

A World of Learning

Canada's Performance and Potential
in International Education





The Canadian Bureau for International Education

The Canadian Bureau for International Education (CBIE) is Canada's national, bilingual, not-for-profit organization dedicated to making Canada a global leader in international education.

CBIE is the national voice promoting Canadian international education by mobilizing expertise, knowledge, opportunity and leadership.

CBIE's pan-Canadian membership comprises all levels of education, including schools and school boards, cégeps, colleges, polytechnics, language schools and universities, which enroll over 1.2 million students from coast to coast.

CBIE's activities comprise advocacy, research, training programs, scholarship management, knowledge transfer through technical assistance, supporting capacity for international educators, and engaging in cooperative projects in capacity building, institutional strengthening and human resource development.

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List of Acronyms Used in This Report

ACCC	Association of Canadian Community Colleges
ASEAN	Association of Southeast Asian Nations
AUCC	Association of Universities and Colleges of Canada
BCCIE	British Columbia Council for International Education
CAPS-I	Canadian Association of Public Schools - International
CCIE	Canadian Consortium for International Education
CEC	Canadian Experience Class Program of Citizenship and Immigration Canada
CIC	Citizenship and Immigration Canada
CMEC	Council of Ministers of Education of Canada
DAAD	German Academic Exchange Service
DFATD	Department of Foreign Affairs, Trade and Development Canada
eP3	Public-private partnerships for education
IAU	International Association of Universities
ILN	CBIE's Internationalization Leaders' Network
LAC	Latin America and the Caribbean region
MENA	Middle East and North Africa
MOOC	Massive Open Online Course
OCWP	Off-Campus Work Permit program of Citizenship and Immigration Canada
PAFSO	Professional Association of Foreign Service Officers
PGWP	Post-Graduation Work Permit program of Citizenship and Immigration Canada
PPP or P3	Public-Private Partnerships
STEM	Science, Technology, Engineering, and Math
TVET	Technical/Vocational Education and Training

Preface

I am pleased to introduce this second edition of CBIE's report on the state of international education in Canada, *A World of Learning: Canada's Performance and Potential in International Education 2013*.

This report provides a substantial overview of policy and practice in our field. It addresses a number of topical issues and trends in depth, including the much-discussed MOOCs and Public-Private Partnerships, or P3s. I hope that the report will be widely read and used to expand knowledge and understanding of Canada's participation in international education.

Earlier this year we pre-released selected data to *The Globe and Mail* for a story on integration programs offered by institutions to ensure the success of their international students. The article touched on only a few programs, but this kind of national media coverage is highly useful in broadening understanding of the needs of our students from abroad and the value they bring to Canadian education and society.

The data we provided to *The Globe* told a mixed story. While the majority of students say that Canadians are friendly and would like more chances to get to know them, over half indicated that their friends primarily consist of other international students. This information reinforces the importance of the kind of services and programs offered by our institutions and, I hope, will encourage further efforts.

Canada continues to be a popular destination for international students. There were 11% more international students here in 2012 than in 2011 – a total of 265,377 students. This is a remarkable 94% increase since 2001.

This growth is highly gratifying and exciting. However, international education is a two-way street. Unfortunately we cannot yet fully tell the story of study abroad by Canadians. As Lynne Mitchell of the University of Guelph points out in her important contribution to this report, we need to implement better tracking measures and at the same time work harder to ensure that Canadians get the opportunities they need to internationalize their education.

International education is critical to the future of Canada and Canadians. As Canada's national organization, CBIE aims to ensure that our members, students, stakeholders and the public fully benefit from its possibilities. I hope that this report will be used by many and lend further impetus to our initiatives and ongoing work.

Karen McBride
President and CEO
Canadian Bureau for
International Education



Executive Summary

A World of Learning: Canada's Performance and Potential in International Education 2013 is the second edition of CBIE's comprehensive report on international education in Canada. This publication aims to provide a valuable resource for leaders, policy-makers and professionals across the education sphere, in government and the private sector, as well as fellow researchers in this country and abroad, and to advance our collective understanding of international education in Canada.

Internationalization in Canada

Chapter one reviews international education's increasing importance for Canada, driven by broader globalization trends. This shift, which has made Canadian international education efforts more focused and robust, can be seen at the federal and provincial levels of government as well as at individual institutions across Canada. The chapter provides an overview on developments including policy statements and strategies, marketing initiatives, and immigration issues relating to international education.

International Students

Chapter two considers the global demand for international higher education, which is expected to increase from 4.1 million in 2010 to 7.2 million by 2025. In 2011, Canada enrolled about 5% of internationally mobile students, making it the 7th most popular host country behind the US, UK, China, France, Germany, and Australia.

Since 2001 the number of international students in Canada has increased by 94% to over 265,000 students at all levels. Canada's international student population comes from countries across the globe, but a few send far more students than others. The top five source countries remained unchanged between 2011 and 2012; China, India, Korea, Saudi Arabia and the US, combined, continue to make up more than half of Canada's international students.

China remained the top source country in 2012, with 20% more students than in 2011. The Chinese student population makes up over 30% of the entire international student population and is greater than the percentage of India, Korea and Saudi Arabia combined. South Asia is the region with the highest growth, with a 217% increase in students between 2008 and 2012, primarily driven by the large growth in the number of Indian students in the last four years.

These countries, among other high-growth countries such as Nigeria, Brazil, and Vietnam represent key international education markets that add to the cultural and social fabric of Canada and provide linkages for future business, research and diplomatic partnerships.

Moreover, international students contribute greatly to Canada's economy. In 2010, international students in Canada spent over \$7.7 billion on tuition and living costs, and created over 81,000 jobs.

To continue to increase Canada's market share of mobile students and to ensure students have a positive experience during their stay, it is important to understand why students choose Canada over other countries and how government policies impact a student's decision to study in Canada. To accomplish this, this chapter utilizes government data to explore issues such as ease of obtaining a study permit, opportunities for off-campus and post-graduation work, and opportunities to transition to permanent residency.

The Students' Voice

Chapter three offers the perspectives of Canada's international student population, gathered primarily through CBIE's 2013 International Student Survey. In February 2013 CBIE surveyed 1,509 international students from 25 universities and colleges, at all levels of study and originating from all regions.

The first section of the chapter looks in detail at survey responses regarding international students' decision to study in Canada, including their perspectives on Canada's academic reputation, Canada's reputation as a safe country, the affordability of education in Canada, and opportunities for work and permanent residency. Findings in other areas, including student satisfaction, social and cultural adjustment, and post-graduation plans are also reported.

Levels of international student satisfaction remain high; our surveys in both 2012 and 2013 found that approximately nine out of 10 respondents were either *satisfied* or *very satisfied* with their experience in Canada. Ninety-six percent of students indicated they would *definitely* or *probably* recommend Canada as a study destination. Increasingly, Canada appears to be the first country of choice among students; only about 20% of respondents indicated that they had applied to countries other than Canada, a substantial decrease compared to last year (45%). Student plans to stay in Canada after graduation is gaining momentum, with

almost half (46%) of surveyed students indicating that they plan to apply for permanent residency, compared with 21% of students in the 2012 survey.

While the majority (78%) of students said that they would like more chances to experience Canadian culture and family life, slightly over half (55%) indicated that their friends primarily consist of other international students. About one-third (34%) of students are friends with a mix of Canadian and international students, and approximately 7% are friends primarily with Canadian students.

A second section of the chapter takes a closer look at international student experiences of discrimination. We provide survey findings and explore the topic through interviews with a sample of students who reported experiences of discrimination in the survey. The research suggests that discrimination against international students is a global and societal issue affecting all major receiving countries to some degree. The chapter concludes with series of best practice recommendations for creating inclusive campuses and enhancing the international student experience.

The Qualities and Quantities of Study Abroad

Chapter four focuses on study abroad for Canadian students. Despite the benefits of study abroad at the individual (e.g. employment skills) and national (e.g. economic competitiveness) levels, Canada's participation rate of less than 3% is significantly lower than that of other countries, such as Germany, which has a participation rate of 30% with future targets of 50%.

However, gathering data on Canada's study abroad participation rates is challenging. In this chapter Lynne Mitchell urges a common definition of study abroad and development of a consistent, measurable set of indicators to track national participation statistics.

In addition to quantitative measurement of study abroad, Mitchell argues that the question of quality also must be addressed. Learning outcomes articulate the desired competencies and knowledge to be developed through the overseas experience, and without preparation and critical thinking skills most students will not be able to take maximum advantage of the opportunity that study abroad presents. However, Mitchell asserts the importance of unintended or serendipitous learning — often the best part of experiential learning abroad.

Pathways to Education

Chapter five features case studies of several programs that serve as pathways to education and employment, demonstrating how Canadian colleges and universities are globalizing their students' educational experience.

Pathway programs are currently a part of the trajectory to post-secondary education in Canada for many international students. These programs facilitate the transition between levels or types of study, or from post-secondary education to employment in Canada. Pathway models for international students may begin with education abroad and serve as a springboard to education in Canada through overseas courses, programs, partnerships, or campuses. Domestic students also benefit from pathway programs that promote participation in educational experiences overseas.

Emerging Trends in Transnational Education

This chapter explores two emerging trends in innovative transnational education delivery: Offshore campuses employing Public-Private Partnerships (P3's), and Massive Open Online Courses (MOOCs).

There is increasing interest by post-secondary education institutions (PSE's) in developing education programs in other countries through private sector partnerships. These initiatives, two of which are highlighted in this chapter, offer a number of benefits, including affordability, risk-sharing, and the opportunity to draw on consortium expertise. However, a number of drawbacks are noted, including complexity, transactional costs, longer commitment periods and unanticipated costs. The chapter outlines potential risks to Canadian PSE's as well as a number of best practices to mitigate these risks.

Several major consortiums offer MOOCs through a growing number of university partners. Despite the potential of MOOCs, financial, practical, and ethical considerations are still being worked out. Case studies of two innovative MOOCs initiatives in developing countries are offered to illustrate the potential of this new platform to democratize higher education.





Layla Katharine de Freitas F. Santana studied at Brock University on a Ciência sem Fronteiras (Science without Borders) scholarship. CBIE Photo Contest 2012.

Internationalization of Canadian Education

Internationalization in Canada continues to advance and the past year has marked a number of exciting developments. CBIE was actively engaged in the consultative process for the [Advisory Panel on Canada's International Education Strategy](#),¹ which fed into the Panel's report released in August 2012. Since then, CBIE and our member institutions have focused on following up on the report's recommendations, working with colleagues and partners in government and the private sector.

In March 2013, the federal government's budget, the [Economic Action Plan](#)² recognized that "international education is a key driver of Canada's economy and future prosperity." Amounts allocated for internationalization were modest, reflecting economic circumstances; however, the budget statement offered promise for the future (see section below on the Federal Government's International Education Strategy). During the summer 2013 pre-budget consultations, CBIE made three key recommendations to the federal government finance committee. These recommendations included the introduction of an International Mobility Program by 2022 to allow 50,000 Canadian students per year to study abroad, the enhancement of investments in collaborative international partnerships between educational institutions in priority countries, and an increase in investments for the marketing of Canada's education brand.

This year, 2012-2013, has seen a rethink that includes heightened emphasis on quality assurance, greater focus on Canadian students studying abroad, internationalizing the campus and curriculum, broadening and deepening international partnerships, and bringing Canadian qualifications to students in countries around the world. Enhanced interest and expanded activity raises ethical questions, and in response, a number of tools have been developed to ensure ethical practice in international education, including CBIE's [Code of Ethical Practice](#), the [International Student Mobility Charter](#),³ and IAU's [Affirming Academic Values in Internationalization of Higher Education: A Call for Action](#).⁴

Leadership of International Education in Canada

In Canada, the provinces and territories have constitutional responsibility for education, while at the federal level, Citizenship and Immigration Canada (CIC) has responsibility for issues related to international student immigration. The Department of Foreign Affairs, Trade and Development Canada (DFATD) shares responsibility in the area of branding and promotion with the Council of Ministers of Education, Canada (CMEC).

