the promotion of research. The MAE has not addressed the academic value of developing international partnerships in its strategies or policies, nor has the API addressed this factor. Perhaps if the MAE was more involved in the internationalisation process there would be a greater focus on the academic benefits of internationalisation.

Similarly, there are few indications of social or cultural aspects of internationalisation included in the Province's internationalisation strategies. While there are two scholarship programmes supported by the province, there is no support for cultural exchanges. Further, by focusing on one region exclusively in their endeavours, through marketing and promotion, the Province indicates that there is little value placed on a broad definition of diversity. Rather than attracting students worldwide, the Province is singularly focused on Asia instead of recruiting students and developing partnerships worldwide. By not diversifying their markets, British Columbia runs the risk of being dependant on a market that may fluctuate.

5.3 Simon Fraser University

Simon Fraser University, located just outside of Vancouver in Burnaby, British Columbia had a population of nearly 21,000 FTE 2006-2007 (Simon Fraser University, 2007a).

The University has a diverse population of students, both domestic and visa international students. Due to this diversity, the university is active in supporting the community such as offering language support to all students, not exclusive to the international population.

The second largest University in the lower mainland, SFU as a comprehensive university

offers a variety of undergraduate, post-graduate and professional programmes. SFU is a relatively new university, first opening its doors in 1965. SFU has been active in internationalising the campus since the late 1990's when the topic began appearing on the administrative agenda. Today, the institution is very active in the many aspects of internationalisation including international recruitment, offshore activities, curriculum and developmental projects.

The year 2006 was particularly active for SFU, first in the reorganisation of administrative departments, but also in its external international activities. The campus focused on internal organisation, particularly in restructuring some of the international units into the appropriate student services units. That year also saw SFU entering into an agreement with the private, foreign owned company International Business Technology Corporation (IBT). The agreement was intended to develop the Fraser International College (FIC), a private entity associated with the university that would provide transitional year programming for students who may then enter SFU's first or second year courses. This arrangement is unique in Canada, and is addressed in more detail in section 5.3.1, as it is one of the major activities of SFU's internationalisation process. Similar to the previous case chapters the following section is an overview of select activities at SFU, which cannot address all initiatives in place.

5.3.1 Policies

In 1992, SFU developed the University Policy for International Activities. However, it wasn't until the late 1990's that internationalisation began appearing in administrative

documents. In 1997 the University President formed an Ad Hoc Committee on International Activities (Simon Fraser University, 2000). The group, under the direction of the Vice-President Academic, focused on policies and procedures for international activities that resulted in modifications to the 'University Policy on International Activities' in 1998. Another recommendation of the Ad Hoc Committee was to develop a working committee to develop clear priorities, goals and strategies of internationalisation (Simon Fraser University, 2000).

In 2000, the University developed the document '*Internationalisation for the New Millennium*', which articulated the commitment to internationalisation, the principles and values that guide the activities, and the elements that would be prioritised (Simon Fraser University, 2000). In this document a number of principles were addressed and goals were specifically set out for internationalisation including:

- Internationalisation of curricula
- International undergraduate student recruitment (aiming for 7%)
- International graduate student recruitment (aiming for 20%)
- Student mobility through field schools and exchange agreements (aiming for 30% participation at undergraduate graduation)
- Faculty and staff mobility
- University Advancement through the development of support from individuals and organisations outside Canada
- Alumni relations with members outside Canada
- International research

- Delivery of credit and non-credit curricula outside Canada
- Development cooperation projects and contract education
- Internationalisation statements at the faculty level

This internationalisation strategy provided the university with a template of activities for the following four years. The recommendations also helped to form the development of the 2001 Senate Committee on Internationalisation, and the committee's subsequent review of the '*Guidelines for the Submission and Approval of Proposals for International Activities*' (Simon Fraser University, 2001). Revised from the 1998 document, the policy outlines the method by which international activities are arranged and approved (Simon Fraser University, 2001). It is a comprehensive document stating that the responsibility of international activities is under the direction of the VP Academic. This position is responsible for all cooperative agreements between institutions including: arrangements for exchanges, study abroad and for credit-international tours; education and training programmes for international students; arrangements for delivery, sale and licensing outside Canada; international service contracts; international development assistance projects; projects funded by the International Development Research Centre; and, commercial joint venture partnerships that use the university name and reputation.

In 2004, SFU developed a new two-year strategic plan for internationalisation for 2004 to 2006 (Simon Fraser University, 2004). The overarching goals presented in the document address many of the same topics discussed in the 2000 strategy, but does so by clearly

stating the goal, and the objectives to be met in order to achieve it that are briefly summarised here:

- International student recruitment
 - Obtain 10% international undergraduate students³⁸ through direct marketing and admission strategies
- International student retention
 - Obtain and graduate a larger, more academically prepared, international student body, through modifying services and assistance
- International mobility
 - Increase participation rates in international activities to 30% of undergraduate graduate classes through awareness³⁹, faculty level planned activities and the Staff Mobility Initiative (for staff)
- International curriculum development
 - Enhance academic programme curricula through new programs with international content and international delivery through on-campus programmes, and the development of a satellite campus or degree programme outside of Canada
- International development projects
 - Increase involvement of faculties, staff, and graduate students in developmental projects without significant cost to the university
- Strategic direction
 - Maximise participation in international contracts and projects

³⁸ This is an increase of 3% from the 2000 document.

³⁹ This is an increase of 10% from the 2000 document.

- Communications
 - Maintain contact with current and prospective stakeholders to monitor the infrastructure for competitive marketing of the above activities.
- Front-line services and office support
 - Optimise efficiency of all SFU International activities by front line staff training and organisation

Simon Fraser University has a well-documented approach for internationalisation; over 10 years the institution has addressed the many elements through strategic goal setting and objective setting. In the four years between the adoption of the two internationalisation strategies the university increased targets for international students from 7% to 10% overall representation. At the same time, however, SFU decreased the target from 50% to 30% of SFU students to engage in some form of international experience. Since the 2004 strategic plan (Simon Fraser University, 2004) there has been no further documentation on SFU activities provided by the university. The year 2006, however, did see the review of the 2001 University Policy on International Activities, however there were no modifications made (Simon Fraser University, 2006a)⁴⁰.

Throughout university documentation there is very little information on the details of the agreement between SFU and IBT in 2006, and the strategic goals for engaging the

⁴⁰ While it has been mentioned that an updated plan for international activities has been developed (R. Martin, personal correspondence, June 18, 2007), it is not available for review.

company on campus⁴¹. The one document available is an early document from the VP Academic presented to Senate indicating the SFU international student recruitment plan and the relationship with IBT (Simon Fraser University, 2006b). It indicates the rationale for the partnership is to contribute to increasing the number of international students and ensure they are well prepared. The paper also indicates that ‘the university’s efforts to expand international student enrollment also has a financial dimension. The new fee structure for international students commits a proportion of tuition revenue to the Faculties and also finances expanded instructional space’, and that without the agreement international recruitment would demand an increased expenditure (if it were to achieve its target) (Simon Fraser University, 2006b).

Further documentation on IBT is limited. It is briefly addressed in a Senate document indicating that the agreement was approved (Simon Fraser University, 2006c), and in a meeting of the Senate Committee for International Affairs (Simon Fraser University, 2006d) where their role in the arrangement was briefly enquired, but not addressed in subsequent meeting minutes. A news brief released directly after the agreement was passed, however, indicates that in the arrangement ‘FIC will be a wholly owned subsidiary of IBT and will have its own local management’ and will remit 1/3 of the international student fees to SFU to ‘offset the costs of providing space, and to compensate departments for their work with FIC, expand the scholarship and bursary programs available to all international students and increase other student services’ (Simon Fraser University, 2006e).

⁴¹ Other documentation previously available is no longer retrievable on the SFU website.

There was a good deal of resistance to the IBT agreement from the campus community. Students and Faculty groups voiced great concerns at the implications for engaging a private provider on the public campus, including the SFU Faculty Association (Senyshyn, 2006), the Simon Fraser Student Society (Harder, 2006). Concerns were raised on the fundamental nature of engaging in private activities, the practical implications for the university and its reputation, as well as the manner in which it the agreement was passed through the organisational structure⁴². However, the agreement was approved by SFU's elected Senate.

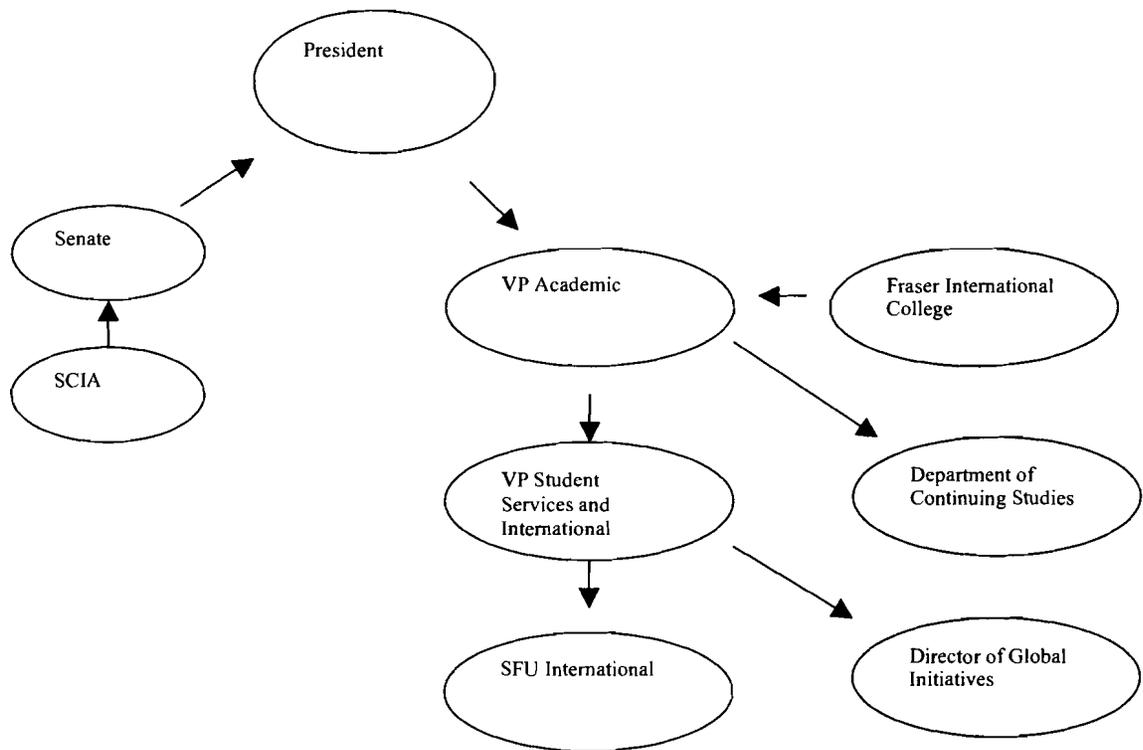
5.3.2 Structural Elements

There are numerous contributors to the administrative activities of internationalisation, including the President, VP Academic, Senate, SFU International, Continuing Studies, and most recently VP SFU Students and International. It is a very structured and clearly organised system. Beginning in 1998, the SFU administration recognised the growing importance of the area by developing the structural model under which activities are approved, supported, and monitored. The President's interest in internationalisation is seen in the recent restructuring of the international activities of the University which has also included the creation of a new position of Director of Global Initiatives. This role is responsible for external activities of internationalisation, including developing 2x2 agreements and developing regional strategies (Simon Fraser University, 2007b). While it is a newly created position, based on its tasks, it will likely be taking on a larger role in

⁴² This debate is much too lengthy to discuss in this report. Detailed information on the debate can be found at the SFU student newspaper 'The Peak'.

the coming years. The VP Academic is directly responsible for the approval of most initiatives, particularly those that are external to the SFU campus such as offshore activities (Simon Fraser University, 2001), as well as monitoring international research activities (N. Angerilli, personal correspondence, July 5, 2007) (see Figure 5.2).

Figure 5.2 Administrative Structure of SFU International Responsibilities



The permanent sub-committee of Senate on International Affairs meets monthly and reports to Senate on activities, which, over the course of years, have approved curriculum changes, and international development projects amongst other activities. The committee, comprised of university administration, faculty, students and SFU

International staff representatives contribute a wide range of perspectives on international activities.

Prior to 2005/06, SFU International undertook the majority of international activities.

This unit, reporting directly to the President, through the Executive Director (this position no longer exists) was responsible for international student recruitment, staff and student mobility activities (such as managing the International Travel Bursary Fund), as well as providing international student services. The unit was originally headed by an Executive Director, SFUI, and staffed by 19 people in 2005 (R. Martin, personal correspondence, June 18, 2007).

In 2006, some of the services of SFU International were amalgamated with departments with responsibilities into Student Services. For example, it was determined that recruitment was best housed within Student Services as there are many common elements in recruiting to domestic and international students alike. The reorganisation of SFU International and Student Services began the centralisation of many of SFU International's responsibilities in the main administrative core. Alternatively, other areas were dissolved into other SFU units, such as international development activities which are now housed in Continuing Studies. The Continuing Studies Department is responsible for many offshore activities such as development projects, provision of credit and non-credit courses, and consulting services (Simon Fraser University, 2007c).

Many of the former responsibilities of SFU International have been reassigned to existing Student Services departments. There has been a collaboration of staff from each unit.

The newly formed department is now headed by the former SFU International Executive Director, indicating that rather than diminishing the importance of international initiatives, the university is instead bringing it into mainstream services. SFU International is now a smaller unit of 12 individuals that focuses on student exchange programmes and other mobility programmes (field schools, study abroad), and providing services for international students (R. Martin, personal correspondence, June 18, 2007).

As mentioned above, the agreement with IBT is one of the most significant activities taken towards internationalisation by SFU. In the fall of 2006 Simon Fraser University entered into an agreement with a privately owned Australian organisation, International Business Technology, which provides services for international students. The partnership developed Fraser International College, an independent college owned by IBT. Various student and academic services are provided to FIC students by SFU, and IBT and SFU jointly design curriculum based on SFU courses. While not responsible to the university administration as other departments are, FIC maintains contact with SFU through the VP Academic and an advisory committee.

SFU was approached by IBT in fall 2005 to discuss the possibility of setting up a private college affiliated with SFU to be named the Fraser International College (FIC), which would assist the university in its recruitment of international students. Despite strong resistance from faculty and students, in the fall of 2006 Fraser International College

opened its doors to 120 students (Simon Fraser University, 2006e). The College is responsible for the recruitment of international students, and provides support language training, integration, and administrative support⁴³. Over the course of five years the goal of FIC is to enrol 1000 and ultimately has a target of hosting 2000 international students (Simon Fraser University, 2006e). FIC is able to able to recruit these students as it is 'better connected' in some regions, which improves recruitment opportunities (R. Martin, personal correspondence, June 18, 2007).

5.3.3 International Recruitment

International student recruitment has been a priority for SFU since 1998. At that time the goal of 7% international students was set, and in the 2004 Strategic Plan the target was raised to 10% (Simon Fraser University, 2004) and approved by senate. SFU's activities in recruitment have included targeting high schools in key countries, fairs, and on a pilot program basis, recruiting agents (Simon Fraser University, 2006b). SFU has been very successful in the recruitment of international students over the years, though the goal of 10% enrolment has not yet been met (see Table 5.3). SFU was not affected by the general downturn in student numbers across the province and the country (see Table 2.1).

⁴³ More extensive discussion of FIC activities follows below.

Table 5.3 Simon Fraser International Student Enrolment

Year*	Undergraduate International Students	% of Undergraduate population	Graduate International Students	% of Graduate population
2001	833	4.9	319	10.9
2002	1053	5.8	329	10.5
2003	1334	7.3	390	12.7
2004	1608	8.4	425	13.8
2005	1805	9.1	505	15.4

(Simon Fraser University, 2006f)

*These are Fall Enrolment rates

It will be very interesting to note the effect of IBT on the enrolment of international students in the coming years to determine the impact of its goal of enrolling 2000 students. While it is not expected that all FIC students will enter SFU, the impact of a potential 1000 international students entering SFU each year from IBT⁴⁴, and remaining at the university for the final three years of an undergraduate degree would result in 6000 international students. This number surpasses the 2004 target of 10% international student representation without any other recruitment of undergraduate or graduate international students (even assuming the total enrolment increases from the current FTE near 22,000).

SFU (and IBT) students are charged a higher fee than domestic students which covers the 'real cost' of their education (as domestic students are government subsidised). In 2007 the international student fees for undergraduate students are just under \$15,000 (Simon Fraser University, 2007d), while domestic fees are just under \$5,000 (Simon Fraser University, 2007e). Scholarships and bursaries are available for highly qualified or

⁴⁴ IBT students are not guaranteed enrolment at SFU. They must meet standard academic requirements.

financially needy but academically qualified international students. It can be said that international students provide a net neutral input into the university. However, they do contribute funds that the university is able to distribute to infrastructure, faculties, and are used to 'subsidize bursaries for field schools and domestic student exchanges (N. Angerilli, personal correspondence, July 5, 2007). Documentation from the VP Academic also indicates that there is a financial incentive to hosting international students (Simon Fraser University, 2006b). The document presented by the VP Academic indicates that the partnership with IBT is financially beneficial for recruiting international students, as without the partnership the university would have to 'expand, with significant expenditure, SFU's own international student recruitment resources' (Simon Fraser University, 2006b).

5.3.4 Programmes and Curriculum

Simon Fraser University is active in a number of international activities. From SFU International, the University actively engages in student exchange programmes, field programmes and support for international students (such as advising). The 2004 strategic document set a target of 30% undergraduate participation in international activities (Simon Fraser University, 2004). While this number has been reduced from the 50% target set in 2000 (Simon Fraser University, 2002), to achieve this goal SFU runs a large number of student exchange programs in countries all over the world, and offers financial support for these exchanges through the International Mobility Awards where various funding amounts are given to students studying at partner institutions (Simon Fraser

University, 2007f). The promotion of these activities in the past few years has nearly doubled the engagement rates (see Table 5.4).

Table 5.4 Simon Fraser University Exchange Student Numbers

Year	Incoming Exchange Students	Outgoing Domestic Exchange Students
2000/01	78	132
2001/02	97	118
2002/03	120	122
2003/04	141	163
2004/05	146	183
2005/06	153	212

SFU, 2006g

SFU also runs field schools, where students travel as a group with a professor to study in a foreign university or in the field. Current field schools include Sociology and Anthropology in South East Asia, Archaeology in Fiji, and Education in Brazil (Simon Fraser University, 2007g). The university also offers a staff mobility initiative, where faculty are encouraged by funding opportunities to work with foreign universities, to go on exchanges, and to trade places with individuals in similar positions from international settings (Simon Fraser University, 2007h).

SFU is also active in a number of other initiatives, both at the central administrative level as well as within individual faculties⁴⁵. SFU has developed a dual degree programme with Zhejiang University in China where students receive a degree in computing science

⁴⁵ As previously noted, it is beyond the purview of this research to note all of the activities undertaken by the universities; however, some of SFU's initiatives are highlighted here.

from both institutions (Simon Fraser University, 2007i). The University has also recently signed an MOU with a number of institutes in India including Punjab University, the Indian Institute of Technology and Jawaharial Nehru University. The partnerships with foreign universities provide domestic and international students opportunities to spend two years in another country, and participants can be subsidised.

The Department of Continuing Education is a particularly active unit of the university. Beyond developing development research projects (addressed in Section 5.3.5), the International Development unit of the department offers credit and non-credit programmes abroad and provides consultancy services on topics such as project and programme design (Simon Fraser University, 2007j). The unit also offers programmes for international students in Canada such as an ‘English language and Culture Programme’ (Simon Fraser University, 2007k). These activities are self-sustaining through tuition fees, but it is possible they also generate profits.

SFU is also active in developing international curriculum for internationalisation ‘on campus’. There has been the development of a School of International Studies providing undergraduate and graduate degrees focusing on international issues and global affairs (Simon Fraser University, 2007l)⁴⁶. Further, at the faculty level, each unit has its own internationalisation strategy, and while some departments are more active than others, each is mandated to incorporate international aspects in the curriculum where possible.

⁴⁶ It is beyond the purview of this section to discuss in detail the activities of the new School of International Studies, but it is a good indication of academic initiatives in internationalisation.

The Faculty of Education, for example, is active in incorporating international aspects into its curriculum, but it also operates field programmes in a number of countries around the world giving SFU students an opportunity to study in another environment. Faculty of Education has also developed an International MEd programme that is designed for international students who are teachers of ESL to come to the campus for a one-year programme (Simon Fraser University, 2007m). In developing programmes like this, the Faculty and university overall are making themselves an attractive destination for international students.

5.3.5 International Research

There is little information collected on international collaborative research projects at SFU. This is not to say that there is not faculty and departmental level activity, only that it is not collected or centrally organised within the main administration. There are, however, a number of international partnership projects with developing countries. Since the centralisation of many SFU International services into the Student Services and International unit, the development and leading of international projects has been transferred to the Department for Continuing Studies. Many of the projects have a developmental aspect, such as the Adult Education for Economic Development in Thailand, Cambodia and Lao PDR; the Open University of Sri Lanka, Capacity Enhancement Project; Reducing HIV Stigma by Education in Ghana; and, Women, Poverty and Education in Mexico (Simon Fraser University, 2007n). The commitment of Continuing Studies Unit to developing partnerships and lead projects indicates that

development projects are a top priority of the university, and the university contributes 10% of the project funding.

5.3.6 Rationales

It is fair to say that SFU has a broad range of activities indicating a solid commitment to supporting each of the economic, academic and social/cultural rationales for internationalisation. In this respect it becomes difficult to determine the most influential rationale for internationalisation. Social/cultural aspects are addressed in the partnerships with foreign universities to provide 2x2 programmes, field programmes, and student exchanges are a key focus of the university. Similarly the Academic rationale is present in numerous developmental projects, in the curriculum development at the faculty level, and is also a key factor in the 2x2 agreements and MOU's. However, in examining the recent activities of SFU, particularly the increased focus on international student recruitment (seen in the partnership with IBT) and the development of programmes attractive to international students, SFU seems driven by the economic rationale of student recruitment. Thus, the financial elements of internationalisation seem to take priority for the university, followed by academic and social/cultural activities. Senior administration at the university claim the priority is for social/cultural activities, and indeed the university is somewhat active in this respect. However, perspectives of other groups including the Faculty Association (Senyshyn, 2006) and Student Society (Harder, 2006), along with the university's own documentation (Simon Fraser University, 2006b) indicate that financial aspects are an important element of internationalisation (see Table 5.5).

Table 5.5 Simon Fraser University Rationale Chart

Ranking	Rationale	Indications
1	Economic	Agreement with IBT for international student recruitment and support, and provision of revenue generating programmes
2	Academic	Dual degree agreement with Chinese university, MOU's with India amongst others, field schools, and developmental Projects
3	Social/cultural	Activities of exchanges services and field schools
4	Political	None

In 2006, some of SFU International's responsibilities were aligned into the main administrative units. This was a responsible reduction of duplicated services, and an organisational approach that would allow the department to refocus its goals. This was also the time that SFU entered into the agreement with IBT, which makes it likely that SFU will be receiving a targeted number of international students each year from FIC, which the university can prepare for (Observatory on Borderless Higher Education, 2006). The agreement with IBT also indicates that SFU aims to achieve its goal of 10% international recruitment, but has chosen not to provide funding internally to achieve these ends (Simon Fraser University, 2006g).

The university is also active in academic aspects of internationalisation: international partnerships and research, the dual degree programme with China, MOU's with India, the development of an International Studies School, and a number of research and developmental projects across the globe. The reputation and prestige of involvement in

such arrangements supports the academic rationale for internationalisation, such that the shared knowledge across cultures is a valuable educational tool. However, documentation does not indicate coordination or activity in non-developmental international research partnerships at the senior administrative level⁴⁷.

Social and cultural aspects of internationalisation are also supported by SFU. By offering support for international exchanges, developing a variety of field schools, and encouraging staff mobility, the University is encouraging the entire campus to become more international in its development. Without a doubt, these activities are a large factor in the internationalisation process of SFU. However, the document review does not indicate that these are the primary activities. As in the other two university case studies, the political aspects of internationalisation are not elements which play strongly into SFU's strategies.

5.4 Interactions and Implications

5.4.1 Leadership and Organisation

There is strong leadership of international activities at both the provincial and institutional level. There are a number of actors and units involved in each. They are both led by coordinated efforts that are a top priority of the Premier and the university President. Each case displays elements of the bureaucratic-structural approach to leadership as there is a top down administrative structure that coordinates the various

⁴⁷ As research is often done on an individual or faculty level it is possible that there is activity. However it does not seem centrally facilitated.

departments and units that represent different aspects of internationalisation (Bush, 2003).

With the 2003 BC Progress Board report, internationalisation became a priority for the Province, and the topic began appearing on agenda at the Department of Economic Development and the Ministry of Education. The province has adopted this vision for internationalisation, and involvement of the Premier's Office through its support of activities indicates strong leadership and the level of importance given to internationalisation. Based upon the Progress Board's report it can be noted that the Premier's Office is supportive of the political agenda for internationalisation, particularly in the links it can bring for future relations with Asia. In line with the recommendations of the Progress Board, strong efforts of the Department of Economic Development in activities that encourage economic growth clearly indicate the economic goal for supporting internationalisation. The Department of Economic Development is also taking the lead on student recruitment in the province, allowing the Ministry of Advanced Education to focus on the provision on HE to domestic and international students alike. However, because internationalisation has been guided by one vision for internationalisation, primarily a political and economic valuing of it, the MAE also took that approach in allowing private and foreign providers to supply education to its population, and particularly the international population.

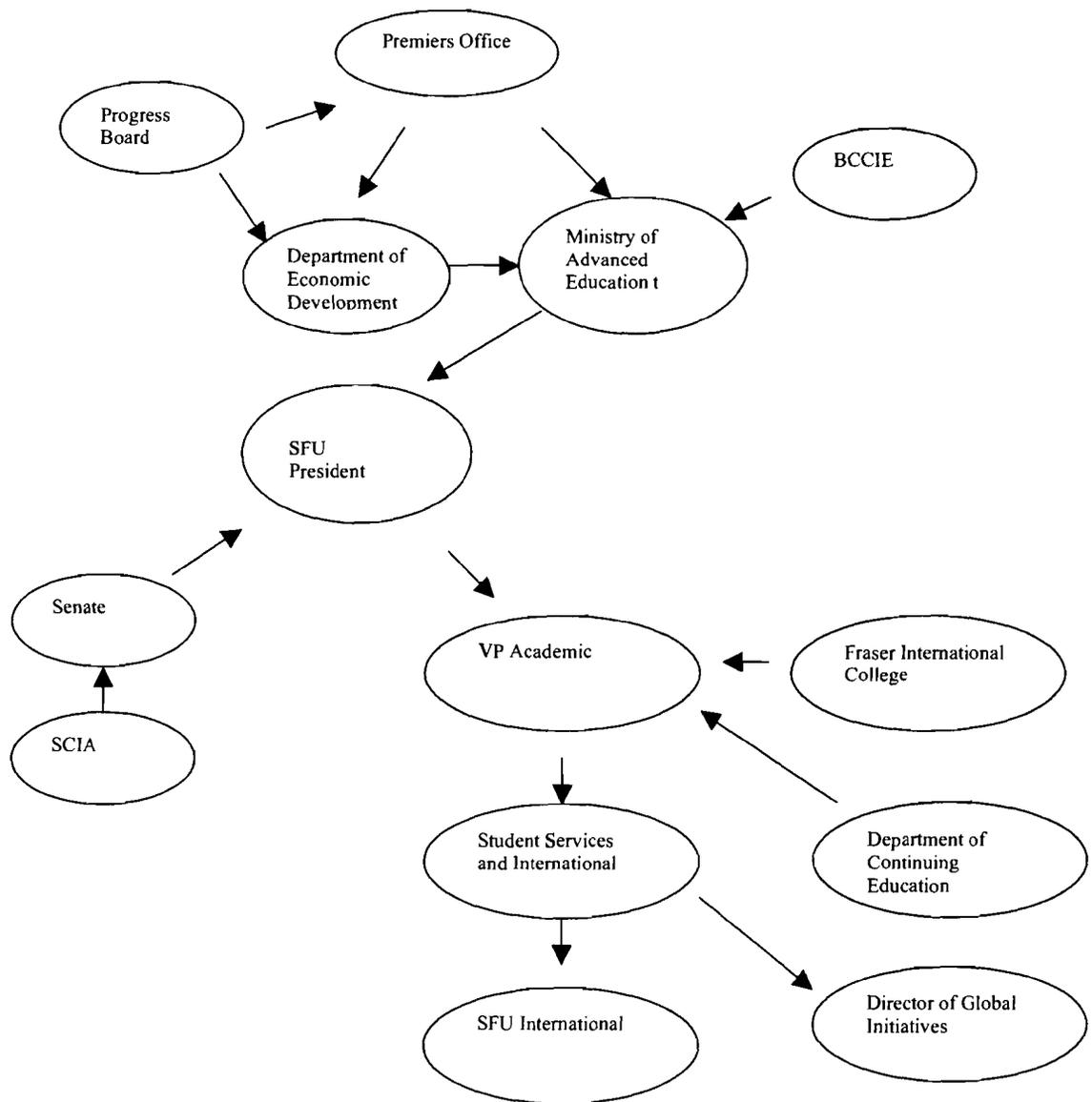
The bureaucratic-structural leadership for internationalisation since 2003 has seen a great deal of activity in many Provincial Government departments, the Premier's Office, the

Department of Economic Development, and the Ministry of Education. In some ways, by coordinating efforts of these departments, the Province indicates a valuing of many of the aspects of internationalisation. Yet, the Department of Economic Development has taken the lead activities. It is consistent with the political model of organisation and leaderships that economic resources can lead to a position of power. Arguably then the Department of Economic Development has more 'power' than the MAE as they are the department with resources, and their activities generate more income for the province. Thus the vision for internationalisation is focused on the economic and political aspects rather than engaging in the social/cultural or academic values. Perhaps if there was better integration of the departments, the original vision for internationalisation would have taken a more holistic approach and social/cultural considerations might have factored in. However, as the primary focus was on the economic and political ideals, the strategy has been pursued relatively successfully in this manner.