The Federal Government's International Education Strategy

CBIE thanks the Department of Foreign Affairs, Trade and Development Canada (DFATD) for providing this information.

Education in Canada is of exclusive and legislated provincial and territorial jurisdiction. The Department of Foreign Affairs, Trade and Development (DFATD) is responsible for the conduct of Canada's foreign policy and for promoting national interests abroad. Programs and activities of DFATD, such as International Scholarships and Edu-Canada (the promotion of Canadian education abroad), contribute to Canada's international agenda, including the Global Commerce Strategy, which outlines the government's long-term commitment to create the best educated, most skilled and flexible workforce. Working closely with provincial and territorial governments and the associations, these programs and activities foster Canadian interests worldwide in the areas of knowledge and learning. They promote Canada as a study and research destination and facilitate international mobility for study for foreign nationals and Canadians alike.

1. The Advisory Panel report is available at http://www.international.gc.ca/education/assets/pdfs/ies_report_rapport_sei-eng.pdf

2. To access the Economic Action Plan 2013 please see <http://www.budget.gc.ca/2013/doc/plan/budget2013-eng.pdf>

3. For the International Student Mobility Charter see: <http://www.cbie-bcei.ca/wp-content/uploads/2013/03/International-Student-Mobility-Charter-2012.pdf>

4. For the IAU's Affirming Academic Values see: http://www.iau-aiu.net/sites/all/files/Affirming_Academic_Values_in_Internationalization_of_Higher_Education.pdf



The objectives of Budget 2006, which allocated \$1 million annually to achieve them, have been met or exceeded.

- Increase international students to Canada by 20% (achieved with an increase of 51% from 2007-2012)
- Coordination of the Imagine Education au/in Canada brand in partnership with the provinces and territories through the Council of Ministers of Education, Canada (CMEC)
- Increase international use of Canadian curricula by 10% (achieved with 21% increase from 2006-2010)
- Increase number of agreements facilitating two-way student mobility (achieved via bilateral roundtables and Signature Event Profile)

Canada has met its initial target from 2007-2012 with investment in the Edu-Canada Pilot. International education is now broadly recognized at federal and provincial levels for its positive contribution to Canada in education, labour market planning, industry innovation and with an economic contribution of more than \$8 billion annually.

An International Education Strategy

Economic Action Plan 2013 proposes \$23 million over two years for Canada's International Education Strategy to strengthen Canada's position as a country of choice to study and conduct world-class research. The Government recognizes that international education is a key driver of Canada's economy and future prosperity. International students and researchers bring needed skills and experience to the Canadian workforce, and can drive innovation and economic growth. A world-class international education sector, with appropriate pathways for students and researchers to transition to permanent residency, is essential to attracting top-level talent.

Budget 2011 announced the creation of an Advisory Panel on Canada's International Education Strategy, and Dr. Amit Chakma, President and Vice-Chancellor of the University of Western Ontario, was named as its chair. The Panel conducted extensive consultations and presented its report to the Government in August, 2012.

In response, Economic Action Plan 2013 announces Canada's International Education Strategy, which includes several elements to strengthen Canada's position as a country of choice to study and conduct world-class research. Key elements of the strategy are:

- \$10 million over two years for international marketing activities, including targeted market plans for priority markets, better promotion of a cohesive Canadian education brand, and a sophisticated web marketing strategy. The Department of Foreign Affairs and International Trade will work with key post-secondary

stakeholders and their member institutions to coordinate these activities.

- \$13 million over two years to the Mitacs Globalink Program to attract highly promising students from around the world to Canadian universities and to allow Canadian students to take advantage of training opportunities abroad.
- \$42 million over two years to support enhanced processing capacity within the Temporary Resident Program to meet growing demand, which will help ensure timely and efficient processing.

As well, the Government announced measures to maintain the integrity of the international student program by ensuring students are registered in properly designated educational institutions. It also announced measures to add flexibility for qualified international students to transition to permanent residency status. These changes will ensure that Canada's education system retains and builds on its global reputation for excellence. The changes will allow successful graduates to integrate into and enhance our skilled workforce, and thereby continue their contribution to Canadian innovation and economic development.

Further details of the plan will be provided in the coming months, and the Government will continue to review and respond to the Panel's other recommendations as its fiscal position improves.

International Education Marketing

Status Report on the Imagine Education au/in Canada Brand

CBIE thanks DFATD and CMEC for providing this report.

The launch of the Imagine Education au/in Canada brand in September 2008 marked a new phase in Canada's engagement within the field of international education. The brand is a joint initiative of the provinces and territories (P/Ts) through the Council of Ministers of Education, Canada (CMEC) and Foreign Affairs, Trade and Development Canada (DFATD) and it enables governments, educational institutions and organizations to speak to international students with a consistent voice and message.

The Imagine Education au/in Canada brand is intended to demonstrate that the value of the Canadian educational experience is unrivalled. Essentially, the brand conveys a message of openness and support through the concept of "empowered idealism." Our education system is founded on quality and our brand aims to convince international

students that the quality of a Canadian education will provide them with the tools they need to develop their full potential. Our brand is, therefore, intended to be a springboard that will help them fulfill their dreams and ambitions.

The institutions authorized to use the brand provide high quality education programs, deal with international students in accordance with recognized codes of practice, and are subject to quality-assurance mechanisms that monitor adherence to set standards. The brand, therefore, encompasses a pan-Canadian strategy on international education and a philosophy about standards of quality and service.

To date, over 261 institutions and organizations have been authorized to use the brand through a process that includes pre-authorization by a P/T government, participation in mandatory brand training, and the signing of a sub-license agreement. This represents a 43% increase since the previous year. Current brand authorized institutions include 116 post-secondary institutions, 59 elementary and secondary schools, and 74 second-language institutions. Twelve non-governmental organizations, including CBIE and all of the partner associations of the Canadian Consortium for International Education (Languages Canada, AUCC, ACCC, and CAPS-I), have also been authorized.

It is important to note that these brand-authorized institutions and organizations are among over 2,000 institutions that have already been pre-authorized as brand-eligible by P/T governments. All of these institutions are allowed to participate in branded events and fairs organized and supported by DFATD. In fact, in 2011-12, approximately 170 education promotion events such as Canada Education Fairs, media tours, networking events, Signature Events (major association events in other countries) and agent presentations were organized by DFATD in more than 75 countries worldwide. The Imagine brand was showcased at these events in all aspects of the promotion of Canada as a study destination.

While efforts to ensure the rollout of the brand to eligible institutions continue, several recent developments involving the brand deserve a mention: P/Ts continue to work closely with the Department of Citizenship and Immigration Canada (CIC) on proposed changes to Canada's International Student Program (ISP). These changes include the development by P/Ts of lists of institutions eligible to host international students with Study Permits. These new lists may have implications for the existing brand eligibility lists also developed by P/Ts, especially in the context of harmonization and policy coherence. In addition, in March 2012, the Government of Ontario extended brand eligibility

to its publicly funded colleges and universities. Since then, 24 Ontario colleges and universities have gained brand authorization. Lastly, in February 2013, the Government of Alberta and Languages Canada formalized an agreement granting Languages Canada member institutions in that province access to the Imagine Education au/in Canada brand for the first time.

Internationalization at the Provincial/Territorial Level

In last year's edition of *A World of Learning*, CBIE reported on the release of the international education marketing plan, [Bringing Education in Canada to the World, Bringing the World to Canada](#).⁵ The action plan was released in 2011 by CMEC, responding to a request by the Council of the Federation and encouraged the Provinces/Territories (P/Ts) to continue to implement their own international education strategies. This suggested that at that time the jurisdictions were moving ahead with a major impetus towards greater investment, marketing, and policy coherence. However, 2012 saw a shift towards provincial elections, budgetary restrictions in the education sector, a decrease in provincial trade missions, and proposed restructuring of Alberta's higher education system. In 2013 Ontario is also looking at reform designed for greater differentiation among institutions, and the Higher Education Quality Council of Ontario (HEQCO) has issued three reports in this regard, beginning with [Quality: Shifting the Focus](#).⁶ Despite this shift, there have been some investments and promising developments. The section below comprises internationalization updates provided by the P/Ts.

Last year CBIE reported on the release of **British Columbia's** international education strategy, [Canada Starts Here: The BC Jobs Plan](#).⁷ This plan aims to promote the two-way global flow of students, educators and ideas between countries, and position the province and its residents to benefit even more from the social, cultural and economic opportunities that flow from international education. This three-pronged approach aims to create a globally oriented education system in British Columbia, ensure that all students receive quality learning and life experiences, and maximize the benefits of international education — social, cultural and economic — for all BC communities, families and businesses. Major developments since its release include:

An international education marketing strategy was implemented to increase awareness of British Columbia as a high-quality education destination. Marketing materials were produced in English, Chinese, Korean, Japanese,

5. See http://www.cmec.ca/Publications/Lists/Publications/Attachments/264/COF_Bringing_Ed_to_Canada_Eng_final.pdf

6. To access Quality: Shifting the Focus please see <http://heqco.ca/SiteCollectionDocuments/FINAL%20SMA%20Report.pdf>

7. For the full strategy, visit the website <http://www.bcjobsplan.ca/wp-content/uploads/BC-Jobs-Plan-PDF.pdf>



and Portuguese. To complement this, seven dedicated Education Marketing Managers were hired in British Columbia's overseas trade and investment offices in Tokyo, Seoul, Shanghai, Beijing, Guangzhou, Mumbai and Bangalore. These individuals help to promote BC as a study destination and advance international education interests in priority markets.

A refreshed LearnLiveBC website was launched in December 2012, offering international students a portal to the province's quality post-secondary institutions and helping them to choose the right program and the right school for their goals. The site is available in English, Chinese, Korean, Japanese and Portuguese.

An Internationalization Mentorship Program was launched by the British Columbia Council for International Education (BCCIE) to support the development of partnerships and mentorships between generations and cultures of international education professionals in BC. The program will increase collaboration among the sector by sharing knowledge and by highlighting partnership opportunities.

The BC Government put in place new governance and operating requirements for the K-12 sector's BC Global Education Program - Offshore Schools to align with the BC Jobs Plan and ensure the highest quality BC curriculum programs are delivered internationally.

The Ministry of Advanced Education and the Ministry of Education have welcomed a number of delegations from key markets, including China and India, to discuss shared interests in international education and opportunities for collaboration.

Alberta's International Education Action Plan, described in last year's report, is being updated to reflect Alberta's new [International Strategy](#)⁸ released in May 2013. This strategy presents a Team Alberta approach to bolster access in priority markets, attract investment and give Albertans support to succeed globally. International education is a critical cornerstone within the overall strategy and Regional Strategies being developed through the Ministry of International and Intergovernmental Relations. Preparing Albertans for success in the global economy is one of the four International Strategy objectives. Initiatives include establishing international offices in four priority countries and the creation of an Alberta International Development Office that will help share Alberta's expertise with developing countries.

In January 2013 the Ministry of Enterprise and Advanced Education created the Division of International Partnerships to support collaboration within the department, with sister ministries, federal and provincial governments, stakeholders, business and industry partners to connect

Alberta's talent, enterprises, education, research and innovation organizations to global partners, networks and leading edge ideas and technology.

Alberta also continued to support a portfolio of new and ongoing initiatives focused on ensuring the province has the talent necessary for continued economic and social prosperity:

- In November 2012 Alberta extended support for Phase 2: Alberta–Saxony (Germany) Intercultural Internship Alliance which will exchange up to 50 Alberta and Saxon undergraduate and graduate students annually in research and industry placements.
- The Alberta Abroad Program which provides talented young Albertans with the opportunity to work in international organizations in placements for up to a year was launched.
- The province provided funding to over 2000 Alberta students to allow them to pursue international study, internship and research initiatives and to support participation in provincial-wide programs such the Alberta Smithsonian Institute Program, The Washington Centre Program and the Campus Alberta Grant for International Learning.
- The Alberta Graduate Outcomes Survey released in October 2012 revealed that for the class of 2009-2010 (publicly funded institutions), 6% of graduates reported having studied abroad as part of their studies.
- Through programs such as the Alberta China Doctoral Awards and the MITACS Globalink Programs, Alberta attracted international undergraduate and graduate students into Alberta research and innovation priority areas.