Similar to BC, SFU has strong leadership in its internationalisation activities. It effectively communicates its goals through the bureaucratic-structural leadership in both engaging some groups (such as IBT and Senate) and directing others (faculty departments, for example) (see Figure 5.3). Being a top priority since 2001 there has been the involvement of a number of senior administrative departments, senate, and the faculties which are all focused in internationalising in different aspects. The involvement of the President, Academic VP and Senate indicate a planned approach to internationalisation, and the restructuring of some SFU International services into the main administrative core demonstrates that international activities are becoming an

integral part of the university. Unlike the Province, SFU's internationalisation is more diffused. While there is clear support for internationalisation at the senior administrative level, faculties, and their departments (and schools), are also engaged and empowered to develop their own activities, which allows for bottom up initiatives, as seen in the Faculty of Education.

Figure 5.3 British Columbia and Simon Fraser University Interactions



5.4.2 Interactions

The interaction between the Provincial Government and Simon Fraser University seems limited in internationalisation activities. Indeed, as university autonomy is highly valued this should be so. However the policies and strategies enacted at the Provincial level do have an influence on institutional activities. The Ministry of Advanced Education has the potential to impact the institution (by enacting policies and funding as seen in Ontario), but within the MAE there are no strategies in place for internationalisation. Many of the internationalisation activities occur in the Ministry of Economic Development and their strategies do not have a direct route to the universities. As such, there is no indication that the Province supports the universities in their internationalisation, in developing policies to financially support international students to attend BC's institutions, or by financially supporting research initiatives. The provision of bursaries for international work or study abroad is the only indication of direct contact between the institutions and the government. Thus, the Provincial Government and the institution seem to be operating independently of each other, despite a common goal.

The one activity of the Provincial Government that has had a profound effect on the internationalisation of SFU is the policy that permits foreign and private providers to operate in the province. Because of this SFU was able to enter into the agreement with IBT with an ease that would not have been possible in either of the other provinces. SFU was therefore able to develop the partnership with IBT for Fraser International College, and be involved with the private company that provides education to international students. Without the provincial approval for this, SFU would have had to alter its

internationalisation plans. Alternatives to the IBT proposal included: accepting the probable shortfall in SFU's international student targets; expanding, with significant expenditure, SFU's own international student recruitment resources; or initiating efforts to find another international student recruitment partner, perhaps building on the "2+2" model (Simon Fraser University, 2006h).

5.4.3 Implications

It is evident that both the Province and SFU are very active in internationalisation. They both have clear goals and strategies in place and both are very focussed on the financial benefits. The Province has agreed to allow foreign and private providers to operate in the Province as it assists them in providing HE to the population, and also attracts international students to the province (Canadian Association of University Teachers, 2002; Van Praet, 1999). It is not surprising then, that when approached by a foreign private provider, SFU similarly found it an enticing opportunity to allow an external and private sector agency to provide the services of recruitment and first year education. While there are clear financial benefits to privatisation at both the governmental and university level, it does raise questions of quality and reputation at all levels (Harder, 2006; Senyshyn, 2006; Observatory on Borderless Higher Education, 2007; Steffenhagen, 2007).

The Province's economic approach to internationalisation has allowed SFU to do the same. In this respect, the implication of having economic goals for internationalisation at the provincial level has created narrow strategies that do not incorporate social or cultural

aspects. Because the province has not given support to academic or social/cultural activities of internationalisation through policy or funding the university has had to finance these endeavours. In order to support the more social/cultural aspects of internationalisation, the university has also focused on economic activities. Furthermore, the province's allowance of foreign providers has engendered the ability for the university to enter into the agreement with IBT. While the university is much more cognisant of the academic and social and cultural aspects of internationalisation it does not receive support for these initiatives; instead the provincial support for privatisation has allowed the university to ensure its own financial stability. It is not surprising that economics have become a very strong element in university activities given the New Public Management of the past 25 years, and its promotion of the market model. This is expressed in the university sector through the corporatisation, commercialisation and privatisation of the HE system.

The greatest implication for proceeding with internationalisation in this manner is the reputation of being a quality education provider. By sacrificing the academic and social/cultural aspects of internationalisation it is possible that the reputation of both the Province and the university may diminish. The Faculty Association and the Student Society have raised questions on this point (Senyshyn, 2006; Harder, 2006). At the provincial level this has already occurred due to a few rogue providers in the system, where students believed they were not receiving the quality education promised to them (Steffenhagen, 2006; Observatory on Borderless Higher Education, 2007b).

5.4.4 Summary

The Government of British Columbia and Simon Fraser University are committed to internationalisation. Through policies, organisational structures and strategies both have ensured internationalisation as a key part of the system. By engaging foreign providers in the Province, BC has committed itself to cross-border education, and is preparing for the future of trans-national education. In this respect the Province is very proactive, and will be prepared for the coming years when a more structured approach to cross-border education is necessary, such as the implementation of the GATS (see chapter one and two). Similarly, SFU is very actively engaging in internationalisation strategies in a method that is ensuring that it is incorporated into the very core of the institution. In this respect the activities of these two actors indicate a commitment to internationalisation. However, by focusing on the political and financial aspects, the initiatives may not be as successful as expected in the long term, as questions of quality are raised.

CHAPTER 6:

INTERACTIONS AND IMPLICATIONS OF INTERNATIONALISATION STRATEGIES AND RATIONALES

6.1 Reflections

Internationalisation of Canadian higher education is occurring at an increasing pace. The emergence of this phenomenon and how it is actualised is altering the nature of some organisational and theoretical values of Higher Education. For example, there is an increased number of actors involved, and the nature of activities is becoming more politically and economically driven. Education in Canada has always been a collaborative effort of stakeholders: the Federal government, NGO's, the Provincial government, and individual universities. Arguably, prior to internationalisation the provincial departments for education were present in the HE sector while the primary responsibility rested within universities themselves. While it would be naïve to assume there was little outside influence from external stakeholders previously, in the past 10 years there has been increasing activity from other government actors, as internationalisation has elements that were not as prevalent in the HE system such as immigration and trade.

Internationalisation has the ability to be a means towards political, academic, economic, and social/cultural advancements for a country, a province or an institution. Particularly, through internationalisation, the HE system is now pursuing both political and economic goals in a way it hasn't before. Thus, actors not previously involved in HE activities

(such as departments of economic development, trade and citizenship and immigration) are becoming increasingly active since they now have a legitimate role to play. What this creates is a number of actors each with different priorities for HE, dictated by their mandated goal (i.e. politics, economics or education). This, in turn, creates alternate, if not competing, visions and rationales for internationalisation.

Each of the case studies in this project is unique: there are different actors, structural elements, strategies, policies and rationales for internationalisation. Indeed, each of the six cases (three provinces and three institutions) has its own environmental factors to contend with and its own strategies to address external concerns that affect both governments and universities, such as Ontario's double cohort or British Columbia's burgeoning immigrant population. But what can be extrapolated from this complexity of elements is that strong organisation and leadership have a direct impact on internationalisation rationales. At the government level, those rationales then guide policies and funding, while at the university they influence activities of international student recruitment, curriculum development and research.

6.2 The Federal Government

The Canadian Federal Government is structured so that responsibilities are distributed through various departments. This is an effective model of government that allows interests to be addressed within specific jurisdictions. However, because internationalisation has implications for citizenship and immigration, trade and

economics, human resources and social services, it spans across many departmental responsibilities.

For example, Citizenship and Immigration Canada (CIC) is responsible for visa policies for international students. By developing policies allowing international students to remain in the country for up to two years post-graduation, the CIC has improved conditions for international students. This increases the likelihood that they will choose Canada as an 'education destination' as it may improve their ability to permanently migrate. The Department of Foreign Affairs and International Trade (DFAIT) also plays a definite role in internationalisation. HE is increasingly becoming a revenue generator and topic for foreign trade, and this department is the primary actor in activities such as WTO's GATS negotiations. Since HE is a current topic on the GATS agenda, DFAIT's involvement in HE is a fact. Thus ensuring the department has an understanding of the implications of its actions is crucial to internationalisation in the coming years. The internationalisation activities of these bodies are guided by their mandated role within the federal government, that is, to regulate citizenship or to develop trade relations. Hence, each is necessarily involved in internationalisation, and enacts policies that address their own interests or goals.

Organisationally, there is no federal department for education, and it is not the purpose of this project to suggest there should be, however, without coordination, federal level initiatives are organised in a chaotic manner, such that a number of actors are implementing policies randomly in a 'garbage can' method, and activities take place in a

piecemeal fashion. Without some form of central coordination each actor is working in isolation for its own interests. This is not the most effective manner for ensuring that internationalisation is taking place in a coordinated and systematic manner that addresses each of the primary aspects of internationalisation (political, economic, academic and social/cultural). Problems inherent to the decentralised approach are seen in the duplication of activities such as the HRDSC development of a federal accreditation agency where one already exists at the inter-provincial CMEC, and in having two federally funded marketing agencies – desintation.ca (through HRSDC) and the NGO Canadian Education Centre Network. The disorganisation indicates that while internationalisation is on the agenda of many federal and NGO actors, there is little cross-departmental dialogue or communication in the area.

Again, while it is not the focus of this research to determine how the federal government should be approaching internationalisation, it has become apparent that there is a lack of organisation and leadership for the activities. Perhaps the development of a body assigned to address the entire scope of internationalisation issues, political, economic, academic and social/cultural would streamline the activities of the federal bodies assigned to regulate specific features. This could be done by federally supporting a government agency responsible for coordinating federal activities, such as the German DAAD, or utilising the existing structures of the IGO the CMEC. This, in turn, may assist the provincial government in activities and reduce the duplication of efforts seen in the provinces, such as individual marketing efforts.

6.3 The Provincial Governments

In examining the three case studies of Nova Scotia, Ontario and British Columbia, it becomes apparent how provincial governments collaborate and organise their internationalisation strategies. Each province has different environmental factors (economic, demographic and political), and each has approached internationalisation in varied ways. The organisation and leadership of each province leads to the policies enacted. This project examined these factors in order to determine the rationales taken for internationalisation. In particular, it is found that the organisational structure of each province seems to have a direct influence on the rationale chosen for internationalisation through legislative frameworks, regulations and funding policies.

6.3.1 Provincial Structural Elements and Organisation

There are three distinct organisational models used for internationalisation. Nova Scotia internationalisation operates in a chaotic manner, where decision making can be characterised operating in a garbage can method where policies applied are ambiguous and uncertain (Lane, 1998, p. 80) and activities are implemented in a piecemeal or ad-hoc manner. Ontario has approached internationalisation in a bureaucratically hierarchical manner by centralising internationalisation within the Ministry of Advanced Education that is responsible for internationalisation, and implementing policies in a top-down manner. British Columbia has also approached internationalisation in the bureaucratic way but is not as centralised as in Ontario. Instead, British Columbia has involved a number of additional actors, such as the Department of Economic Development and BCCIE, creating more of a systematic approach where organisations exists to accomplish

set goals (Bolman and Deal, 1991), the policy implementation is top-down from the Premiers Office to the Department of Economic Development to the Ministry of Advanced Education.

Thus, British Columbia and Ontario have strong leadership and a highly structured organisational approach. Though actualised in very different manners (where BC takes the political rationale and Ontario focuses on social/cultural approach), the strength of organisation has led to very clear, though alternate, rationales for each. Alternatively, in Nova Scotia the disorganised collection of actors and activities has led to ad-hoc activities and less clear rationales for internationalisation.

The figures below illustrate the flow of information and interactions between actors in each province. Visualising the actors and their interactions illuminates the different organisational structures for internationalisation in the provinces and how they interact with the universities.

Figure 6.1 Nova Scotia and Dalhousie Organisational Chart of Higher Education Internationalisation Activities

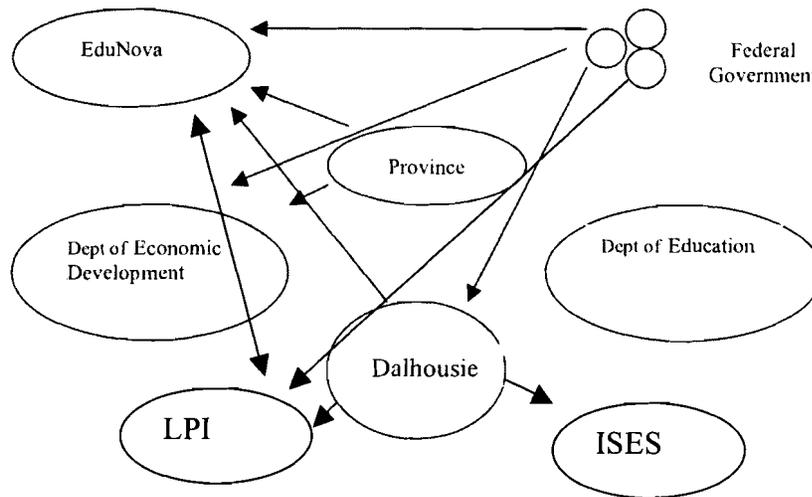


Figure 6.2 Ontario and Wilfred Laurier University Organisational Chart of Higher Education Internationalisation Activities