Enterprise and Advanced Education outreach efforts in 2012-13 included seven separate missions focused on raising international awareness of Alberta's Advanced Learning and Innovation Environment and discussions with foreign governments on educational partnerships. These included missions to India, Vietnam, Mexico and the United States.

International education is a priority for the Government of **Saskatchewan**. The [Saskatchewan Plan for Growth, 2012](#)⁹ recognizes the value of international education in Saskatchewan's long-term economic prosperity. It specifically refers to:

- Working with the province's post-secondary institutions to increase the number of international post-secondary students studying in Saskatchewan by at least 50 per cent by 2020;

8. For Alberta's full International Strategy 2013, visit the website <http://www.international.alberta.ca/documents/ABIInternationalStrategy2013.pdf>

9. The Saskatchewan Plan for Growth can be found at the following link: <http://www.gov.sk.ca/adx/asp/adxGetMedia.aspx?mediaId=1800&PN=Shared>

- Attracting and retaining more international students, who are a prime source of new talent and future immigration and population growth for Saskatchewan;
- Encouraging the study of international languages in Saskatchewan business schools in order to better equip our students and business community to engage internationally; and
- Establishing the Saskatchewan's International Future Scholarship to provide 20 students annually with the opportunity to study business at an international institution if they return to Saskatchewan for at least five years after they graduate.

The Ministry of Advanced Education is currently working on the development of a provincial international education strategy, which will include collaborating with the provincial post-secondary sector to achieve the goals of the *Plan for Growth*.

As required by the changes to the International Student Program that have been proposed by CIC, Saskatchewan is also developing a designation framework that will provide a transparent process to designate Saskatchewan post-secondary institutions to host international students. The framework will ensure that standards are met for international students and that Saskatchewan's post-secondary education reputation for excellence is maintained.

Last year CBIE reported on the [International Education Strategy](#)¹⁰ of the Province of **Manitoba**, which consists of the following five components:

1. Attracting greater numbers of international students from diverse world regions;
2. Partnering with overseas educational institutions and jurisdictions;
3. Internationalizing campuses and schools;
4. Providing Manitoba education offshore; and
5. Promoting international mobility of domestic students and faculty.

In May 2013, Manitoba introduced the [International Education Act](#),¹¹ the first-in-Canada legislation to codify best practices to ensure the protection of international students and the integrity of Manitoba education providers. This act governs all educational institutions that enroll international students including universities, colleges, language schools, private vocational institutions and public and private schools, as well as their recruiters of international students.

The International Education Act stipulates that education providers and recruiters must comply with a *Code of Practice and Conduct*, providing consistent standards for recruiting, enrolling, and supporting international students. The Act requires schools to maintain a publicly available list of their recruiters, and requires that names of non-compliant institutions and recruiters be made public. It outlines rules relating to inspection and compliance, and stipulates sanctions to address non-compliance, including loss of the right to offer particular programs to international students.

The 2010 [Open Ontario](#)¹² plan established a target to increase the number of international students in **Ontario** colleges and universities by 50 per cent to a total of 57,000 students by 2015, while guaranteeing spaces for qualified Ontario students. With approximately 59,000 international students enrolled in Ontario post-secondary education institutions in 2012-13, Ontario is pleased to have exceeded the target ahead of schedule.

Ontario continues to support the objectives outlined in the CMEC Council of the Federation's international education marketing action plan, *Bringing Education in Canada to the World, Bringing the World to Canada*. Key activities include supporting the *Imagine Education in/au Canada* brand, funding bilateral exchanges with partner jurisdictions and the Ontario Trillium Scholarships, which are awarded to the highest-ranking international PhD candidates recruited to Ontario universities.

Over the next year, Ontario will be developing new, sustainable targets for international enrolment in Ontario colleges and universities. The Ministry of Training, Colleges and Universities (MTCU) continues to support the retention of international students through links with immigration policy at the provincial and federal level. In addition, Ontario is examining broader aspects of internationalization, such as the establishment of off-shore campuses and the policy framework that governs the activities of Ontario post-secondary institutions abroad.

Ontario is committed to an inclusive education system that supports the province's economic growth and provides the highest quality learning experience for domestic and international students studying in both English and French.

In **Québec**, the actions of the Ministry of Higher Education, Research, Science and Technology (MESRST)¹³ concerning the internationalization of higher education are principally carried out within the framework of the [Stratégie ministérielle pour l'internationalisation de l'éducation québécoise](#)¹⁴ (2002). The strategy outlines four foundational principles:

10. For Manitoba's full strategy, visit the website http://www.gov.mb.ca/ie/pdf/ie_strategy2009.pdf

11. To access the International Education Act, visit the website <http://web2.gov.mb.ca/bills/40-2/bo44e.php>

12. To access Open Ontario, visit the website http://www.fin.gov.on.ca/en/budget/ontariobudgets/2010/papers_all.pdf

13. In the field of higher education, the functions of the Minister of Education, Recreation and Sports indicated in the law governing the Ministry of Education, Recreation and Sports (chapter M-15) are conferred to the Minister of Higher Education, Research, Science and Technology. Decree 878-2012, September 2012, (2012) 133 G.O. 2, 4872.

14. http://www.mels.gouv.qc.ca/fileadmin/site_web/documents/publications/BSM/Aff_internationales_canadiennes/plan_conjoint_a.pdf



1. To integrate an international dimension into the content of Québec education;
2. To increase and facilitate the mobility of knowledge and of persons;
3. To make Québec programs of education and training accessible to international and Canadian partners;
4. To exercise and make known Québec's expertise in education on the international stage and position it as an influential actor in globalization.

In 2008-2009, the government of Québec made the support of student international mobility one of its priorities. The Québec government/education system initiative aimed at recruiting foreign students was approved by the Council of Ministers. Within this initiative, the Ministry of Education, Recreation and Sports (MELS) and its ministerial partners adopted a three-year plan (2008-2011) which included a number of measures, such as support for the promotion of studies in Québec, language training for non-francophone international students, quotas for exemption from supplementary tuition fees, awarding of merit scholarships for foreign students, among others.

The objectives targeted in the three-year plan have largely been surpassed, as is evidenced by the 26.6% increase in foreign student enrollment in higher education from 2007 to 2011. Specifically, the number of higher education students at the college level rose from 2,569 in 2007 to 3,467 in 2011, an increase of 35.0%.¹⁵ The number of foreign students at the university level rose from 22,289 in 2007 to 28,007 in 2011, increase of 25.7%.¹⁶ Although the initiative

was concluded in 2011, international student enrollment continues to rise. Statistics show that in 2012, 3,608 international students were registered in the college network and 30,677 in the university network.¹⁷

The MESRST is maintaining the support measures for international mobility established in the three-year plan and continues to explore ways of further contributing to the internationalization of higher education.

A number of provinces and territories have not yet developed an official international education strategy, but have taken steps towards this process. **Prince Edward Island** has been taking steps toward developing its first international education strategy which may be released as early as autumn 2013.

Nova Scotia is currently in the process of developing a formal International Education Strategy which is expected to be established in the 2014-2015 year. In addition to this ongoing development, the province has taken a number of steps to advance provincial and institutional interests in international education.

The Nova Scotia Department of Labour and Advanced Education has created an International Student Policy Working Group under its Memorandum of Understanding between the universities and the province. This working group will explore a strategy to facilitate the attraction and retention of international students and explore best practice for a province wide post-secondary system focused on policy, practices and services for international student success.



15. Direction des politiques en enseignement supérieur, Direction générale des politiques et de la recherche, MESRST

16. Ibid

17. Ibid

The province, through its Excellence and Innovation Fund, has also approved a project proposed by universities in Nova Scotia that provides \$1 million for domestic and international recruitment projects. This multi-university effort, coordinated by [EduNova](#), is also expected to benefit other international education institutions in Nova Scotia and in other provinces.

Nova Scotia has also made advances in the development of legislation affecting international students. Developed with input from language institutes and Languages Canada, the Nova Scotia House of Assembly has approved the first legislation in Canada governing language institutes. This Act, soon to be released, will serve to protect students and the language institute industry, while providing a tool for government to ensure that their designation responsibilities under new CIC requirements are met.

Newfoundland and Labrador has yet to develop an official international education strategy; however, the provincial immigration strategy has recognized international graduates as a potential pool of new immigrants that are highly skilled, adjusted to local culture, established the community, and holding Canadian/provincial credentials. Goal 13 of Newfoundland and Labrador's immigration strategy focuses on increased retention of international graduates by working with academic institutions, employers, and the federal government and to strengthen the linkages between graduates and the local labour market. To further assist with retention, the Office of Immigration and Multiculturalism introduced in 2009 a category under the Provincial Nominee Program to assist eligible international graduates transition to permanent residency.

Nunavut has not yet begun the development of a formalized international education strategy; however, the territory is developing international education linkages including the ongoing development of closer ties with the University of the Arctic and its member institutions. Nunavut's primary work in this area is coordinated through the Nunavut Arctic College, and the Department of Education supports these efforts and collaborates on related matters nationally through CMEC.

The Canadian Consortium for International Education

The Canadian Consortium for International Education Marketing (CCIE) was inaugurated in 2010. In August 2013 the five member associations signed a new three-year MOU and changed the name to the Canadian Consortium for International Education (CCIE), reflecting the group's commitment to the broader goal of advancing all aspects of international education.

CCIE members represent more than 500 institutions and school boards across the country, covering the spectrum of Canadian education. Member associations are the Association of Canadian Community Colleges (ACCC), the Association of Universities and Colleges of Canada (AUCC), the Canadian Association of Public Schools — International (CAPS-I), CBIE and Languages Canada.

Internationalization at Canadian Institutions

The increase in internationalization efforts at the institutional level is reflected by the development and strengthening of programs for international students to study in Canada and for domestic students to study abroad. Chapter five of this report features case studies that highlight a few of the many pathway programs that facilitate international study.

Quality and quality assurance are of increasing importance in the institutional dialogues around internationalization. Facilitating the acculturation and integration of international students in order to ensure their success is a preoccupation of many institutions. Effective orientation and preparation of Canadians going on study abroad is also of increasing concern and occasions increased efforts.

Institutions are increasingly developing specialized roles specifically responsible for internationalization within their senior administration structure. In support of the new cadre of senior leaders, CBIE has established the Internationalization Leaders Network (ILN), which is exclusively focused on strategic-level discussion of internationalization issues. ILN meetings offer senior leaders an opportunity to discuss priority issues and collaboratively plan the future of internationalization in Canadian institutions.





Immigration and International Students

Three key matters in the immigration sphere impacted international education in Canada in 2012-13:

- Proposed sweeping changes to the regulations concerning international students;
- Announcement regarding the interpretation of a section of the immigration act dealing with advising international students; and
- A rotating work stoppage by immigration officers at missions abroad.

In December 2012, proposed changes to international student regulations were published in the [Canada Gazette](#).¹⁸ The changes covered study permits, off-campus work, and monitoring and reporting on student status. It is expected that the proposed revisions will be tabled in Parliament during autumn 2013.

The intent of the changes was to enhance the integrity of Canada’s international student program by reducing fraud both on the part of prospective students and of educational institutions seeking to enrol them. A critical element was the requirement by study permit holders to actually study. Currently, holders of a valid study permit are not required by law to be studying and remain “in status” until the expiration date of the study permit.

Another change required that institutions be designated by their province or territory as “eligible to receive international students holding study permits.” Institutions not so designated would only be able to receive students for up to six months of study (which does not require a study permit).