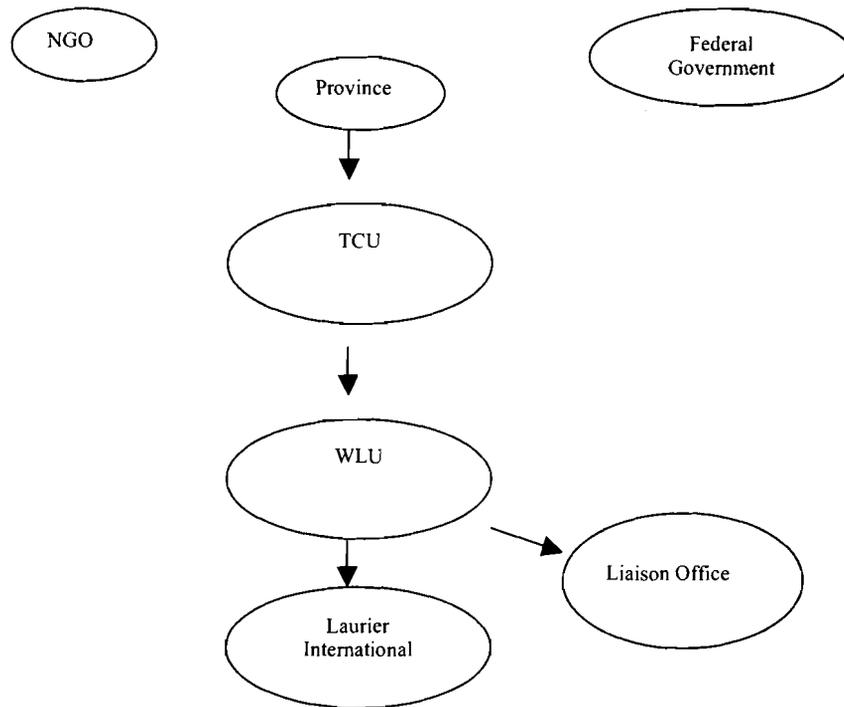
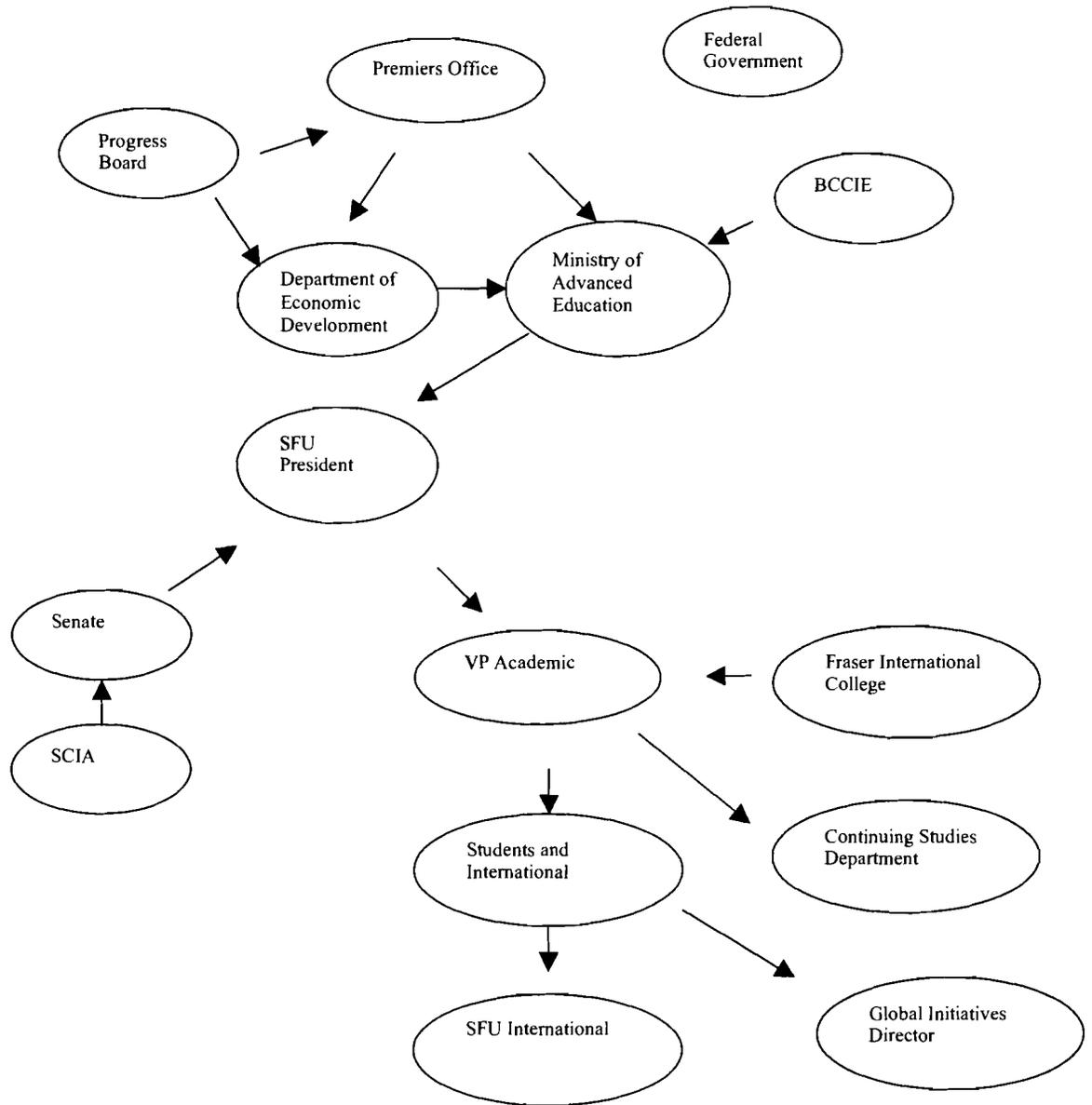


Figure 6.3 British Columbia and Simon Fraser University Organisation Chart of Higher Education International Activities



6.3.2 Provincial Leadership

In examining the organisational structures for internationalisation in each province elements of leadership emerge. In this highly institutionalised and formalised bureaucratic environment, whichever department takes leadership in the structure of the provinces' internationalisation processes is then able to influence what the rationale for activities will be. This is a natural pattern in the political model of organisation, where power is often determined by the distribution of resources (Bush, 2003, p. 100). Davis and Guppy argue that "The effects of globalisation on administrative structures in nation states have made education policy too important for educators and as a result education policy and framing occurs at a 'higher level'" (1997, p. 459). Thus, it is possible to see how different actors have gained the active leadership of each province, and how the leadership illustrates how the nature of internationalisation is affected by those who are framing the policies.

For example, in Ontario, the Ministry of Training, Colleges and Universities, with support from the Premier's Office, is the only provincial department with internationalisation activities, and there has been no involvement from other ministries. It is a bureaucratic hierarchal system because there are no external actors which it contends or collaborates with (Bush, 2003, pp. 43-49). Because their mandate is towards education, the Ministry of Advanced Education has developed strong and focused goals for increasing cultural exchanges benefiting the students, and increasing the academic standing of the universities. If another department were to become involved in internationalisation the Ministry of Advanced Education could either be a leader in these

activities, or defer to the prerogatives of the other department. Hence, without influence from departments concerned with politics or economics, the primary activities of the province are focused on social/cultural and academic activities.

Nova Scotia, on the other hand, has had very little leadership or cohesive organisation in internationalisation. The Federal Government's Atlantic Opportunities Department and the Department for Economic Development dropped their interest in the topic, and the Department of Education is not currently active. Without any structure in place, and in the absence of any political initiatives for internationalisation, there was a window of opportunity for an NGO to assume the leadership of internationalisation. While there is no explanation for the choice, EduNova is focused on economic benefits of international student recruitment internationalisation and research, therefore the rationale for the provincial activities has been towards economic and academic benefits.

British Columbia represents most clearly the nature of rationales being dictated by the leadership in organisational political power, and policies being framed at the 'higher level' as suggested by Davis and Guppy (1997), and by a body that has more economic resources (Bush, 2003). Internationalisation in British Columbia has seen the involvement of BC Progress Board and the Department of Economic Development as well as the MAE. The BC Progress Board and the DED are actors that arguably have more political sway in decision making than the education departments, and are affecting internationalisation strategies with their priorities, and interviewee comments indicate that there is considerable influence from the Department for Economic Development (B.

Hanson, personal correspondence, June 5, 2007). Thus, in BC the leadership for internationalisation comes from these bodies that prioritise the political and economic rationales.

6.3.3 Provincial Policies, Activities and Rationales

It is expected that the mandate of the governmental department or NGO in charge of internationalisation will influence the rationales, yet it is through examining the policies developed for internationalisation that the rationale can be conclusively determined. In this respect the involvement of actors directly affects the policies, the policies that are used to confirm the rationales taken by the actors. Understandably, as these are government level activities, it is expected that the political rationale will factor in as a top priority.

Nova Scotia has had very few policies or strategies for internationalisation which makes determining its interest in internationalisation more difficult. However, EduNova has taken on the primary role in the Province which indicates that the Province overall is not focussing on internationalisation. Previously, there was political interest in the area. In the late 1990's the Department of Economic Affairs and the Federal Government Atlantic Opportunities Agency developed the ITMP to promote the province to international students. At that time the Department of Education developed a policy to financially support 10% of undergraduate and 30% of graduate international students. The rationale given for these activities was that it would support skilled immigration to the province. Hence, part of the rationale for Nova Scotia's internationalisation is political. Yet, with

withdrawn government involvement, the activities of EduNova (the current primary actor) must be given equal, if not greater weight when determining the provincial rationale for internationalisation. Since its creation in 2005, EduNova been aimed at increasing the number of international students, as indicated in the annual report, the primary impetus for activities is for economic gain (EduNova, 2006). Nova Scotia has commitments to academic aspects of internationalisation though EduNova's mandate of facilitating research. Yet there are no activities that indicate that social or cultural aspects of internationalisation are being addressed.

Ontario, on the other hand, has been very clear in its policies since 2005. The Province, through the TCU, has devoted millions of dollars towards increasing its internationalisation activities, primarily in the support of the OISP which assists students to complete a certain amount of their studies abroad. Examining this as the primary activity of Ontario, two rationales become apparent: social/cultural and political. By sending students abroad the Province is spending money to give them an overseas experience to bring back to the Province and share with their peers. Sending students abroad also is used as a political technique to enhance the reputation of the Province, as students act as diplomats. Academically, the province is supporting international graduate students, which could be considered a political tactic for skilled immigration and brain gain, yet the stated purpose for this activity is to build strong programming, and graduate and undergraduate curriculum. Ontario does not visibly place a great deal of emphasis on the economic features of internationalisation, though there has been the development of a marketing agency.

Finally, British Columbia's activities towards internationalisation have been towards political and economic benefits. The primary activities of the province have been in the incorporation of internationalisation in the Asia Pacific Initiative which has a strong political and economic focus of engaging and developing relationships with Asia. Furthermore BC also has developed strong policies towards accrediting foreign and private providers in the province as a means to provide HE to students, particularly international students. British Columbia does not currently have a support system in place for international research activities, nor does it support academic exchanges. BC's targeted approach of Asia indicates that there is little social or cultural value placed on having a culturally diverse campus. Hence, the primary policies of BC indicate activities are taken with the political and economic rationale (see Table 6.1).

Table 6.1 Provincial Rationales

Rationales	Nova Scotia	Ontario	British Columbia
1	Economic	Social/cultural	Political
2	Political	Political	Economic
3	Academic	Academic	Academic
4	Social/cultural	Economic	Social/cultural

6.3.4 Provincial Implications

Despite the active choice of each province to determine its own rationales for internationalisation, there are a number of factors at work that almost predetermine what

the rationale will be. Through organisation and leadership it becomes apparent what the rationale is likely to be, and in two of the case studies it is quite clear. Leadership from the Ministry of Training, Colleges and Universities in Ontario led to academic and social activities, and the BC Department of Economic Development has developed strategies with an economic and political rationale. Nova Scotia on the other hand, without having strong governmental leadership in internationalisation directing activities, the NGO had the opportunity to develop any rationale it chose. It must be noted, however, that despite the likelihood for certain rationales stemming from the involvement of certain actors, it does not negate choice in the policy making process. Yet, where there is clear leadership and organisation there are clear policies and rationales for internationalisation.

Nova Scotia has been sporadic in its organisation and leadership in its internationalisation activities. This has led to various rationales and activities over the years. Currently, the NGO EduNova is responsible for internationalisation. A primary concern with mandating an NGO to take over international activities is that it is unable to develop or dictate policies in the Province, and, because the government has relinquished day-to-day responsibilities to EduNova, they may not be cognisant of various policy opportunities. A second concern with having the NGO direct internationalisation activities is that it is very focused on international student recruitment, and may not be considering the various other aspects that are crucial to holistic internationalisation. Finally, while the government has presently relinquished control of internationalisation, it is very likely that they will resurrect interest in the area. As previously noted in Section 3.2, the Department of Economic Development and the Department of Education have had some

interest in the area, and perhaps, when funding allows, they will look to internationalisation as a means to achieve any one of the rationales. Overall, until there is strong leadership and organisation for internationalisation in the province, activities may continue to be piecemeal and ad-hoc.

On the other hand, there are limitations to each of the methods employed by having clear leadership and strong policies as seen in Ontario and British Columbia. Again despite some similarities, each has distinct issues that it faces. Ontario leadership has focused on the social and cultural aspects of internationalisation, spending millions of dollars on these activities. However, the funding runs out in 2008, and it is not yet certain that the programmes will be continued. This creates two issues. First, because the social/cultural activities are a costly venture with few tangible benefits, a change of government or decreased funding could see the programmes cut. Second, because it is organised in a linear fashion there are no other actors currently involved in internationalisation activities in the area. This means that if funding is cut, there are no other actors with internationalisation on their agenda that would be able to build on the achievements of the TCU, or maintain pressure on funding sources to provide for this area. Thus, while the strong leadership and organisational structure have resulted in significant advancements in the social and cultural aspects of internationalisation it is unlikely that it has momentum to carry it past the three years of committed funding. It is possible that the topic of internationalisation will be abandoned by the TCU.

Alternatively, BC has the security of having a number of provincial actors in place for internationalisation activities. Yet, the many actors bring various political objectives. It has been seen that the direction of internationalisation has been determined by the political and economic drive of the Department of Economic Development, with little active strategising from the MAE. Indeed, due to the potential of the area to greatly benefit the political and economic goals of the Province, it is unlikely that the MAE will be given the opportunity to develop strong academic, social and cultural strategies, since the DED has taken over the portfolio (B. Hanson, personal correspondence, June 5, 2007). In this respect while having numerous actors in play, internationalisation is assured to remain on the agenda. The concern is that the leadership and organisation is coming from the actors without a holistic understanding of internationalisation, and in the future activities may occur outside of the jurisdiction of education (see Table 6.2).

Table 6.2 Provincial Structure, Leadership, Key Policies, Rationale, and Implications

	Nova Scotia	Ontario	British Columbia
Structure	Chaotic	Bureaucratic – Hierarchical	Bureaucratic Structural
Leadership	EduNova	MTCU	DED
Key Policies	Outsourcing internationalisation to NGO	Exchanges	Privatisation and Asia Pacific Initiative
Primary Rationale	Economic	Social/Cultural	Political
Implications	Unsustainable The Government will likely become active again	Unsustainable Without other actors support may be left off the agenda	Sustainable Danger of becoming exclusively focused on political and/or economic benefits

6.4 The Universities

While each university is unique and has had its own approach and strategies towards internationalisation over the years, it would be expected that institutional autonomy and choice would create activities that would complement the provinces' approach by addressing issues the province has not. For example, if there was little provincial activity in one area (such as recruitment), there would be increased efforts towards it by the university. However, there is a surprising amount of similarity between the provincial elements and their university counter parts. The organisation, leadership and rationales for internationalisation at the provincial level seem to be imitated in the universities exactly in these respects⁴⁸. As such, it is difficult to compare the three universities' actions towards internationalisation in isolation from their political environment, as it is evident that politics influence how an institution enacts its internationalisation. Indeed 'It is impossible to think about institutional level leadership or planning outside of the context of how the system operates' (File, 1999, p. 24). Thus, it can be argued Meiras's theory that 'internationalisation achievements are based on independent endeavours and branding' (2004, p. 378) may not hold true when undertaking a comparative study of internationalisation efforts under distinct policy environments.

6.4.1 University Organisation

University organisational structures are self-determined and vary widely, and each has its own method for organising internationalisation. Yet, while there may not be a cause and effect relationship, it has been found that there is a definite correlation in structural

⁴⁸ It must be noted that this while may not be attributable to all institutions in the provinces the case study results indicate this to be true.

organisation of the university and the province in which it resides. This may possibly be due to the leadership and prioritising that comes with each provincial organisation and how it filters down; the case studies indicate that whatever organisation the province takes – be it bureaucratically centralised or collaborative, or garbage can – it is similarly seen in the institution. However, with a sample size of only three, the observed relationship could be purely coincidental.