Two highly positive changes were included in the proposed revisions. A study permit holder at a public post-secondary institution would be automatically entitled to work off-campus (no need to apply for a work permit and no waiting period). Moreover, application for an initial study permit would be allowed within Canada rather than going to another country or returning home to apply.

In May 2013 CIC issued a statement indicating that educational institutions and their international student advisers were in scope of Section 91, Representation or Advice, of the Immigration Act. Under this section of the act, advising international students (and other prospective or current temporary residents) can only be done by individuals who are registered consultants with the [Immigration Consultants of Canada Regulatory Council](#) (ICCRC) and members of the legal profession.

Prior to this time, institutions and CBIE were of the belief that Section 91 did not pertain to professionals providing support to students. The impact of CIC’s announcement has been major. Institutions have had to make decisions regarding whether to provide advice to students and, if so, how. Currently CBIE, with partner organizations and members, is in discussion with CIC and other stakeholders on ways to make it possible for institutions to continue to provide the essential advising services needed by students.

During 2013, rotating work stoppages by members of the Professional Association of Foreign Service Officers (PAFSO) caused delays in study permit processing. In summer 2013 the situation threatened to substantially reduce new international student enrolments. However CIC was able to implement remedial measures, including shifting electronic applications to visa offices with capacity to manage them, resulting in a relatively normal study permit processing season. Concern now centres on the reputational impact of the labour action, due to media coverage of “slow Canadian visa processing” in several countries.

18. For further information see: <http://www.gazette.gc.ca/rp-pr/p1/2012/2012-12-29/html/reg1-eng.html> and <http://www.cbie-bcei.ca/about-ie/policy-statements-and-briefs/> (English)

International Students in Canada

In this age of rapid globalization and increasing interconnectedness, a growing number of students are seeking an international education. The Organization for Economic Co-operation and Development (OECD) estimates that the global demand for international higher education is set to grow from nearly 4.1 million students in 2010 to 7.2 million students in 2025. The OECD reports that the majority (about 53%) of international students are from Asia with the largest number of students coming from China, India and Korea (OECD, 2011, 2012, 2013).

In 2011, Canada enrolled about 5% of all internationally mobile students, in seventh position behind the United States, the United Kingdom, China, France, Germany, and Australia. Australia, a country of similar size and population to Canada, received 6% of the international student market. China, which was not in the top eight host countries in 2001, is now in third position globally receiving 7% of the international student market ([Project Atlas](#), 2012).

However, despite our modest share, Canada's economy benefits substantially. In 2010, international students in Canada spent over \$7.7 billion on tuition and living costs, and created over 81,000 jobs (RKA Inc., 2012). This phenomenon is not restricted to large cities or one region, but plays out nationally.

The impact of international students in Canada goes far beyond the economic. Students with education and experience from around the world contribute to the cultural and social fabric of Canada. While in Canada, they provide Canadian students with the opportunity to reflect on global perspectives in a classroom setting, and learn about diverse cultures through out-of-class interactions. After graduation, if they choose to stay in Canada, they are highly desirable immigrants. With their international backgrounds coupled with Canadian education and fluency in one or both of Canada's official languages, they have the potential to address employment shortages, and more than that, enrich our workforce, including maintaining contacts with networks at home or in other countries, all while understanding how Canada does business. Students who return to their home country or move to another country, become unofficial ambassadors for Canada, potential future collaborators on cross-border research and partners in business and diplomacy.

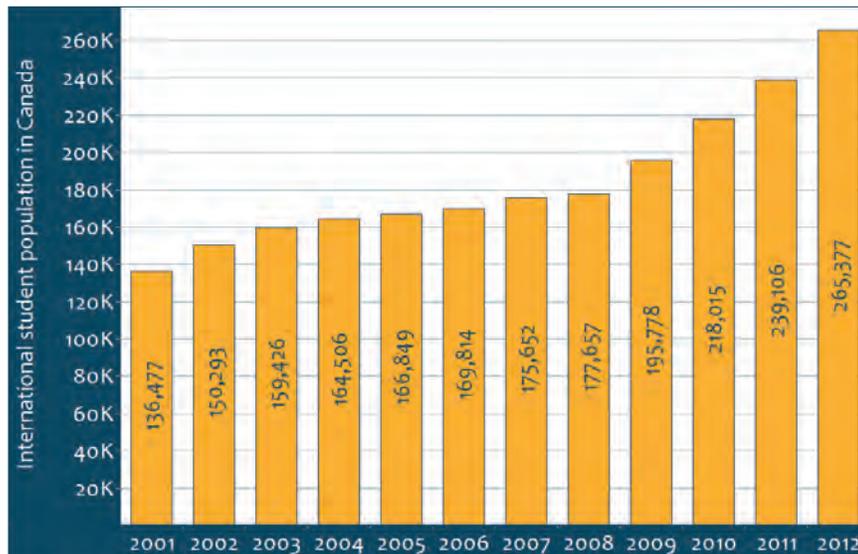
International students in Canada are highly valued and highly beneficial to this country's educational landscape, and vital to the globalized educational institution of the future. The following sections will look closely at international students in Canada; numbers, origins, province of study, and future intentions.



Total Number of International Students in Canada, Including Places of Origin, Program of Study and Province

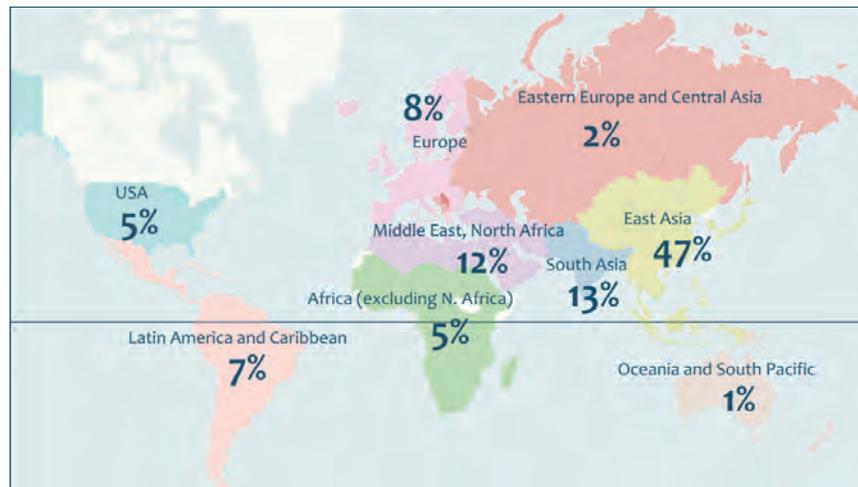
In the following figures (i.e. Figures 1 to 4) the population reported includes all programs of study and all provinces. Figures 5 to 11 provide a breakdown of the international student population in terms of their program of study and province. Figures 12 to 17 provide a breakdown in terms of student population growth and new entrants into Canada. Figures 18 to 21 provide a breakdown in terms of immigration services and regulation.

Figure 1: International students in Canada by year, 2001 to 2012, all levels of study¹⁹



Note that unless otherwise stated, data is from Citizenship and Immigration Canada

Figure 2: Regional breakdown of international student population in Canada (2012)



As can be seen in figure 1, in 2012 there were 265,377 international students in Canada, a 94% increase over the last 11 years and an 11% increase over the previous year.²⁰ From 2008 to 2012, the number of international students in Canada has grown at a faster rate than during the 2001 to 2008 time period. More specifically, in the seven-year period from 2001 to 2008 the average annual percentage increase in the number of international students in Canada was 4.3% and for the four-year period from 2008 to 2012, the average annual percentage increase jumped to 12.3%.²¹

As can be seen in figure 2, the international student population in Canada comes from across the globe.²² Students from East Asia make up almost half (47%) of the international student population. More than two-thirds of the students from this region are from China. In fact, the student population from China (30%) is only 3% smaller than the population of students from South Asia (13%), Middle East and North Africa (MENA; 12%) and Europe (8%) combined. Students from Latin America and the Caribbean make up 7% of the international student population followed by Africa (5%), USA (5%), Eastern Europe and Central Asia (2%), and Oceania and the South Pacific (<1%).

Figure 3 shows that international students in Canada come from countries across the globe. Notwithstanding this remarkable diversity, a few countries send far more students than others. For example, in 2012 the top five sending countries (China, India, South Korea, Saudi Arabia and the United States) made up approximately 59% of the total international student population. Seventy percent are from the top ten sending countries—those listed above plus France, Japan, Mexico, Nigeria and Iran.²³

19. Within charts in this chapter, “K” is used to represent thousands.

20. CBIE uses Citizenship and Immigration Canada data; student numbers are based on valid study permits. Students in Canada under six months who do not hold a study permit, which is not required, are not counted. This includes many language school students and exchange students.

21. The 4.3% annual growth is a corrected figure from the 2012 World of Learning report.

22. Regions were designated using primarily World Bank classifications, but with two notable exceptions. For example, we disaggregated East Asia and Oceania and South Pacific. A full list of the countries within each region is provided in the appendix.

23. The difference between the total number of students presented in figure 1 (265,377) and figure 3 (264,812) is due to measures taken by Citizenship and Immigration Canada to ensure student privacy—CIC suppresses certain component cells in the data set, which results in individual components not summing to the total indicated.

Figure 3: International students in Canada, top 30 sending countries, 2012

Source country	# of students (2012)	% of total IS population
China	80,627	30.45%
India	28,924	10.92%
South Korea	19,072	7.20%
Saudi Arabia	14,195	5.36%
USA	12,128	4.58%
France	11,319	4.27%
Japan	6,400	2.42%
Mexico	5,004	1.89%
Nigeria	4,724	1.78%
Iran	4,278	1.62%
Hong Kong	3,814	1.44%
Vietnam	3,429	1.29%
Brazil	2,918	1.10%
Germany	2,847	1.08%
Pakistan	2,806	1.06%
Taiwan	2,648	1.00%
United Kingdom	2,586	0.98%
Russia	2,403	0.91%
Morocco	2,096	0.79%
United Arab Emirates	1,910	0.72%
Bangladesh	1,831	0.69%
Malaysia	1,796	0.68%
Turkey	1,688	0.64%
Philippines	1,498	0.57%
Venezuela	1,406	0.53%
Thailand	1,317	0.50%
Tunisia	1,220	0.46%
Colombia	1,198	0.45%
Ukraine	1,097	0.41%
Indonesia	1,049	0.40%
Other source countries	36,584	13.82%
Grand Total	264,812	100.00%