The decentralised organisation of Nova Scotia's internationalisation activities is found to be similar in Dalhousie University. At the University there are two departments, Dalhousie International and Lester Pearson International, which operate independently of one another and without strong direction from the main administration. While each has its own focus there is little collaboration between them, and no overall strategy directing their actions. This is similar to Nova Scotia where actors (EduNova, the Department for Economic Development and the Ministry for Education) involved in internationalisation have been scattered and act independently of each other. Both the province and the university display garbage can decision-making that result in ad-hoc and piecemeal internationalisation activities (see Table 6.1).

As discussed above, internationalisation activities in Ontario occur in a bureaucratic hierarchical model of top-down direction. It takes place in a centralised fashion as the MTCU is the only actor involved in initiatives. In Wilfred Laurier University there is a similar practice of housing the majority of activities within the Laurier International, whose directions come specifically from senior administration (see Table 6.2).

The organisation of Simon Fraser University has a number of actors involved: Senate, the President, VP Academic, SFU International, the main administration, FIC, and the faculties. Each plays a distinct role in the overall strategy set forth by the senior administration. In this respect, the organisation uses a similar bureaucratic structural model where there is clear leadership but devolved responsibilities. This is remarkably similar to the organisational structure of internationalisation at the BC Provincial level where it is a priority for the BC Progress Board, The Premier's Office, the Department for Economic Development, the Ministry of Advanced Education, and BCCIE (see Table 6.3).

6.4.2 University Leadership

Leadership in internationalisation at the institutional level is extremely difficult to ascertain as an outsider especially when relying primarily on documentation. Due to the size of the organisations compared to that of government, leadership does not maintain the same elements of bureaucratic power as seen in the province. Instead, the environment is much more intimate, and it is arguably personal choice and leadership from the senior administration that factors in as the primary driver for internationalisation strategies. Interestingly, despite personal choice and university autonomy there is a similarity in strong or weak formal leadership between the provinces and the institutions.

Again, however, this cannot be attributed to a cause and effect relationship. For example, in the case of British Columbia, Simon Fraser University was active in

internationalisation before the Government became involved. Yet, each has strong leadership from the top: both the Premier's Office and the President's Office each have taken an interest in internationalisation activities. For the other two cases however, leadership in the university, or lack thereof, has been similar to that of the government. Lack of leadership in Nova Scotia has been replicated in Dalhousie University where there is no indication of interest from senior administration. Similarly, recent leadership in the province of Ontario has led to recent leadership initiatives coming from WLU. Thus, although it is part of the HE system in Canada to have autonomy in the universities, it seems that they are, in fact, influenced by and reflect the actions of the province.

6.4.3 University Policies, Activities and Rationales

Each of the three universities is active in areas of student recruitment, curriculum development and international research. While each maintains similar activities, the focus they give to each area varies dramatically and this illuminates the rationales each takes for internationalisation. Through its activities, it is seen that Dalhousie takes the academic approach to internationalisation activities, WLU focuses on the social/cultural aspects, and SFU's activities seem guided by economics. As the political rationale does not influence the inner sphere of the university, none of the university case studies show a focus on the political aspect. Similarly it is expected that some weight would be given to academic factors, since it is one of the primary functions of the university.

Dalhousie has very few policies on internationalisation. Its activities towards international recruitment have been limited, instead choosing to focus on Ontario as a

market for increasing enrolment from 2002 to 2004. Despite lack of policy Dalhousie has been successful in encouraging students to study abroad, and between 2001 and 2004 tripled the number of incoming exchanges, and increased the number of outgoing exchanges from 340 to 584 (Dalhousie University, 2006b). The most significant activity of Dalhousie is the work of Lester Pearson International that facilitates international research projects for the university. In examining these activities in Chapter Three it was determined that the rationale Dalhousie takes for internationalisation is guided by (in ranked order) academic, social/cultural, economic and political values.

Wilfred Laurier University has only recently incorporated internationalisation into its activities. Primary activities at this time have been in developing organisational and administrative structuring. However, it is active in the key areas of international student recruitment, curriculum and programming (as the institution is primarily undergraduate there is not a great deal of international research activity). International student recruitment efforts are targeting 5% enrolment. While this is a comparatively low number, the recent introduction of international student fees indicates that it is an area that they will continue to focus on. Other activities of the university included the development of 2x2 agreements with a foreign university indicating the academic value of internationalisation. Yet, the primary focus of activities at WLU has been towards increasing the number of exchanges and developing programming to assist internationalisation. Thus, Chapter Four demonstrated that WLU is focused on the social/cultural and academic aspects of internationalisation more so than the economic or political rationales.

Simon Fraser University is certainly the most active of the three university case studies. It is involved in many areas of internationalisation, and has a number of policies delineating its goals. It is actively recruiting international students, and has developed a partnership with a private organisation to assist with the undertaking. It has a great deal of curriculum and programming, including offshore delivery, on campus programmes designated for international students, and having general curriculum reflect international aspects. SFU is also active in international research, though it is primarily focused on developmental projects rather than academic collaboration. Despite a wealth of information supporting the academic and social/cultural rationales for internationalisation, the documentation from university members (Senyshyn, 2006; Harder, 2006) and the university administration (Simon Fraser University, 2006b) indicate that economics play the most significant role in internationalisation activities. How all of these activities determine the ranking of SFU's rationales is explained in detail in Chapter Five. However, it reflects that SFU approaches internationalisation with the rationale of economics, academics, social/cultural aspects and politics.

Table 6.3 University Rationales

Rank	Dalhousie	Wilfred Laurier	Simon Fraser
1	Academic	Social/Cultural	Economic
2	Social/Cultural	Academic	Academic
3	Economic	Economic	Social/Cultural
4	Political	Political	Political

If taken at face value, it could be argued that the varying combinations of rationales seen in Table 6.3 indicate institutional choice and this section could proceed to assess the different methods each employs to these ends. However, that analysis is meaningless without examining the relationship each university has with its province. In order to develop a clearer understanding of why certain activities have taken place it is necessary to examine dynamics between the two.

6.5 Implications

The framework, policies and funding set out by the province influences the abilities and actions of the universities. Certainly, the policies of the governments have had a clear impact on the institutions in these case studies. While the links between Nova Scotia and Dalhousie are not as strong (as the Government policies were not highly developed), the impact of government policies and the subsequent policies of the institutions in Ontario and British Columbia is apparent. What this entails is that the governmental rationales and policies have a significant effect on the policies and rationales of the institutions.

This is a surprising result of the study. While it was expected that government actions would have an impact on the institutions, it was also expected that the institutions would go beyond the parameters set by the government in order to develop a holistic internationalisation strategy in order to make up for perceived gaps. What has been seen however, is that policies, and hence rationales, are instead very similar to the governments, which is likely due to funding practices and supported initiatives. Arguably the government 'policy framework set parameters that render something possible, and some things, if not impossible, then very difficult to achieve' (File, 1999, p. 24). Thus the actions of the universities are influenced by the activities and goals of the provinces.

As discussed in Section 3.3, the rationales of Nova Scotia are (in ranked order) economic, political, academic and social cultural. Yet, the government has not produced strong policies or strategies and thus, the university has undertaken internationalisation without a great deal of government influence. Dalhousie has been primarily concerned with the academic and social/cultural aspects of internationalisation. These are somewhat expected results, as economics and politics are primarily the function of the province, and social/cultural and academics are traditionally in the realm of the university. In a 'perfect' system where universities are autonomous from government, but sufficiently supported, this would be an expected division of labour that compliments the abilities of each and adequately addresses all factors of internationalisation. However, the government is not currently involved in the initiatives it is possible that future government involvement will disrupt this pattern. The implication of this current system

is that the government is not currently involved in the internationalisation activities. In the future it is possible that the government will become active in internationalisation again and inject the system with policies towards anyone of the rationales (see Table 6.4).

Table 6.4 Province of Nova Scotia and Dalhousie University Rationales

Rank	Nova Scotia	Dalhousie
1	Economic	Academic
2	Political	Social/Cultural
3	Academic	Economic
4	Social/Cultural	Political

In Ontario, both the province and the university are focusing on the social and cultural aspects of internationalisation. It indicates government policies and funding influence the activities of the universities. Because the focus of the government is on social and cultural aspects, the universities activities are supported by funding and are also aimed at these goals (see Table 6.5). While this is certainly beneficial to promoting internationalisation, it is a surprising result of the study that both have neglected the economic factors and having both the province and the institution focus on the social cultural aspects of internationalisation does have implications. It indicates that WLU internationalisation is not yet a fully developed part of the university and that its role is not yet clear. An implication of this relationship is that if the provincial government were to cease support for the social/cultural aspects of internationalisation the university may

not be able to maintain its activities and interest in the area. Thus, WLU must ensure internationalisation stays on the agenda.

Table 6.5 Province of Ontario and Wilfred Laurier University Rationales

Rank	Ontario	Wilfred Laurier University
1	Social/Cultural	Social/Cultural
2	Political	Academic
3	Academic	Economic
4	Economic	Political

Both the Government of British Columbia and Simon Fraser University have the economic advantages of internationalisation as one of the top two rationales (see Table 6.6). In particular, the government's decision to allow foreign and private providers to operate has allowed the university to enter a partnership with a foreign private provider. Certainly SFU had a choice not to engage IBT in the partnership, but the perceived financial benefits to the arrangement made it a desirable option (Simon Fraser University, 2006b). Thus, economically focused activities of SFU can be linked to the focus on economic aspects of the Province, as the policy environment set by the provincial government as it facilitated the activity. The actions of the government, as directed by the New Public Management promotion of the market model has encouraged the university to operate in a corporate model. Though it is very active in other areas of internationalisation, by focusing on the financial aspects, the university runs the risk of

damaging its reputation (Harder, 2006; Senyshyn, 2006). This, in turn, may have longer implications than short-term economic benefits.

Table 6.6 Province of British Columbia and Simon Fraser University Rationales

Rank	British Columbia	Simon Fraser University
1	Political	Economic
2	Economic	Academic
3	Academic	Social/Cultural
4	Social/Cultural	Political

The matching of rationales by the provinces and universities indicates how much influence the provinces' policies, activities and rationales have upon the institutions in their jurisdiction, and thus how important it is for government bodies to organise themselves in order to assist the universities in their internationalisation efforts.

6.6 Conclusion

It is apparent throughout this project that there are a number of issues involved in internationalisation of higher education, and many actors who are involved in various aspects. Internationalisation of higher education is a phenomenon that necessarily spans the jurisdictions of a number of actors. Federal bodies, Premiers' Offices, the Departments of Economics, Departments of Higher Education, NGO bodies and university representatives all need to be involved in the process. This broad group of actors is necessary as they each have various policy objectives for the activities, and

because the 'HE system cannot be treated as if it were closed and self continued, nor is it possible to ignore or play down its interaction with its external environment' (Becker and Kogan, 1992, p. 1). Because of this internationalisation of HE in Canada cannot operate in a bureaucratic hierarchical top-down model that most political activities operate under. The federal government does not have authority over the provinces; nor do the provinces have authority over the universities; thus, all the actors can do is affect influence on the others (Bush, 2003, p. 89).

The Federal Government, though it does not have the purview of education, is involved in a number of areas, and at the Provincial level, Departments of Economic Development can be involved, and in the case of BC, is leading the internationalisation efforts. In having a number of actors involved with internationalisation outside of HE it seems then that there needs to be a clearer organisational structure in order to assist the universities in their internationalisation efforts. Canada could benefit from a more defined federal structure to approach international aspects of HE, one that could coordinate efforts and communicate with the other stakeholders to address (in equal measures) the features of the academic, social/cultural, economic, and political rationales. This could be done through a centralised body coordinating federal level international activities (as discussed in Chapter Two and Section 6.2).

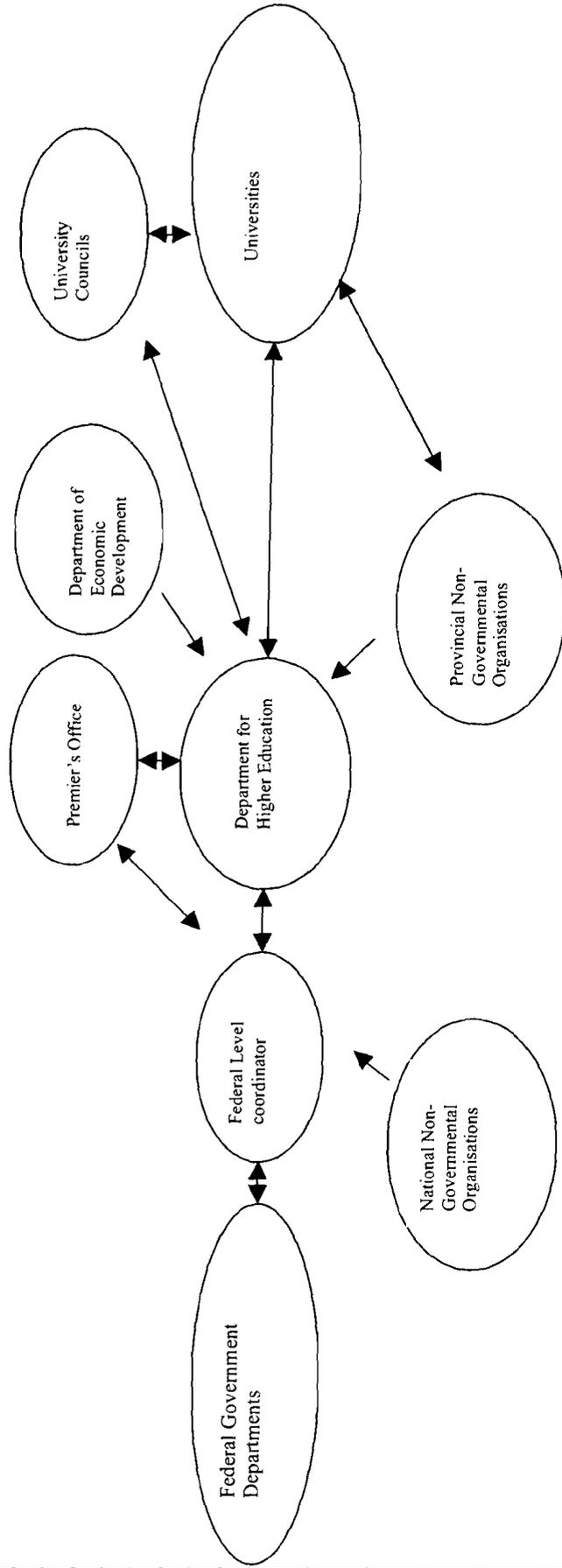
The economic and political situations of the Provinces vary, as do their approaches to internationalisation. It is evident that leadership and organisation internationalisation strategies can be effectively implemented in bureaucratic methods (as seen in Ontario and

British Columbia). Yet, it is seen that this organisation and leadership do not necessarily lead to holistic activities. Rather, they lead to targeted activities determined by the leadership, be it political as seen in the leadership of BC, or social/cultural as seen in the Ministry of Advanced Education leadership in Ontario.