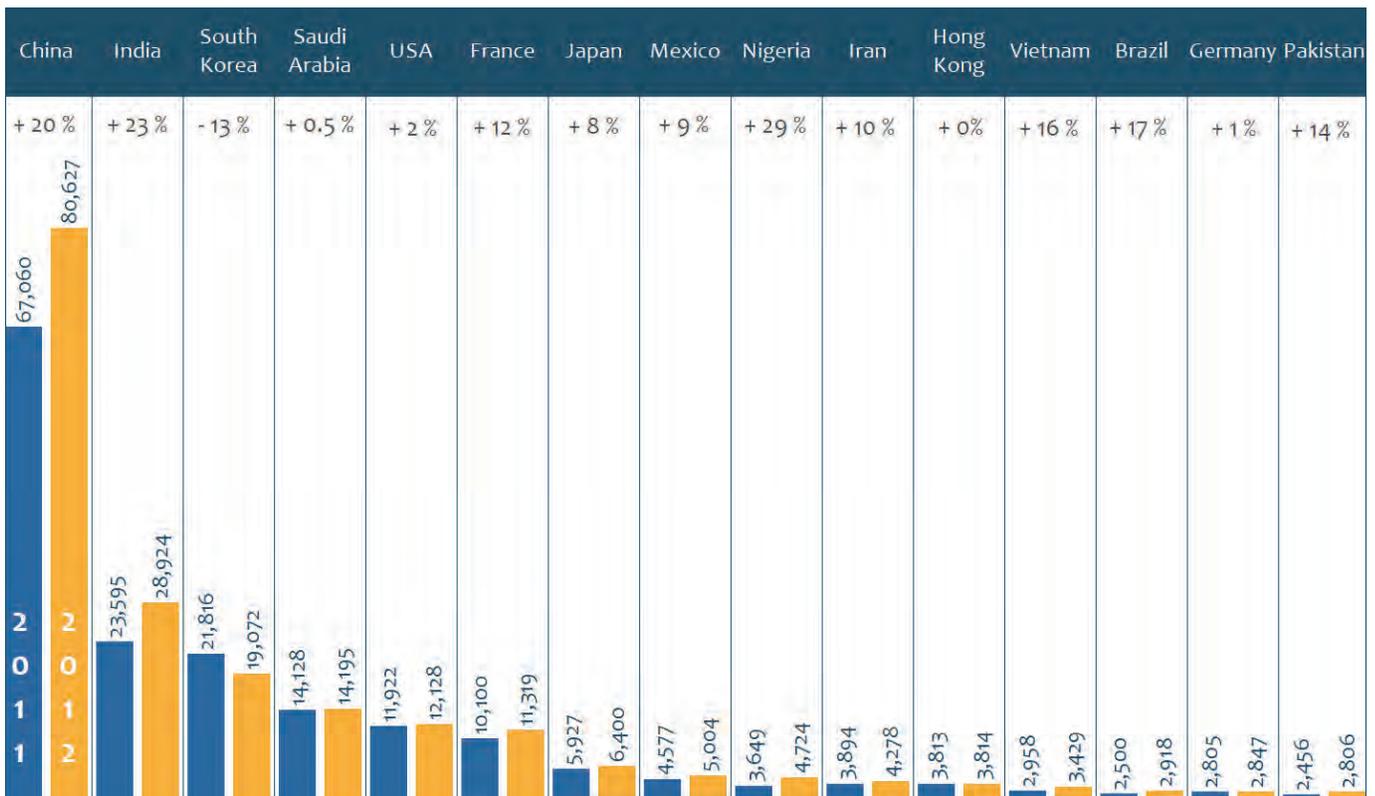
The uneven distribution can be explained by a number of internal and external factors, including, for example, differences in demographic make-up of the population of the sending country (e.g. high percentage of young people in the country), the strength of the sending country's local economy, economic ties between the sending country and Canada (e.g. cross-border business or educational partnerships), and the relative attractiveness of Canada as a study destination to students in the sending country.

As can be seen in Figure 4, there has been very little change with respect to the top 15 countries of origin of international students from 2011 to 2012. China remained the top source country in 2012, with 13,567 (20%) more students than in 2011. With 80,627 students, the Chinese student population makes up over 30% of the entire international student population and is greater than the percentage of India, Korea and Saudi Arabia combined.

The student population of Indian students increased by 5,329 (or 23%) over the last year, putting greater distance between India and third place Korea, which has seen decreases in student population each year since peaking in 2007. Rounding out the top five are Saudi Arabia and USA, both of which experienced modest growth over the last year.

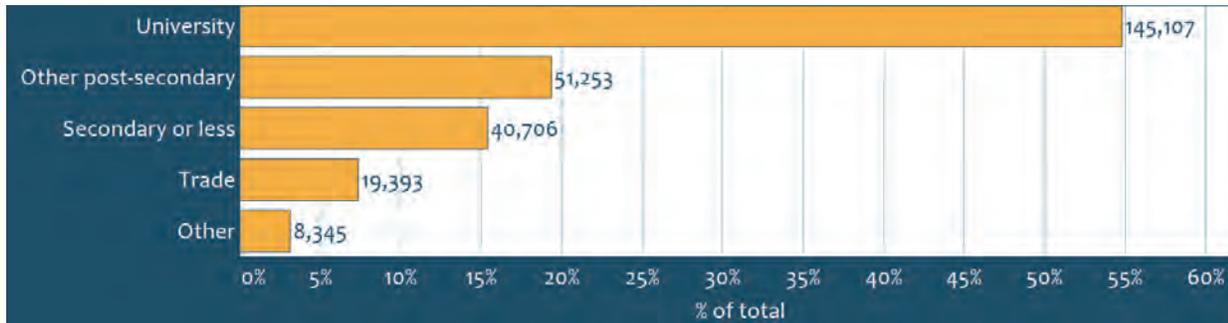
Much of the top ten stayed the same over the last year with the exception of Nigeria, which moved from 11th to 9th place with an increase of 1,075 students (or 29%) since 2011. Rounding out the top ten, Iran increased by 384 students (or 10%) over the last year.

Figure 4: International students in Canada, top 15 sending countries, 2011 and 2012



The number of students from Hong Kong and Germany has remained stable over the last year while Vietnam and Brazil increased their student population in Canada by 471 students (16%) and 418 students (17%), respectively. Brazil's growth can be attributed in large part to the ambitious and innovative *Ciências sem fronteiras* (Science without Borders) Program which will provide over 100,000 scholarships for the country's best young talent to go abroad for one year programs.²⁴ Pakistan entered the top 15 from 2011 to 2012, increasing their student population in Canada by 350 students (14%).

Figure 5: International students in Canada by program type (2012)^{25, 26}



As shown in figure 5 above, over half (55%) of all international students in Canada are enrolled at the university level. The remaining students break down as follows: *Other post-secondary* programs host approximately 19%; *Secondary or less* programs host approximately 15%; *Trade* programs host approximately 7%; and approximately 3% fall into the *Other* category.²⁷

As can be seen in figure 6, there is variation in terms of the primary program of study among the different sending regions. For example, a comparatively large proportion (68 to 77%) of students from the USA, Africa, Europe, and MENA are studying at a university. At least half of the students from East Asia (53%) and Oceania and South Pacific (50%) are studying at a university as well. At least one-third of students from Latin America and Caribbean (41%), Eastern Europe and Central Asia (39%), and South Asia (33%) are studying at universities. The largest proportion (approximately 56%) of students from South Asia are studying at *Other post-secondary* institutions.

Figure 6: International students by program type and region, 2012



24. Note that the 2012 data provided by CIC is preliminary and may be adjusted in future data sets. In addition, given that the first (and comparatively smaller next to the number of 2013 entrants) group of Science Without Borders' students arrived in Fall 2012, CBIE expects that the number of Brazilian students will increase greatly in the 2013 report.

25. Program of study is defined by Citizenship and Immigration Canada (CIC) as detailed below: Secondary or less: primary or secondary educational institutions. Trade: vocational programs at non-university educational institutions (such as technical and vocational institutions, CÉGEPs and colleges). University: undergraduate, postgraduate (master's and doctoral) and other studies at universities in Canada. Other post-secondary: post-secondary level of study, not at the university or trade level, including language institutions, private institutions and university qualifying programs. Other: foreign students not classified in any of the above levels of study.

26. It is important to note that the figures for students studying at the Trade level (including colleges) may be understated. The category Other post-secondary programs may include English as a Second Language (ESL) and français langue seconde (FLS) programs offered within colleges and universities.

27. CIC data does not include international students who come to Canada to study for a period of less than six months, as they are not generally required to hold a study permit to enter Canada. This would exclude international students who come to Canada for short-term language study and those on a semester-long exchange program.

Secondary school or less is also a popular education option for students from Latin America and Caribbean (26%), Oceania and Pacific (23%), East Asia (21%), and Europe (18%). Trade programs are most popular in Eastern Europe and Central Asia (10%), East Asia (9%), South Asia (9%), and Latin America and Caribbean (7%).

Figure 7 shows the differences in program of study among the top ten sending countries. For many countries, university is overwhelmingly the most common program type chosen. For example, 96% of students from Iran, 85% of students from France, 77% of students from USA, and 70% of students from Nigeria are studying at universities. University is also a common choice among students from China (61%) and Saudi Arabia (58%). Other post-secondary programs are a popular choice for students from India (65%), whereas Secondary schools are a popular choice for students from Mexico (42%), South Korea (37%), and Japan (24%). Trade programs are a popular choice for students from South Korea (27%).

Figure 7: International students by program type, top ten sending countries, 2012

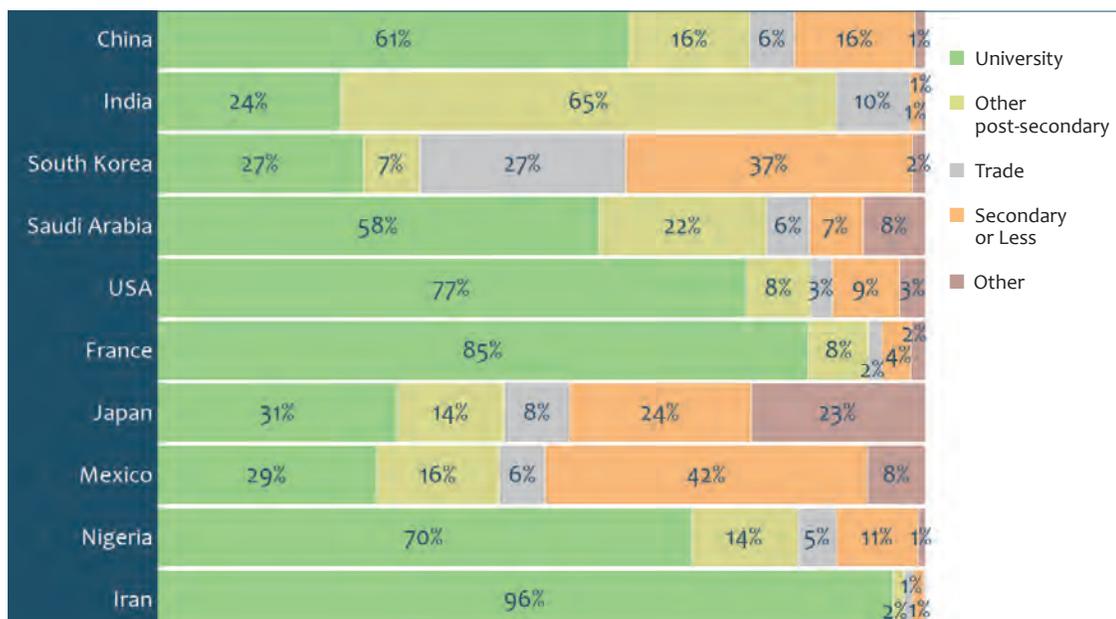
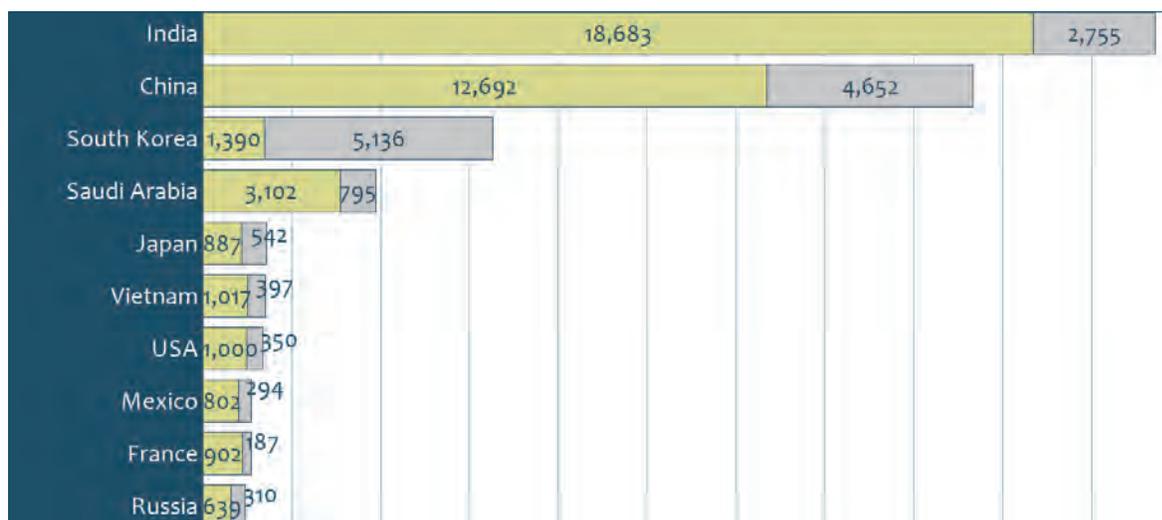


Figure 8 shows the top ten countries in terms of the number of international students who are studying at a Canadian university. With 49,534 students at Canadian universities, China is the top sending country in this category, sending almost as many as the remaining nine countries listed in the chart above, combined. In fact, Chinese students make up 34% of the total international student population attending university in Canada. France (9,588), USA (9,305), Saudi Arabia (8,171), and India (6,909) round out the top five sending countries. Students from South Korea (5,117), Iran (4,099), Nigeria (3,289), Pakistan (2,319), and Hong Kong (2,150) are also well-represented on Canadian university campuses.

Figure 8: Top ten sending countries for university, 2012



Figure 9: Top ten sending countries for trade and other post-secondary, 2012



The green bar illustrates the trade enrolment and the mauve denotes other post-secondary enrolment.

Figure 9 shows the top ten countries in terms of the number of international students studying in a *Trade* or *Other post-secondary* program. According to CIC, *Other post-secondary* programs are not included at the *University* or *Trade* level and include language institutions, private institutions and university qualifying programs. *Trade* programs are at non-university educational institutions such as technical and vocational institutions, CÉGEPs and colleges. We combined *Other post-secondary* and *Trade* programs because of their potential overlap. CBIE has reached out to CIC, requesting clarification on these definitions to allow for more detailed analysis at the program level.

India is the top sending country in this category with 21,438 students attending a Canadian *Trade* or *Other post-secondary* program. China is in second place with 17,344 students. South Korea and Saudi Arabia are in third and fourth place, sending 6,526 and 3,897 students, respectively. Japan, Vietnam, and the USA are in fifth through seventh position all sending between 1,350 and 1,429 students to a Canadian *Trade* or *Other post-secondary* program. Rounding out the top ten are Mexico, France, and Russia which sent between 949 and 1,096 students to a Canadian *Trade* or *Other post-secondary* program.

Figure 10 shows the top ten countries in terms of the number of international students who are studying at the *Secondary* or *less* level. With 12,705 students in Canadian secondary (or less) schools, China is the top sending country in this category, sending almost twice as many as the second place, South Korea (7,117). Mexico (2,099), Japan (1,521), and Germany (1,464) round out the top 5 sending countries. Students from Brazil (1,120), Philippines (1,070), USA (1,059), Hong Kong (978), and Saudi Arabia (977) are also well-represented in the Canadian secondary and elementary school system.

Figure 10: Top ten sending countries for secondary or less, 2012

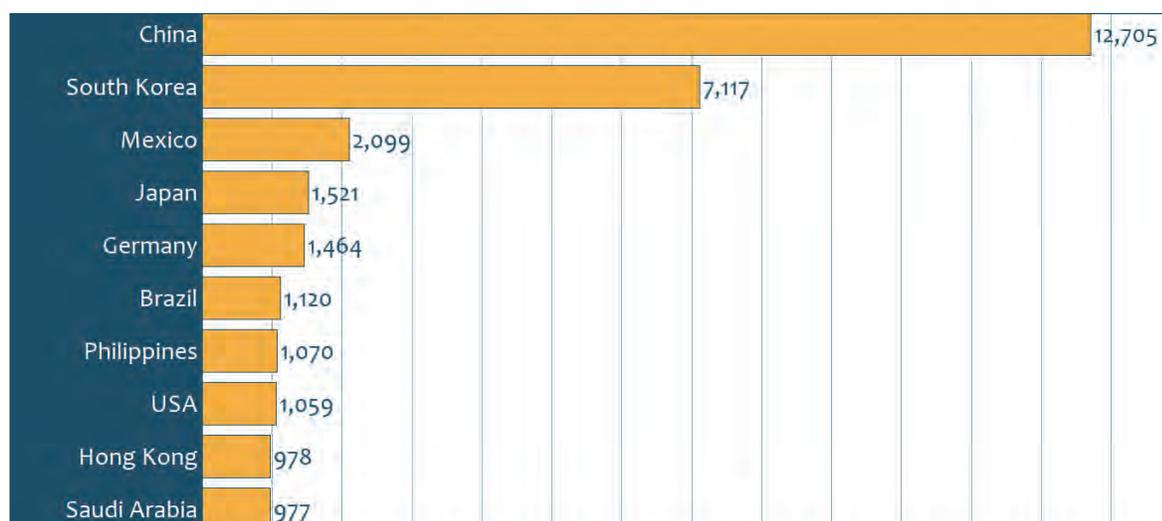
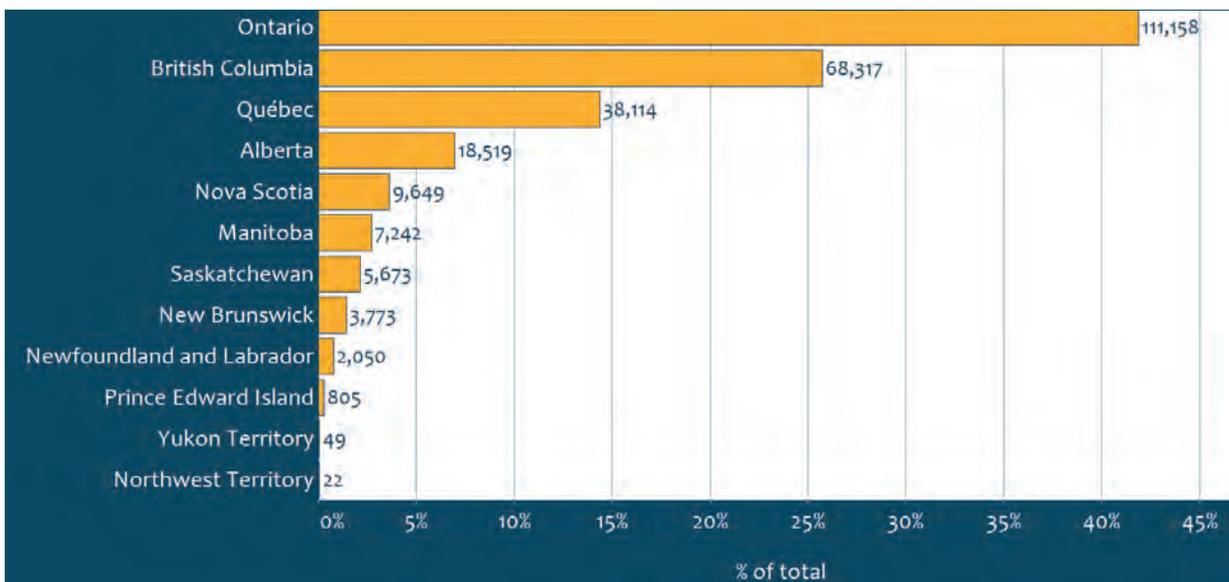


Figure 11 utilizes the most recent data available (2012) to show how international students are dispersed across Canadian provinces and territories. Ontario institutions enrolled the most international students with 111,158 (15% increase since 2011), followed by British Columbia with 68,317 (3% increase) and Québec with 38,114 students (13% increase). Alberta hosted 18,519 international students (11% increase), approximately half the number as Québec. Nova Scotia reported 9,649 students (13% increase), while Manitoba, Saskatchewan and New Brunswick hosted 7,242 (25% increase), 5,673 (17% increase) and 3,773 students (5% increase), respectively. Newfoundland and Labrador enrolled 2,050 students (14% increase) and Prince Edward Island hosted 805 students (2% increase). Yukon and Northwest Territories, combined, hosted 71 international students (4% increase). There were no international students in Nunavut in 2012.

Figure 11: International students by province of study, 2012

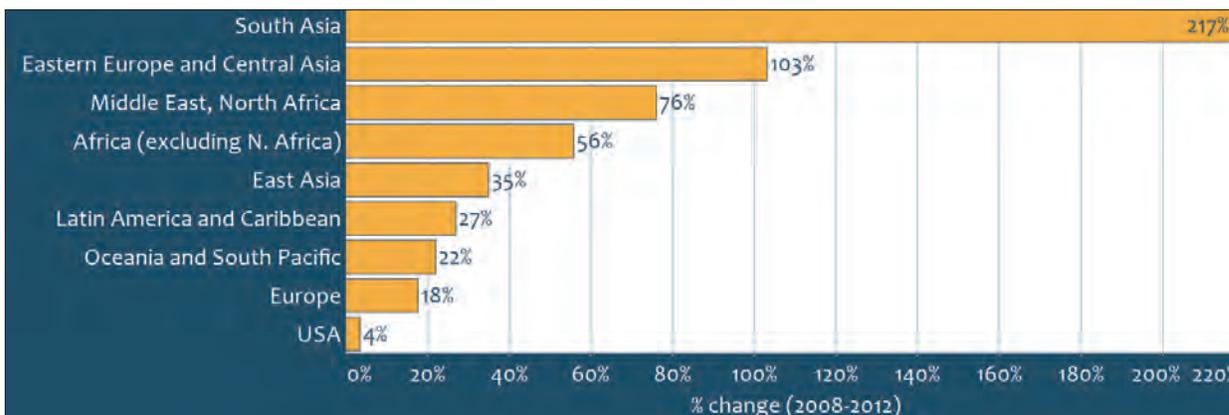


Tracking Student Population Growth and New Entrants into Canada

Figure 12 illustrates which regions had the highest growth rate from 2008 to 2012. The South Asian student population has shown incredible growth over the last four years, increasing by 217% from 10,784 to 34,177. The growth in this region is driven primarily by India, which has increased by 296% (7,305 to 28,924) over the last four years.

Eastern Europe and Central Asia demonstrated impressive growth, more than doubling from 2,346 to 4,767. At only 2% of the entire international student population in Canada, absolute growth is modest compared to other sending regions. However, certain countries within this region show interesting trends. For example, Ukraine more than doubled from 470 to 1,097 since 2008. With 1,443 students in Canada, Russia remains the top sending country in this region.

Figure 12: Percentage change in international student population (per region), 2008 to 2012

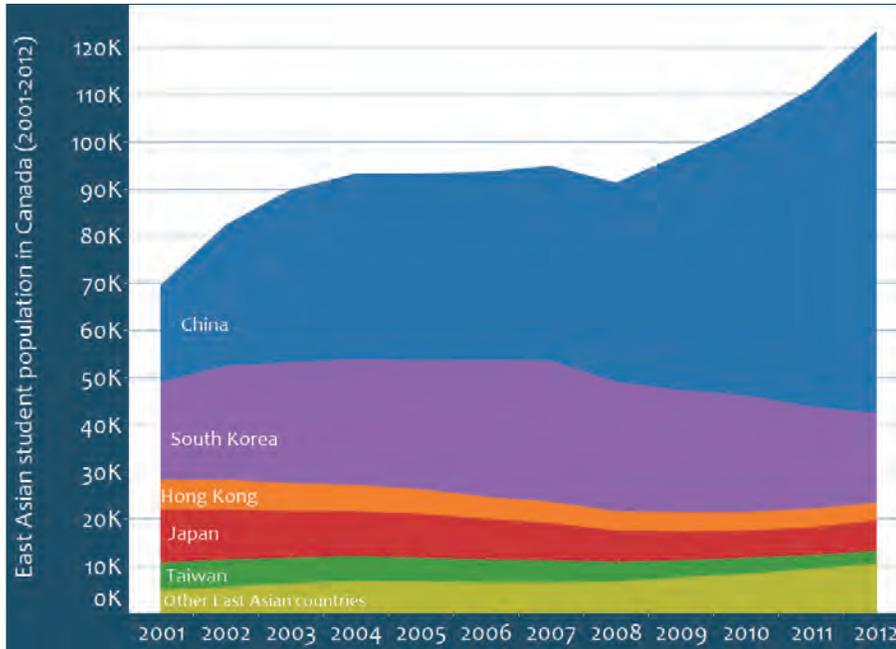


The international student population from Middle East and North Africa (MENA) increased by 76% (17,485 to 30,786) since 2008, driven primarily by an influx of students from Saudi Arabia (205% increase; 4,654 to 14,195), Iran (98% increase; 2,164 to 4,278), Turkey (30% increase; 1,295 to 1,688), and the United Arab Emirates (19% increase; 1,608 to 1,910).