It is apparent then, that provincial internationalisation needs to be structured so that there is devolved but collaborative responsibility, in a bureaucratic structural model, where ideas are developed with the input of many actors, coordinated from the top, and implemented by various departments to ensure all aspects are addressed (Knight and Trowler, 2001, p. 14). It is necessary to allow all actors to have a voice in policy recommendations. It can be seen that some departments' priorities are more heavily weighted than others. Quite often policy settings being framed at upper echelons often exclude professional advice (Henry, Lingard, Rizvi and Taylor, 2001, p. 32). However, it is argued here, that internationalisation policies and activities should be housed in provincial education departments with responsibility for higher education, as they are the only bodies legislated with this responsibility, and presumably the staff are concerned with educational values.

This is not to say there should not be other routes of contact between actors, however, the primary source of government internationalisation strategies should be determined at the provincial body for higher education (see Figure 6.4). The provincial government should be able to implement policies that are influenced by the professional opinions of educational bodies and universities, and similarly allow for university autonomy.

Figure 6.4 Theoretical Organisational Chart of Canadian Higher Education International Interactions



These members of the community of internationalisation in Higher Education need to come together to develop a common understanding of internationalisation. The actors must collectively address the three questions set out in Chapter One: what is internationalisation, why internationalise, and how best to internationalise. These actors must develop a theory for internationalisation, and it must be done at this level as ‘administration can and should be grounded in philosophy’ (Samier, 2003, p. 73). They need to ‘develop new theoretical perspectives around the linkages between globalisation and new production process and content in education policy’ (Henry, Lingard, Rizvi and Taylor, 2001, p. 20). By ensuring a solid understanding and implementation of internationalisation, and the impact it has on education, economics, social/cultural aspects, academics and politics, Canada can be successful in providing higher education, both at home and in the eyes of the world.

6.7 Future research

The course of this study has unearthed a number of areas for future research in Higher Education internationalisation. In the first instance, further research on a wider breadth of universities within provinces would be necessary to determine if the findings of this study hold true to other institutions within the same political contexts. As such, a complete review of institutional activities in each province would be a useful study.

Research into the changing relationship between government and universities would be particularly interesting, as it is seen that while autonomous, the government is

increasingly involved in HE activities and these changing dynamics are influencing the Canadian HE landscape.

Comparative research into federal level internationalisation in other nations would be useful in informing activities at that level and determining the need for a federal level body, and how the provinces, states or Länder are operating within federal constructs.

The trend towards privatisation of Canadian HE is another area that could be addressed, both theoretically and comparatively with other nations, to determine how it is altering higher education provision.

Finally, comparative and theoretical research on internationalisation activities should be continued to determine what – outside of the political environment - is a ‘perfect combination’ of elements in order to develop a framework or template that both governments and institutions could adopt as a guideline.

REFERENCE LIST

- Adams, and Tait, L. (1999). *A review of the economic impact of international education in British Columbia's public post-secondary sector*, Victoria, British Columbia: Ministry of Advanced Education.
- Aigner, J.S., Nelson, P. & Stimpfl, J.R. (1992). *Internationalising the university: Making it work*. Springfield, USA: CBIS Federal.
- Albrow, M. (1990). *Preface*. In M. Albrow and E. King (Eds.). *Globalisation, knowledge and society*. Sage Publishing: London.
- Arum, S. & Van de Water, J. (1992). The need for a definition of international education in US universities, in C.B. Klasek (Ed.) *Bridges to the future: Strategies for internationalising higher education*, pp. 191-203. Carbondale, USA: Association of International Education Administrators.
- Association of Atlantic Universities. (2007a). *2007-2007 Preliminary full-time enrolments*. Halifax, Nova Scotia: Author. Available at 2006-2007 Preliminary Full-time Enrolments
- Association of Atlantic Universities. (2007b). *2007-2007 Preliminary part-time enrolments*. Halifax, Nova Scotia: Author. Available at 2006-2007 Preliminary Part-time Enrolments
- Association of Atlantic Universities. (2007c). *Fast facts*. Halifax, Nova Scotia: Author Available at <http://www.atlanticuniversities.ca/AbsPage.aspx?siteid=1&lang=1&id=5>

- Association of Universities and Colleges Canada. (1998). *A warm welcome? Recruitment and admissions of international students to Canadian universities: Policies, Procedures and Capacity*. Ottawa, Ontario: Author.
- Association of Universities and Colleges Canada. (2001). *Joint declaration on higher education and the general agreement on trade in services*. Ottawa, Ontario: Author.
- Association of Universities and Colleges Canada. (2005). *About AUCC*. Ottawa, Ontario: Author. Available at http://www.aucc.ca/about_us/index_e.html
- Association of Universities and Colleges Canada. (2006). *Federal government roles and responsibilities in higher education and university research*. Ottawa, Ontario: Author.
- Association of Universities and Colleges Canada. (2006b). *Canadian higher education and the GATS: AUCC background paper*. Ottawa, Ontario: Author.
- Association of Universities and Colleges Canada. (2007a). *Canadian universities: Simon Fraser University*. Ottawa, Ontario: Author. Available at http://www.aucc.ca/can_uni/our_universities/simon_fraser_e.html
- Association of Universities and Colleges Canada. (2007b). *Canadian universities: Dalhousie University*. Ottawa, Ontario: Author. Available at http://www.aucc.ca/can_uni/our_universities/dalhousie_e.html
- Association of Universities and Colleges Canada. (2007c). *Canadian universities: Wilfred Laurier University*. Ottawa, Ontario: Author. Available at http://www.aucc.ca/can_uni/our_universities/wilfrid_laurier_e.html

- Association of Universities and Colleges Canada. (2007d). *About the program*. Ottawa, Ontario: Author. Available at http://www.aucc.ca/upcd-pucd/about_us/index_e.html
- Australian Development Gateway. (2007). *Australian universities and professional associations*. Australia: Author. Available at <http://www.developmentgateway.com.au/jahia/Jahia/pid/1705>
- Becher, T. and Kogan, M. (1992) *Process and structure in higher education*. Rutledge: London.
- Bloom, M., Kitagawa, K., Murray, D., Warda, J., Watt, D., Zieminski, J. (1999) *The economic implications for international education for Canada and nine comparator countries: A comparison of international education activities and economic performance*. Ottawa, Ontario: Author.
- Bolman, L. and Deal, T. (1991) *Reframing organisations: Artistry, choice, and leadership*. San Francisco, California: Jossey-Bass
- Brewerton, P. and Millward, L. (2001). *Organisational Research Methods*. London, UK: Sage Publications.
- British Columbia. (2005). *B.C. government directory*. Victoria, British Columbia: Author. Available at: <http://www.dir.gov.bc.ca/gtds.cgi?Index=ByUnitHier&OrgCode=AVED>
- British Columbia. (2006). *Memorandum of understanding on the mutual recognition of higher and post-secondary education between the Province of British Columbia, Canada as represented by the Premier and the Ministry of Education, The People's Republic of China as represented by the Minister*. Victoria, British

- Columbia: Author. Available at <http://www.learnlivebc.ca/documents/BC-China-MOU.pdf>
- British Columbia Centre for International Education. (2006a). *Importance of internationalisation*. Vancouver, British Columbia: Author: Available at: <http://www.bccie.bc.ca/bccie/Public/Importance.asp>
- British Columbia Centre for International Education. (2006b). *BCCIE structure*. Vancouver, British Columbia: Author. Available at: http://www.bccie.bc.ca/bccie/aboutBCCIE/bccie_structure.asp
- British Columbia Centre for International Education. (2007). *About us*. Vancouver, British Columbia: Author. Available at <http://www.bccie.bc.ca/bccie/aboutBCCIE/index.asp>
- Bull, H. (1977). *The Anarchical Society*. London: Macmillan.
- Bush, T. (2003) *Theories of educational leadership*. London, UK: Sage
- Canadian Association of University Teachers. (2002). *B.C. OKs plan for private universities*. Ottawa, Canada: Author. Available at http://www.caut.ca/en/bulletin/issues/2002_may/nws/bc.asp
- Canadian Association of University Teachers. (2006). *Issues and campaigns: Fairness for contract academic staff*. Ottawa, Canada: Author. Available at <http://www.caut.ca/en/issues/cas/default.asp>
- Canadian Bureau for International Education. (2004). *International expectations for higher education*. Ottawa, Canada: Author.
- Canadian Bureau for International Education. (2005b). *CBIE annual report 2005: Building Canada's profile*. Ottawa, Canada: Author.

- Canadian Bureau for International Education. (2006). *About CBIE*. Ottawa, Canada: Author. Available at http://www.cbie.ca/about/index_e.cfm?page=
- Canadian Education Centre Network. (2007). *About the CEC Network*. Ottawa, Ontario: Author. Available at http://www.cecnetwork.ca/public/about_cec.cfm
- Canadian Federation of Students. (2001). *Fact sheet: How the GATS threatens post-secondary education*. Ottawa, Ontario.
- Canadian Information Centre for International Credentials. (2006) *Home*. Toronto, Ontario: Author. Available at <http://www.cicic.ca/en/index.aspx>
- Canadian Information Centre for International Credentials. (2007). *Postsecondary education in Ontario*. Toronto, Ontario: Author. Available at <http://www.cicic.ca/en/page.aspx?sortcode=2.20.24.27.31.32>
- Canadian International Development Agency. (2005). *Canada's international policy statement: A role of pride and influence in the world development*. Ottawa, Ontario: Author.
- Canadian Virtual University. (2007). *Canadian virtual university*. Canada: Author. Available at <http://www.cvu-uvc.ca/english.html>
- Canadian Immigration and Citizenship. (2005). *Facts and figures 2005. Immigration overview: Temporary residents: Annual flow of foreign students by province or territory and urban area*. Ottawa, Ontario: Author. Available at <http://www.cic.gc.ca/english/pub/facts2005/temporary/11.html>
- Canadian Immigration and Citizenship. (2006a). *Off-campus work permit program launched*. Ottawa, Ontario: Author. Available at <http://www.cic.gc.ca/english/department/media/releases/2006/0601-e.asp>

- Canadian Immigration and Citizenship. (2006b). *Work opportunities for foreign students*. Ottawa, Ontario: Author. Available at <http://www.cic.gc.ca/english/study/work-opps.html>
- CNW Group. (2006, August 31). *Provincial government establishing scholarships to help Ontario students study abroad*. Toronto, Ontario: Author. Available at <http://www.newswire.ca/en/releases/archive/August2006/31/c9809.html>
- Cohen, M., March, J. and Olsen, J. (1976). People, problems and the ambiguity of relevance. A garbage can model of organisational choice. In J. March and J. Olsen (Eds.). *Ambiguity and choice in organisations*. Universitetsforlaget: Oslo.
- Consortium for North American Higher Education Collaboration. (2006). *About*. Ottawa, Ontario: Author. Available at <http://www.conahec.org/conahec/index.jsp>
- Council of Ministers of Education, Canada. (1986). *Understandings between the Council of Ministers of Education, Canada and the Department of External Affairs*. Toronto, Ontario: Author.
- Council of Ministers of Education, Canada. (November, 2000). Education for a global era: Development in education in Canada: Report presented at the 14th CCEM. Halifax, Nova Scotia.
- Council of Ministers of Education, Canada. (2005). *Backgrounder on CMEC's postsecondary capacity action plan*. Toronto, Ontario: Author.
- Council of Ministers of Education, Canada. (2007). *About Us*. Toronto, Ontario: Author. Available at <http://www.cmec.ca/abouteng.stm>
- Council of Ontario Universities. (2002). *The knowledge track*, Toronto, Ontario: Author.

- Council of Ontario Universities. (2004). *Biennial Report 2004-2006*. Toronto, Ontario: Author. Available at COUBiennialReport2004-2006.pdf,%20'popObject',%20'width=800,height=600,scrollbars=1,resizable=1');%20newWindow.focus();
- Council of Ontario Universities. (2007a). *About council*. Toronto, Ontario: Author. Available at http://www.cou.on.ca/_bin/home/aboutCouncil.cfm
- Council of Ontario Universities. (2007b). *Councils and committees*. Toronto, Ontario: Author. Available at http://www.cou.on.ca/_bin/councilCommittees.cfm
- Council of Nova Scotia University Presidents. (2004). *Memorandum of understanding between the Province of Nova Scotia and the Nova Scotia universities*. Halifax, Nova Scotia: Author.
- DAAD. (2007). *About us*. Germany: Author. Available at <http://www.daad.de/portrait/en/1.8.html>
- Dalhousie University. (2003). *Presidents strategic focus, May 2003*, Halifax, Nova Scotia: Author.
- Dalhousie University. (2005). *Presidents strategic focus, October 2005*. Halifax, Nova Scotia: Author.
- Dalhousie University. (2006a). *Presidents strategic focus: A statistical progress report June 2006*. Halifax, Nova Scotia: Author.
- Dalhousie University. (2006b). *Presidents and Vice-Presidents annual report 2005-2006*. Halifax, Nova Scotia: Author. Available at <http://senioradministration.dal.ca/files/05-06AnnualRep.pdf>

- Dalhousie University. (2007a). *Budget advisory committee report xxxiv: A discussion paper on the operating budget plan for 2007-08*. Halifax, Nova Scotia: Author. Available at <http://as01.ucis.dal.ca/fs/pdf/BACREPORT34.pdf>
- Dalhousie University. (2007b). *University international agreements of cooperation*. Halifax, Nova Scotia: Author. Available at http://lesterpearsoninternational.dal.ca/International_Agreements_of_Cooperation/Agreements_of_Cooperation/
- Dalhousie University. (2007c). *International academic mobility programmes*. Halifax, Nova Scotia: Author. Available at http://lesterpearsoninternational.dal.ca/International_Agreements_of_Cooperation/Academic_Mobility_Programs/#EU
- Dalhousie University. (2007d). About LPI, Halifax, Nova Scotia. Author. Available at http://lesterpearsoninternational.dal.ca/About_LPI/
- Daniel, J. (2006). Preface. In J. Knight (Ed.), *Higher education crossing borders*. Paris, France: UNESCO and the Commonwealth of Learning.
- Davies, J. L. (1992). Developing a strategy for internationalisation in universities: Towards a conceptual framework. In C.B. Klaseck (Ed.) *Bridges to the future: Strategies for internationalising higher education*, pp. 191-203. Carbondale, USA: Association of International Education Administrators.
- Davis, S. and Guppy, N. (1997). Globalization and Educational Reforms in Anglo-American Democracies. *Comparative Education Review*, 41 (4) 435-59.
- Delors, J. (1996). *Learning: The treasure within*. Paris, France: International Commission on Education for the Twenty-first Century UNESCO.