The international student population from Africa (excluding North African countries) increased by 56% (8,762 to 13,652) since 2008. Growth in this region is driven primarily by Nigeria which has increased by 165% (1,782 to 4,724).

The international student population from East Asia increased by 35% (91,239 to 123,158) since 2008.

Figure 13: East Asian student population per-year growth, 2001 to 2012



As can be seen in figure 13, growth from East Asia is driven primarily by China, which over the last eleven years has increased its student population in Canada from 20,370 to 80,627 students. In 2001, students from China made up approximately 29% of the total population from this region. By 2012, this increased to 65%. China's growth has such an impact on this region that when removed from the growth analysis, the remaining East Asian student population actually decreased by 13% (27,413 to 19,072) since 2008. The 30% decline in students from South Korea, the second largest sending country in this region, plays a key role in this decline. There has also been stagnant growth or a decline in the number of students from Taiwan, Indonesia, and Japan.

While recognizing the importance of China as a sending country, Canadian institutions are increasingly aware of the value of diversifying their student population. For example, countries from the ASEAN region present interesting opportunities at all levels of study. Countries within this region are Brunei, Cambodia, Indonesia, Laos, Malaysia, Myanmar, Philippines, Singapore, Thailand, and Vietnam. In 2013, CBIE has conducted research on the ASEAN region in preparation for our annual conference in November that includes a forum on ASEAN-Canadian education partnerships.

As can be seen in figure 14, all ASEAN countries except Indonesia and Brunei have sent more students to Canada since 2008. As a whole, there is an increase of 54% or 6,698 to 10,327 students over the last four years. Much of this growth is being driven by Vietnam, which grew by 127% (1,512 to 3,429). The Philippines, Malaysia, and Thailand have also demonstrated strong growth, increasing by 128% (657 to 1,499), 52% (1,181 to 1,796) and 20% (1,102 to 1,317), respectively.

The international student population from Latin America and the Caribbean increased by 27% (13,480 to 17,122) since 2008. Growth in this region is driven by an influx of students from Colombia (71% increase; 702 to 1,198), Venezuela (67% increase; 844 to 1,406), Brazil (37% increase; 2,130 to 2,918), and Mexico (30% increase; 3,838 to 5,004). See figure 12.

Figure 14: ASEAN students population growth, 2008 to 2012

Country	2008	2012	% change (2012-2008)
Vietnam	1,512	3,429	127%
Malaysia	1,181	1,796	52%
Philippines	657	1,499	128%
Thailand	1,102	1,317	20%
Indonesia	1,213	1,049	-14%
Singapore	798	909	14%
Cambodia	140	212	51%
Brunei	56	53	-5%
Myanmar	20	43	115%
Laos	19	20	5%
ASEAN Total	6,698	10,327	54%

The international student population from Oceania and the South Pacific region, while comparatively small, increased modestly (22% increase; 1,041 to 1,270) between 2008 and 2012 despite decreases in students from Australia (7% decrease;

766 to 717) and New Zealand (2% decrease; 177 to 174). These decreases were offset by an increase in the number of students from French Polynesia (15 to 160) and New Caledonia (11 to 95).

The international student population from Europe increased by 18% (19,358 to 22,766) between 2008 and 2012. Growth in this region is driven primarily by Spain (91% increase, 380 to 726), Belgium (55% increase; 272 to 422), France (33% increase; 8,530 to 11,319), and Switzerland (22% increase; 665 to 813). The number of students from Germany declined by 11% (3,183 to 2,847) and those from the United Kingdom declined by 9% (2,827 to 2,586).

Finally, the number of students from the United States increased marginally (4%) from 11,710 to 12,128 between 2008 and 2012.

Another way to examine the growing student population is to consider only the new arrivals. As shown in figure 15, the number of new entrants into Canada dipped between 2001 and 2004, but has risen steadily since then peaking between 2009 and 2010 at 12.2%. From 2008 to 2012, the average annual growth rate in terms of the number of new entrants into Canada was 7.3% per year. In 2012, there were 104,727 new entrants.

In 2012, almost 70% of new entrants into Canada are from one of ten countries: China (25,342), India (13,133), South Korea (7,202), France (5,752), USA (4,732), Saudi Arabia (4,395), Japan (3,945), Mexico (3,375), Brazil (2,289), and Germany (2,046). See figure 16 for the per-country growth pattern in terms of the number of student entrants into Canada.

Figure 15: International student entrants into Canada per year, 2001 to 2012

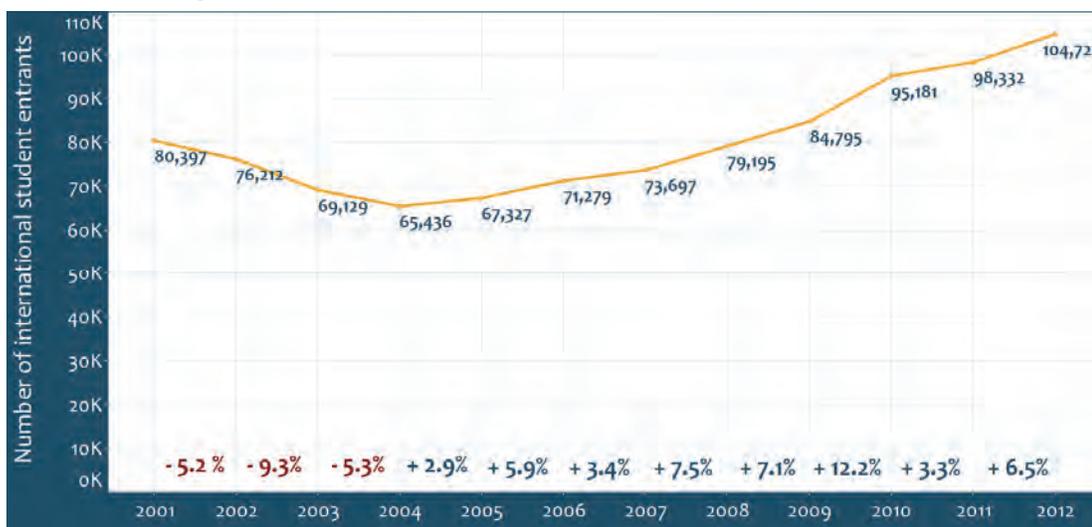


Figure 16: International student entrants into Canada per year, top 10 countries, 2001 to 2012

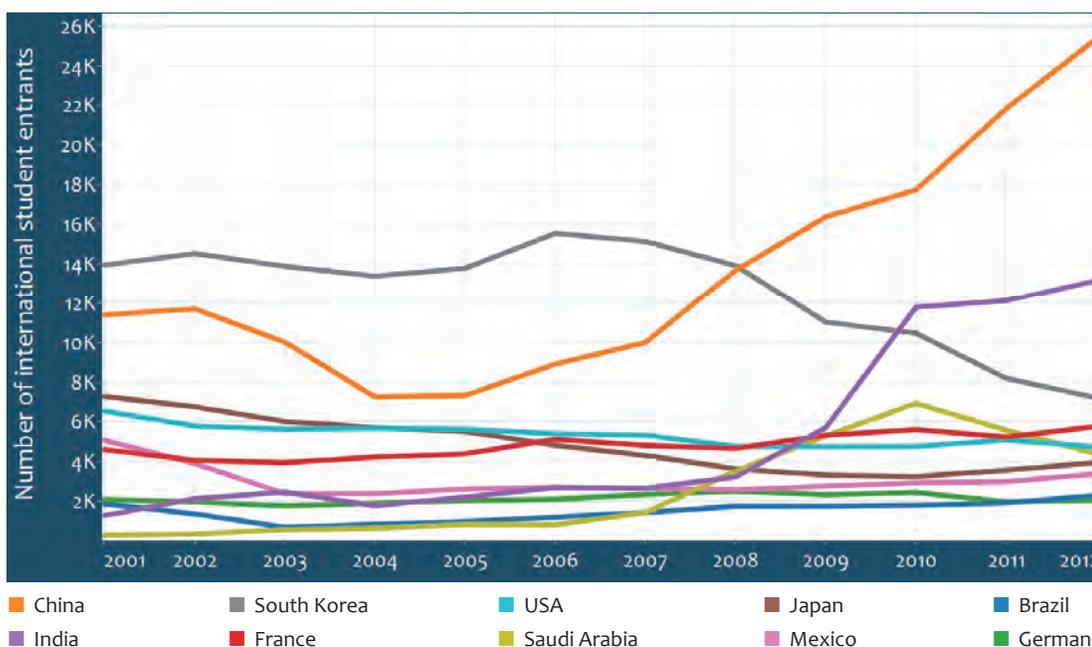


Figure 17: Number of international student entrants by program type, 2008 to 2012



As can be seen in figure 17, much of the growth in terms of new international student entrants into Canada has been driven by increases in the number of students entering *University* and *Other post-secondary* programs. China has driven much of the growth in the university sector, sending approximately 4,400 new students since 2008. In 2012, there were almost 50,000 Chinese students studying at Canadian universities across the country. The increase in the number of *Other post-secondary* entrants into Canada has been driven primarily by India. Since 2008, India has sent almost 8,900 new students to study at an *Other post-secondary* institution, accounting for more than half of the growth in this sector since 2008. Citizenship and Immigration Canada’s implementation of the Student Partner Program (SPP) has played a major role in the large increase in Indian students studying at colleges or polytechnic institutes (*Other post-secondary*) since 2008. SPP is an administrative framework designed and implemented in partnership between the Canadian visa offices in India and the Association of Canadian Community Colleges (ACCC). SPP is open to Indian nationals only. Students apply directly to a participating college and may be considered under the program if they meet specific criteria.²⁸

Immigration Regulation and Services

Citizenship and Immigration Canada (CIC) is the doorway to Canadian education — for many international students, it is their first experience with Canada. CIC continues to make advances in service, such as online applications, the Global Case Management System and streamlining key processes. However, annual volume increases in international student files make it challenging to keep up. When processing times and services improve, it takes time to change the perception that it is not easy or fast to get a study permit for Canada. Canada’s capacity to capitalize on student mobility, including large-scale foreign government sponsored programs, is impeded by resource constraints within our immigration services. The Advisory Panel on Canada’s International Education Strategy recommended increased capacity at CIC for international student services: aggressive processing time targets in key markets, other improvements in client service, and increased staffing with enhanced in-service training. Fortunately, the Federal Budget 2013 allocated considerable resources (\$42 million over 2 years) to enhance CIC services for temporary residents, including students.

This section utilizes the most recent CIC data available to provide information on study permit approval rates and processing times, off-campus and post-graduation work permits granted, and permanent residency transitions. Where updates from the previous edition were not possible (no recent data) we have included the charts from our 2012 report.

28. For more information on this program and the participating colleges, consult <http://www.canadainternational.gc.ca/india-inde/visas/spp-ppe.aspx?lang=eng>

Study Permit Approval Rates and Processing Times

Citizenship and Immigration Canada (CIC) was not able to provide 2012 statistics on study permit approval rates and processing times. We have included the figure (see below) from our 2012 *World of Learning* report, which included data from 2010 and 2011.

Figure 19 shows the number of off-campus work permits issued to international students has increased steadily since 2007. Off-Campus Work Permits (OCWP) authorize students to work up to 20 hours per week during regular academic sessions, and full time during scheduled breaks (e.g. winter and summer holidays, March break, etc.). To qualify for this program, international students must be attending a publicly funded post-secondary institution or at an eligible privately funded institution.