- Department of Economic Development. (2005). *Opportunities for prosperity 2005, progress report*, Halifax, Nova Scotia: Author. Available at http://www.gov.ns.ca/econ/ofsp/docs/Opportunities_For_Prospersity_2005_Progress_Report.pdf
- Department of Economic Development. (2006). *Opportunities for sustainable prosperity: 2006 key economic sectors outcomes and activities*. Halifax, Nova Scotia: Author. Available at http://www.gov.ns.ca/econ/ofsp/docs/OfSP2006_Economic_Sectors-Outcomes_and_Activities.pdf
- Department of Education. (2003). *Department of Education Operational Units*. Halifax, Nova Scotia: Author. Available at <http://www.ednet.ns.ca/pdfdocs/businessplan/op2003-04.pdf>
- Department of Education. (2004). *Department of Education Business Plan: 2004-05*. Halifax, Nova Scotia: Author. Available at <ftp://ftp.ednet.ns.ca/pub/educ/businessplan/bp2004-05.pdf>
- Department of Education. (2005). *Department of Education Business Plan: 2005-06*. Halifax, Nova Scotia: Author. Available at <http://www.ednet.ns.ca/pdfdocs/businessplan/bp2005-2006.pdf>
- Department of Education. (2006). *Department of Education Business Plan: 2006-07*. Halifax, Nova Scotia: Author. Available at <http://www.ednet.ns.ca/pdfdocs/businessplan/bp2006-07.pdf>
- Department of Education. (2007). *Department of Education Business Plan: 2007-08*. Halifax, Nova Scotia: Author. Available at <http://www.ednet.ns.ca/pdfdocs/businessplan/bp2007-08.pdf>

- Department of Finance. (2006a). *Restoring fiscal balance in Canada: Focusing on priorities: Budget 2006 Government of Canada*. Ottawa, Ontario: Author.
- Department of Finance. (2006b) *The Budget Plan 2006: Focusing on Priorities*. Ottawa, Ontario: Author
- Department of Finance. (2007). *Federal transfer to Provinces and Territories*. Ottawa, Ontario: Author. Available at <http://www.fin.gc.ca/FEDPROV/cste.html>
- Department of Foreign Affairs and International Trade. (2005). *Mobilising Education*. Ottawa, Ontario: Author. Available at <http://www.dfait-maeci.gc.ca/canada-magazine/issue24/09-title-en.asp>
- Department of Justice. (1867). *The constitution act*. Ottawa, Ontario: Author.
- de Ridder-Symoens. H. (1992). *A History of the university in Europe*. Cambridge University Press: Cambridge.
- De Siqueira, A. (March 2002). *Multilateral agencies and their policy proposals for education: Are they contributing to reduce the knowledge gap in the world?* Presented at the 2002 annual CIES conference. Orlando, Florida.
- Destineducation.ca. (2007). *A world to study and explore*. Ottawa, Ontario: Author. Available at http://www.destineducation.ca/edupro/annex-h1_e.htm
- De Wit, H. (ed) (1995). *Strategies for internationalisation of Higher Education: a comparative study of Australia, Canada, Europe and the United States of America*, Amsterdam, Netherlands: European Association of International Education.

- De Wit, H. (2002). *Internationalization of higher education in the United States of America and Europe: A historical, comparative and conceptual analysis*. United States of America: Greenwood Press.
- De Wit, H. (2006). *Rationales for internationalisation of higher education*. Amsterdam, Netherlands: Universiteit van Amsterdam. Available at <http://www.ipv.pt/millennium/wit11.htm>
- EdInvest. (2004). *Overview*. Ottawa, Ontario: Author. <http://www.ifc.org/ifcext/edinvest.nsf/Content/Overview>
- EduNova. (2006). *About EduNova*. Halifax, Nova Scotia: Author. Available at <http://www.edunova.ca/about-edunova/?lang=eng>
- EduNova. (2007). *2005-06 Annual Report*, Halifax, Nova Scotia: Author. Available at http://www.edunova.ca/eng/pdf/Edunova_AnnualReport_0506.pdf
- File, J. (1999). A comparative perspective on leadership and institutional change. In N. Cloete, I. Bunting, and T. Kulati. (Eds). *Leadership and institutional change in higher education*. Pretoria, South Africa: Centre for Higher Education Transformation.
- Francis, A. (1993). *Facing the future: The internationalization of post-secondary institutions in British Columbia: Task force report*, Vancouver, British Columbia: British Columbia Centre for International Education.
- Glesne, C. (1999). *Becoming Qualitative Researchers: An Introduction*. Don Mills, Ontario: Addison Wesley Longman, Inc.

Government of Canada. (2006). *Tuition fees: Fees and funding*. Ottawa, Ontario: Author.

Available at: <http://geo.international.gc.ca/can-am/washington/studies/practical-en.asp>

Government of Canada. (2007). *Education system in Canada*. Ottawa, Ontario: Author.

Available at

<http://www.livelearnandsucceed.gc.ca/LLSHome.aspx?LLSAction=EducationSystemInCanada&lang=en>

Harari, M. (1977). Internationalisation of higher education. In A. Knowles (Ed.) *The international encyclopaedia of higher education*. San Francisco, USA: Jossey-Bass.

Harder, D. (2006, February 6). *Official letters of concern in regards to IBT - From the SFSS*. The Peak. Available at <http://www.peak.sfu.ca/the-peak/2006-1/issue5/le-ibt1.html>

Henry, M., Lingard, B., Rizvi, F., and Taylor, S. (2001) *The OECD, globalisation, and policy making in education*. Pergamon/Elsevier: Oxford.

Higher Education Quality Council Ontario. (2007). *About us*. Toronto, Ontario: Author.

Available at <http://www.heqco.ca/inside.php?&ID=1>

Holdaway, E., Bryan, W., and Allan, W. (1988). International University Students in Canada: Obtaining the Information Needed for Policy Making, in *The Canadian Journal of Higher Education*, 18 (3) 13-29.

Howlett, M., and Ramesh, M., (2003). *Studying public policy: Policy cycles and policy subsystems*. Canada: Oxford University Press.

- Human Resources and Skills Development Canada. (2006a) *Canada student loans program*. Ottawa, Ontario: Canada. Available at <http://www.hrsdc.gc.ca/en/hip/cslp/cslp.shtml>
- Human Resources and Skills Development Canada. (2006b) *Foreign credential recognition*. Ottawa, Ontario: Canada. Available at <http://www.hrsdc.gc.ca/en/ws/programs/fcr/index.shtml>
- Human Resources and Skills Development Canada. (2006c) *International academic mobility initiative*. Ottawa, Ontario: Canada. Available at http://www.hrsdc.gc.ca/en/gateways/nav/top_nav/program/iam.shtml
- Human Resources and Skills Development Canada. (2006d) *International academic mobility (IAM) initiative - frequently asked questions*. Ottawa, Ontario: Canada. Available at <http://www.hrsdc.gc.ca/asp/gateway.asp?hr=en/hip/lld/lssd/iam/faq.shtml&hs=iyp>
- Human Resources and Skills Development Canada. (2006e) *Human resources and skills development Canada and our partners*, Ottawa, Ontario: Canada. Available at <http://www.hrsdc.gc.ca/en/hip/lld/lssd/iam/activities/hrdc.shtml>
- Ince, M. (2006, October 20). *UK holds its own against US giants*. Times Higher Education Supplement.
- International Forum (2000) *News and views, Winter, 2000*, Vancouver, British Columbia: British Columbia Centre for International Education.
- Kent, R. (September 1995). *Two positions in the international debate about higher education: The World Bank and UNESCO*, Presented at the meeting of the Latin American Studies Association, Washington, D.C.

- Kershaw, A. (2005). *The role of international education: Expanding student opportunity and Economic Development in BC*. Victoria, British Columbia: BC Progress Board. Available at http://www.bcprogressboard.com/2005Report/EducationReport/Education_Final.pdf
- Knight, J. (1995) *Internationalization at Canadian universities: The changing landscape*. Ottawa, Ontario: Association of Universities and Colleges of Canada.
- Knight, J. (1999). Internationalisation of Higher Education. In J. Knight and H. de Wit (Eds). *Quality and Internationalisation in higher education*, Paris, France: IMHE/UNESCO.
- Knight, J. (1999). *Progress and Promise: The 2000 AUCC Report on Internationalization at Canadian Universities*. Ottawa, Ontario: Association of Universities and Colleges Canada.
- Knight, J. (2002). *Trade in higher education services: Implications of GATS*. London, UK: Observatory on Borderless Higher Education:
- Knight, J. (2004). Internationalisation remodelled: Rationales, strategies and approaches, *Journal of studies in international education*, 8 (1). 5-31
- Knight, J. (2006). Internationalization: concepts, complexities and challenges. In J. Forest and P. Altbach (Eds.). *International handbook of higher education: Part 1: Global themes and contemporary challenges*. Springer: UK.
- Knight, J. and De Wit, H. (Eds). (1997). *Internationalisation of higher education in Asia Pacific countries*. Amsterdam, Netherlands: European Association for International Education.

- Knight, P. and Trowler, P. (2001). *Departmental leadership in higher education*.
Buckingham, UK: Society for Research into Higher Education & Open University
Press.
- Lane, J. (1998). *The public sector: Concepts, models and approaches*. London, United
Kingdom: Sage Publications.
- Larsen, K., and Vincent-Lancrin, S. (2002). International trade in educational services:
Good or bad? *Higher education management and policy*, 14 (3), 20.
- LearnLiveBC. (2007). *Home*. Victoria, British Columbia: Author. Available at
<http://www.learnlivebc.ca/welcome.htm>
- MacLean's Magazine (November 5, 2005). *University rankings '05*. Canada
- Maritime Provinces Higher Education Council. (2007a). *Mandate*. Halifax, Nova Scotia.
Available at <http://www.mphec.ca/english/about.html>
- Maritime Provinces Higher Education Council. (2007b). *International enrolments*,
Unpublished raw data. Halifax, Nova Scotia.
- Meiras, S. (2004) International education in Australian universities: Understandings,
dimensions and problems. *Journal of higher education policy and management*,
26 (3), 371-380
- Mihyo, P. (April 2004). *GATS and higher education in Africa: Conceptual issues and
development perspectives*. Paper presented at a Workshop on the Implications of
WTO/GATS for Higher Education. Accra, Ghana.
- Ministry of Advanced Education. (2002a). *Service plan: 2002/2003 – 2004/2005*,
Victoria, British Columbia: Author. Available online at
http://www.bcbudget.gov.bc.ca/Annual_Reports/2002_2003/aved/aved.pdf

Ministry of Advanced Education. (2002b). *Degree authorisation act*. Victoria, British

Columbia: Author. Available online at

http://www.qp.gov.bc.ca/statreg/stat/D/02024_01.htm

Ministry of Advanced Education. (2003). *Annual Service plan: 2003/2004*. Victoria,

British Columbia: Author. Available online at

http://www.bcbudget.gov.bc.ca/Annual_Reports/2003_2004/aved/aved.pdf

Ministry of Advanced Education. (2004). *Service Plan: 2004/2005 – 2006/2007*.

Victoria, British Columbia: Author. Available online at

http://www.bcbudget.gov.bc.ca/Annual_Reports/2004_2005/aved/aved.pdf

Ministry of Advanced Education. (2005). *Budget and fiscal plan 2005/06 – 2007/08*.

Victoria, British Columbia: Author. Available online at

<http://www.bcbudget.gov.bc.ca/2005/bfp/Budget%20and%20Fiscal%20Plan.pdf>

Ministry of Advanced Education. (2006). *Budget and fiscal plan 2006/07 – 2008/09*.

Victoria, British Columbia: Author. Available online at

http://www.bcbudget.gov.bc.ca/2006/bfp/BudgetandFiscalPlan_06.pdf

Ministry of Advanced Education. (2007a). *Service plan: 2007/2008 – 2009/2010*.

Victoria, British Columbia: Author. Available online at

<http://www.bcbudget.gov.bc.ca/2006/sp/ae/ae.pdf>

Ministry of Advanced Education. (2007b). *Learning programs branch*. Victoria, British

Columbia: Author. Available online at

http://www.aved.gov.bc.ca/organization/learning_prgms/welcome.htm

- Ministry of Advanced Education. (2007c). *About the ministry*. Victoria, British Columbia: Author. Available online at <http://www.aved.gov.bc.ca/organization/welcome.htm>
- Ministry of Advanced Education. (2007d). *Student aid: Irving K. Barber*. Victoria, British Columbia: Author. Available online at http://www.aved.gov.bc.ca/studentaidbc/specialprograms/irvingkbarber/international_scholarships.htm
- Ministry of Economic Development. (2007). *British Columbia Asia Pacific initiative*. Victoria, British Columbia: Author. Available at http://www.ecdev.gov.bc.ca/AsiaPacific/Asia_Pacific_Initiative.pdf
- Ministry of Finance. (2005). *Annual Service Plan Report 2005-2006*. Victoria, British Columbia: Author. Available at http://www.bcbudget.gov.bc.ca/Annual_Reports/2005_2006/fin/fin.pdf
- Ministry of Finance. (2007). *Population counts*. Ottawa, Ontario: Author. Available at <http://www.fin.gov.on.ca/english/economy/demographics/census/cenhi06-1.html>
- Ministry of Training Colleges and Universities. (2007a). *Organisational Chart*. Toronto, Ontario: Author. Available at http://www.edu.gov.on.ca/eng/general/tcu_chart.pdf
- Ministry of Training Colleges and Universities. (2007b). *Post-secondary education choice and excellence Act, 2000*. Toronto, Ontario: Author. Available at http://www.e-laws.gov.on.ca/DBLaws/Statutes/English/00p36_e.htm
- Ministry of Training Colleges and Universities. (2007c). *Degree authority in Ontario*. Toronto, Ontario: Author. Available at: <http://www.edu.gov.on.ca/eng/general/postsec/legislation.html>

- Ministry of Training Colleges and Universities. (2007d). *Plans and annual reports: Published results based plan 2006/07*. Toronto, Ontario: Author. Available at <http://www.edu.gov.on.ca/eng/tcu/about/annualreport/>
- Morgan, G. (1997). *Images of organisation*. USA: Sage Publishing.
- Nova Scotia Advisory Board on Colleges and Universities. (2005). *Nova Scotia advisory board on colleges and universities: University funding formula*. Halifax, Nova Scotia. Available at http://nsabcu.ednet.ns.ca/funding_formula.shtml
- Neave, G. (1992). *Institutional management of higher education: Trends, needs and strategies for co-operation*. Paris, France: International Association of Universities document for UNESCO.
- Nova Scotia. (1997). *News Archive: 2.1 million to market NS universities and colleges*. Halifax, Nova Scotia. Author. Available at <http://www.gov.ns.ca/cmns/msrv/viewRel.asp?relID=/cmns/msrv/nr-1997/nr97-12/97120404.htm>
- Nova Scotia Council on Higher Education. (1998). *University Funding Formula – Technical Report*, Halifax, Nova Scotia: Author.
- Nova Scotia Council on Higher Education. (2000). *Annual Report*. Halifax, Nova Scotia Author.
- Observatory on Borderless Higher Education. (2006). *Canadian University backs down on proposed for-profit college, as student and faculty resistance to privatisation grows in the province*. London, UK: Author. <http://www.obhe.ac.uk/news/February2006.html>

- Observatory on Borderless Higher Education. (2007). *Presumed guilty by association? Lansbridge University to close after months of accusatory wrongdoing*. London, UK: Author. Available at <http://www.obhe.ac.uk/news/February2007.html>
- Organisation for Economic and Cooperative Development. (2004). *Internationalisation and trade in higher education: Opportunities and challenges*. Paris, France: Author.
- Organisation for Economic and Co-operative Development. (2002). *Education Policy Analysis*. Paris, France: Author.
- Organisation for Economic and Co-operative Development. (2006). *Education at a Glance: OECD indicators 2006*. Paris, France: Author.
- OECD Observer. (2004). *Internationalisation of Higher Education*. Paris, France:
- Ontario Government. (2006). *University tuition fees for full time students 2004-2005*. Toronto, Ontario: Unpublished Raw Data.
- Paskey, J. (2000, October 3). *7 institutions create a Canadian virtual university*. Chronicle of Higher Education
- Plant, G. (2007) *Campus 2020: Thinking ahead: The report*. Victoria, British Columbia: Ministry of Advanced Education.
- Powar, K. (2002, June 10-16). *WTO, GATS and Higher Education: An Indian Perspective*. University News, 40
- Rae, B. (2005) *Ontario: A Leader in learning: Report and recommendations*. Ontario, Canada: Ministry of Training, Colleges and Universities.
- Quang, Z. (2003). *Internationalisation of Higher Education: towards a conceptual framework*, *Policy futures in education*, 1(2), 248-270.

- Queen's University (2006). Welcome to Queen's University international centre.
Kingston, Ontario: Author. Available at <http://www.queensu.ca/quic/>
- Samier, E. (2003). *Ethical foundations for educational administration: essays in honour of Christopher Hodgkinson*. London, UK, Routledge Falmer.
- Senyshyn, S. (2006, February 6) *Official letters of concern in regards to IBT - From the SFU Faculty Assn, The Peak*. Available at <http://www.peak.sfu.ca/the-peak/2006-1/issue5/le-ibt1.html>
- Shils, E. (1997). *The order of learning: essays on the contemporary university*. New Brunswick, NJ: Transaction Publishers.
- Simon Fraser University. (2000). *Internationalization for the new millennium*. Burnaby, British Columbia: Author. Available at <http://www.sfu.ca/international/files/PDF/internationalization.pdf>
- Simon Fraser University. (2001). *Senate Committee on International Activities: Guidelines for the submission and approval of proposals for new international activities*. Burnaby, British Columbia: Author. Available at http://www.sfu.ca/Senate/SenateComms/SCIA/scia_guidelines.html
- Simon Fraser University. (2000). *SFU International: Strategic plan July 2004-June 2006 Activities: Guidelines for the submission and approval of proposals for new international activities*. Burnaby, British Columbia: Author. Available at <http://www.sfu.ca/international/files/PDF/SPext.SFUintl2.pdf>
- Simon Fraser University. (2006a). *University Policy on International Activities*. Burnaby, British Columbia: Author. Available at <http://www.sfu.ca/policies/general/gp23.htm>

Simon Fraser University. (2006b). *International student recruitment*. Burnaby, British Columbia: Author. Available at

http://www2.sfu.ca/vpacademic/files/ISR_Senate_Paper_13jan06.pdf

Simon Fraser University. (2006c). *Senate Minutes March 2006*. Burnaby, British Columbia: Author. Available at

http://www.sfu.ca/senate/meeting_summaries/archives-Senate/SenateMinutes06/Sum_0306.html

Simon Fraser University. (2006d). *Senate committee for international affairs September 2006*. Burnaby, British Columbia: Author. Available at

<http://www.sfu.ca/Senate/SenateComms/SCIA/2006/sciaminsep06.html>

Simon Fraser University. (2006e). *Senate approves prep college for international students at SFU*. Burnaby, British Columbia: Author. Available at:

http://www.sfu.ca/pamr/news_releases/archives/news03070601.htm

Simon Fraser University. (2006f). *International Student Headcount by Semester and Visa Type*. Burnaby, British Columbia: Author. Available at

<http://www.sfu.ca/analytical-studies/FactBook/d-student/d25.pdf>

Simon Fraser University. (2006g). *SFU exchange student rates*. Burnaby, British Columbia: Unpublished

Simon Fraser University. (2006h). *About SFU international*, Simon Fraser University. Burnaby, British Columbia: Author. Available at:

<http://www.sfu.ca/international/About/>

- Simon Fraser University. (2007a). *Analytical Studies: Fact book*. Burnaby, British Columbia: Author. Available at <http://www.sfu.ca/analytical-studies/FactBook/fingertip.pdf>
- Simon Fraser University. (2007b). *Simon Fraser university undergraduate enrolment plan*. Burnaby, British Columbia: Author. Available at <http://www.sfu.ca/analytical-studies/enrolplan/UGSenateApproved.pdf>
- Simon Fraser University. (2007d). *Global initiatives*. Burnaby, British Columbia: Author. <http://www.sfu.ca/international/gi/>
- Simon Fraser University. (2007f). *International mobility awards*. Burnaby, British Columbia: Author. Available at http://www.sfu.ca/international/abroad/Other_Programs/intl_mobility_awards.html
- Simon Fraser University. (2007i). *Admission guide for international students*. Burnaby, British Columbia: Author. Available at <http://students.sfu.ca/forms/IntlAdm.pdf>
- Simon Fraser University. (2007j). *Admission guide for Canadian highschool students*. Burnaby, British Columbia: Author. Available at <http://students.sfu.ca/forms/CdnHSAdm.pdf>
- Simon Fraser University. (2007i). *Field school destinations*. Burnaby, British Columbia: Author. Available at <http://www.sfu.ca/international/abroad/fieldschools/>
- Simon Fraser University. (2007k). *For faculty and staff*. Burnaby, British Columbia: Author. Available at <http://www.sfu.ca/international/faculty/>
- Simon Fraser University. (2007k). *Partnerships and projects*. Burnaby, British Columbia: Author. <http://www.sfu.ca/cstudies/international/projects.htm>

- Simon Fraser University. (2007m). *SFU-ZU dual degree program*. Burnaby, British Columbia: Author. Available at http://www.sfu.ca/international/abroad/dual_degree_program.html
- Simon Fraser University. (2007n). *Directors welcome*. Burnaby, British Columbia: Author. Available at: <http://int.educ.sfu.ca/director-s-welcome>
- Simon Fraser University. (2007o). *School of international studies*. Burnaby, British Columbia: Author. Available at <http://www.sfu.ca/internationalstudies/>
- Simon Fraser University. (2007o). *Continuing studies: English language and culture immersion programmes Development*. Burnaby, British Columbia: Author. <http://www.sfu.ca/cstudies/lang/elc/>
- Singh, M. (April 2004). *Higher Education in Africa: International Cooperation and GATS*. Paper presented at a Workshop on the Implications of WTO/GATS for Higher Education. Accra, Ghana.
- Snyder, J., Bolin, F., and Zumwalt, K. (1989). Curriculum implementation. In Jackson, P.W. (Ed.), *Handbook of research on curriculum* (pp. 402-435) New York, United States: Macmillan.
- Statistics Canada. (2006). *Immigrant population by place of birth, by census metropolitan areas*. Ottawa, Ontario: Author. Available at <http://www40.statcan.ca/101/cst01/demo35e.htm>
- Statistics Canada. (2006). *Population and dwelling counts, for Canada provinces and territories, 2006 and 2001 censuses - 100% data*. Ottawa, Ontario. Author. Available at <http://www12.statcan.ca/english/census06/data/popdwell/Table.cfm?T=101>

- Statistics Canada. (2007). *University enrolments by registration status and sex, by province*. Ottawa, Ontario: Available at <http://www40.statcan.ca/101/cst01/educ53a.htm>
- Steffenhagen, J. (2007, October 23). *We feel betrayed: Kingston College students*. Vancouver Sun.
- Taylor, S., Rizvi, F., Lingard, B. and Henry, M. (1997). *Educational policy and the politics of change*. New York, USA: Rutledge Falmer, Taylor and Francis Group,
- The University Presidents Council. (2007a). *About*, Vancouver, British Columbia: Author. Available at <http://www.tupc.bc.ca/about/index.html>
- The University Presidents Council. (2007b). *Publications*. Vancouver, British Columbia. Available at <http://www.tupc.bc.ca/publications/>
- The University Presidents Council. (2007b). *Headcount enrolment by level and enrolment status (nov 1)*, Vancouver, British Columbia: Author. Available at http://www.tupc.bc.ca/facts_figures/pdf/tupc3.1.pdf
- UNESCO. (2004a). *What it is, what it does*. Paris, France: Author. Available at (<http://unesdoc.unesco.org/images/0013/001315/131585e.pdf>)
- UNESCO. (2004b). *Executive Board*. Paris, France: Author. Available at <http://www.unesco.org/exboard/members.shtml>,
- UNESCO. (1995). *Policy Paper for change and development in higher education*. Paris, France: Author.
- Van der Wende, M. C. (1996). *Internationalising the curriculum in Dutch higher education: An international comparative perspective*. Unpublished doctoral dissertation: Utrecht University.

- Van Dijk, H. and Keijer, K., (1997). The internationalisation cube: A tentative model for the study of organisational designs and the results of internationalisation of higher education. *Higher Education Management*, 9 (1), 157-166.
- Van Praet, N (1999, February 5) *We don't need no (private) education*. Capital News. Available at http://www.carleton.ca/Capital_News/05021999/f5.htm
- Warner, G. (1992). Internationalisation models and the role of the university. Ottawa, Ontario: Canadian Bureau of International Education.
- Weber. M. (1978). *Economy and society*. University of California Press: USA
- Wilfred Laurier University. (1998). *Laurier of the future: 1998-2002*. Waterloo, Ontario: Author. Available at <http://www.wlu.ca/documents/863/plan.pdf>
- Wilfred Laurier University. (2002). *Laurier of the future: An update on actions achieved 1998 to 2002: Issues, actions and concerns resulting from the planning update*. Waterloo, Ontario: Author. Available at <http://www.wlu.ca/documents/862/plan-update.pdf>
- Wilfred Laurier University. (2005a). *Laurier's century plan: 2005-2011*. Waterloo, Ontario: Author. Available at http://www.wlu.ca/page.php?grp_id=158&p=2256
- Wilfred Laurier University. (2005b). *Rae'sed expectations: 2005-2006 budget*. Waterloo, Ontario: Author. <http://www.wlu.ca/documents/13990/0506budget.pdf>
- Wilfred Laurier University. (2006a). *Balancing expectations: 2006-2007 budget*. Waterloo, Ontario: Author. http://www.wlu.ca/documents/15679/0607_Budget_Package.pdf

- Wilfred Laurier University. (2006b). *Laurier partners with Chinese institute to offer sequential degree*. Waterloo, Ontario: Author. Available at http://www.wlu.ca/news_detail.php?grp_id=151&nws_id=2771
- Wilfred Laurier University. (2007a). *Laurier international*. Waterloo, Ontario: Author. Available at http://www.wlu.ca/homepage.php?grp_id=151
- Wilfred Laurier University. (2007b). *Laurier international review committee summary report, January 2007*, Waterloo, Ontario: Author. Available at http://www.wlu.ca/docsnpubs_detail.php?grp_id=151&doc_id=22371
- Wilfred Laurier University. (2007c). *Fees: 2005-2006*. Waterloo, Ontario: Author. Available at <http://www.wlu.ca/calendars/section.php?cal=1&s=98&ss=344&y=12>
- Wilfred Laurier University. (2007d). *Common university data. Ontario*, Waterloo, Ontario: Author. Available at <http://www.wlu.ca/cudo/htmlSectionE.php>
- Wilfred Laurier University. (2007e). *Laurier international: Staff listing*. Waterloo, Ontario: Author. Available at http://www.wlu.ca/fac_listing.php?grp_id=151
- Wilfred Laurier University. (2007f). *Graduate studies*, Waterloo, Ontario: Author. Available at http://www.wlu.ca/homepage.php?grp_id=36
- World Bank. (1994). *Higher Education: The Lessons of Experience*. Washington D.C., USA: The International Bank for Reconstruction and Development, World Bank.
- World Bank. (2002). *Constructing Knowledge Societies: New Challenges for Tertiary Education*. United States of America: The International Bank for Reconstruction and Development/The World Bank

World Bank. (2004). *About us*. Washington, D.C., USA: Author. Available at <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/0,,contentMDK:20040558~menuPK:34559~pagePK:34542~piPK:36600~theSitePK:29708,00.html>

World Bank. (2004b). *Boards of directors*. Washington, D.C., USA: Author. Available at <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/ORGANIZATION/BODEXT/0,,contentMDK:20124817~menuPK:64020035~pagePK:64020054~piPK:64020408~theSitePK:278036,00.html>

World Bank. (2004c). *Education For all (EFA)*. Washington, D.C., USA: Author. Available at <http://www1.worldbank.org/education/efa.asp>

World Trade Organisation. (1998). *Educational Services*. Washington, D.C, USA; Author. Available at http://www.wto.org/english/tratop_e/serv_e/w49.doc

Yin, R. (1994). *Case Study Research: Design and Methods*. London, UK: Sage Publications

APPENDIX A: ETHICS APPROVAL



OFFICE OF
RESEARCH ETHICS

August 28, 2007

STREET ADDRESS
SIMON FRASER UNIVERSITY
Multi-Tenant Facility
Room 230, 8900 Nelson Way
Burnaby, B.C. Canada
V5A 4W9

Ms. Mary Lennon
Graduate Student
Faculty of Education
Simon Fraser University

MAILING ADDRESS
8888 UNIVERSITY DRIVE
MULTI-TENANT FACILITY
BURNABY, B.C. CANADA
V4A 1S6

Dear Ms. Lennon:

**Re: Canadian Approaches to University
Internationalisation: Actors, Activities and Rationales**
- Appl. #36932
Title Change & Amendment

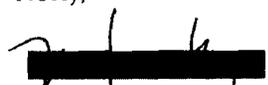
In response to your request dated August 27, 2007, I am pleased to approve, on behalf of the Research Ethics Board, the title change from, "Internationalisation of Canadian Universities" along with a change in supervisor from Dr. Allan MacKinnon to Dr. Eugenie Samier, in the research protocol of the above referenced Request for Ethical Approval of Research originally approved on January 19, 2006.

If there is an adverse event, the principal investigator must notify the Office of Research Ethics within five (5) days. An Adverse Events form is available electronically by contacting dore@sfu.ca.

Please note that all correspondence with regards to this application will be sent to your SFU email address.

Best wishes for continued success in this research.

Sincerely,


Dr. Hal Weinberg, Director
Office of Research Ethics

c: Dr. Eugenie Samier, Supervisor
/jmy

Appendix B: Sample of Questionnaire/Interview Questions for Participants

1. What year was the department created?
2. How many people work in the department?
3. Are there any policies you operate under?
4. With the introduction of the XXX recommendations have there been any significant developments in the department for international activities.
5. Is the XXX responsible for the international student marketing plan? If so how is the activity taking place?
6. How Is the XXX involved with the new funding for student exchanges.
7. What is the overall budget given for internationalisation activities from the XXX fund?
8. Would you be able to share your operating budgets?
9. Is there any involvement from other provincial departments in internationalisation activities?
10. Do you have contact with any federal or NGO's regarding internationalisation activities?
11. Do you have international student numbers for the province for the past 10 years? Would you be able to share them
12. Do you have international exchange number for the province for the past 10 years? Would be able to share them?