Since 2007, the number of off-campus work permits and extensions issued has increased by approximately 95%, from 17,255 to 33,714. This increase may be driven in part by an increase in demand due to rising tuition fee and living costs. In CBIE's 2013 survey (see Chapter 3), 51% of more than 1,500 students surveyed stated they were *very concerned* and an additional 35% said they were *somewhat concerned* regarding their ability to pay for school-related expenses such as tuition and textbooks. CBIE's 2009 survey of international students (CBIE, 2009) revealed that approximately 90% of university and college students surveyed (n=734 responses for this question) worked at least 6 hours per week at an off-campus job.

The Post-Graduation Work Permit program (PGWP) allows international students, following the completion of their studies, to gain experience working in Canada for a set period of time depending on the length of the student's academic program (with a maximum duration of three years). As detailed in figure 20, since enhancements were implemented in 2007, the

Figure 18: Study permit approval rates and processing times by points of service

Points of Service	2010		2011	
	Approval Rate	80% of Cases finalized in "X" Days	Approval Rate	80% of Cases finalized in "X" Days
Tokyo	97%	14	98%	21
Berlin	98%	14	98%	21
Paris	94%	21	95%	28
Hong Kong	95%	42	94%	49
Mexico City	92%	42	90%	28
Seoul	89%	28	90%	35
Sao Paulo	89%	35	88%	42
Riyadh	82%	35	85%	49
Moscow	-	-	81%	70
Buffalo	82%	49	80%	77
Beijing	75%	35	77%	28
Tehran	68%	56	74%	77
Ankara	-	-	68%	7
London	83%	42	67%	56
Bogota	67%	28	66%	35
Abu Dhabi	66%	56	66%	56
New Delhi	60%	28	59%	21
Chandigarh	43%	28	58%	28
Lagos	54%	77	57%	126
Ho Chi Minh City	69%	70	49%	70
Taipei	99%	21	-	-
New York	88%	28	-	-
Overall	73%	35	74%	42

Figure 19: Off-campus work permits and extensions issued, 2007 to 2012

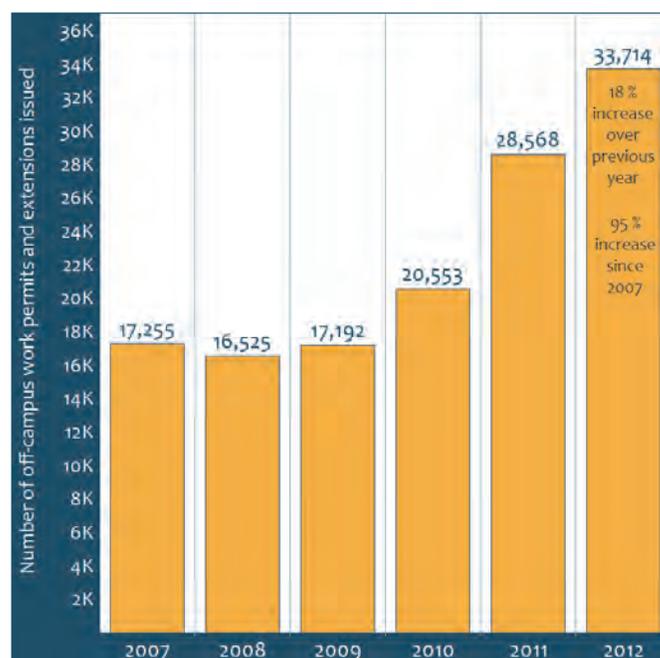
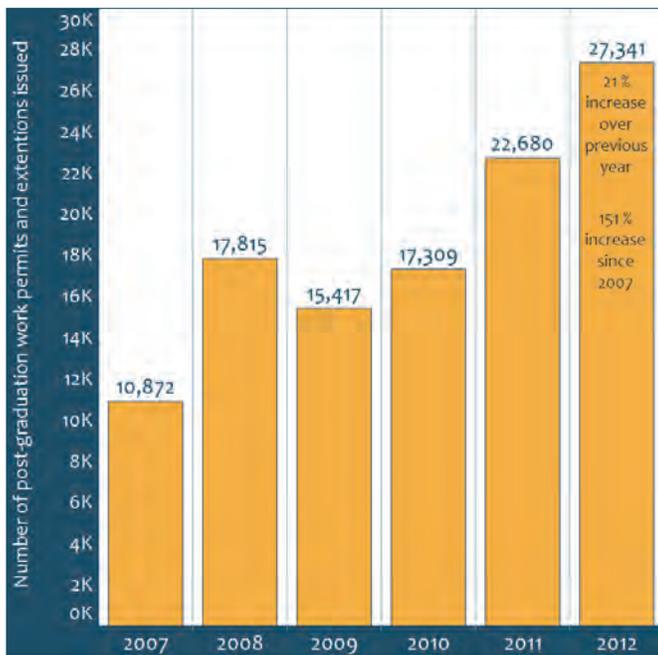


Figure 20: Post-graduation work permits and extensions issued, 2007 to 2012

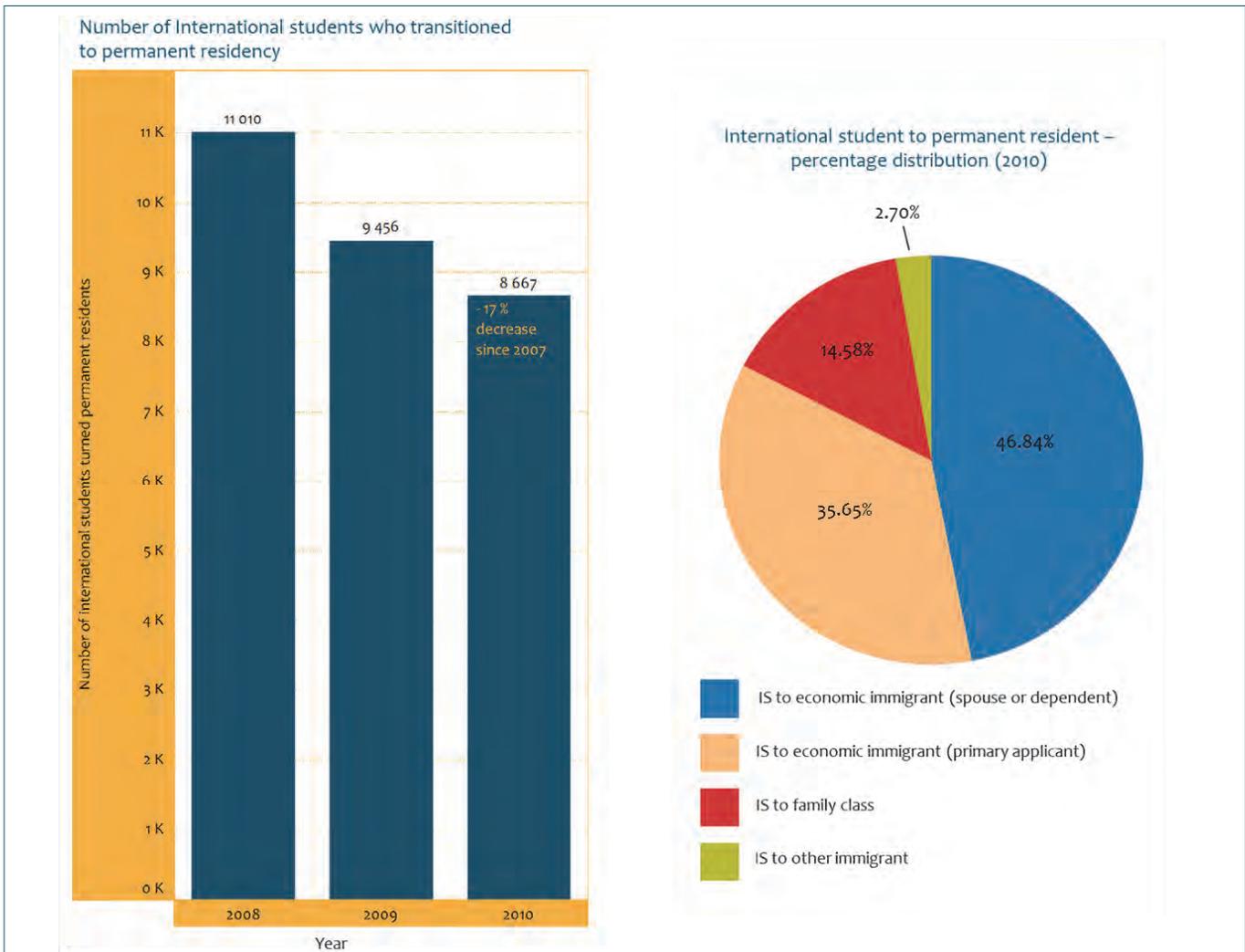


number of first-time permits and extensions issued has increased by approximately 151% from 10,872 to 27,341. Over the last year, the number of post-graduation work permits and extensions has increased by 21%. Part of what is driving this trend is the federal government’s [changes to the post-graduation work permit program](#) (CIC, 2008), which removed restrictions on the type of employment as well as the requirement for a job offer to obtain this work permit.

Citizenship and Immigration Canada (CIC) was not able to provide the most recent (2012) statistics on the number of international students who transitioned to permanent residency. We have included the figure (see below) from our 2012 *World of Learning* report, which included data from 2010 and 2011.

In 2010, international students made up approximately 12% of the total number of new permanent residents in Canada, a decline of four percentage points since 2008. Moreover, there has been a decline in the number of students who transition to permanent residents. As can be seen in the graph below (figure 21, bar chart), the number of international students transitioning to

Figure 21: International students to permanent residents of Canada





permanent residents has declined by 17%, from 11,010 in 2008 to 8,667 in 2010 (the most recent data available). CIC data does not provide information on the success rate of applications, so it is impossible to determine the extent to which the decline in international students turned permanent residents is the result of fewer applications being received or a lower acceptance rate for submitted applications. In addition, the decline may be the result of students being reclassified as temporary foreign workers after successfully applying for a post-graduation work permit, which would mean there are fewer new Canadians moving from student to permanent resident directly, but more transitioning from student to temporary foreign worker, and then obtaining permanent residency. Please note that this is a possible explanation only, and that CBIE is seeking clarification from CIC on the matter.

Figure 21 (pie chart) also shows how the 12% of international students who transitioned to permanent residents were classified by CIC. Of the 12% of international students who transitioned to permanent residents, over one-third (35.65%) were classified as economic immigrants (permanent residents selected for their skills and ability to contribute to Canada's economy). Nearly half (46.84%) were classified as the spouse or dependent of an economic immigrant. Combining these figures, a pattern emerges whereby over 80% of the international students who became permanent residents in 2010 did so because they (or one of their family members) were able to demonstrate their economic value to the country.

The remaining 18% breaks down as follows: almost 15% (14.58%) were classified as permanent residents sponsored by a family member who is a Canadian citizen and over 18 years of age. The remaining 2.7% fall under an "other immigrant" category, which includes "post-determination refugee claimants in Canada, deferred removal orders, retirees (no longer designated under the *Immigration*

and Refugee Protection Act), temporary resident permit holders, humanitarian and compassionate cases, sponsored humanitarian and compassionate cases outside the family class, and people granted permanent resident status based on public policy considerations" (CIC, 2012).²⁹

The Canadian Experience Class immigration stream (CEC), launched in 2008, accounts for a small proportion of the nearly 47% of economic immigrants. The program welcomed its 20,000th permanent resident in September 2012 (CIC, 2012). The CEC allows skilled temporary foreign workers with Canadian work experience and international students with Canadian degrees, diplomas and work experience to apply for permanent residency based on meeting other criteria related to work experience and proficiency in one of Canada's official languages. Though the CEC is Canada's fastest growing economic immigration program, CIC had estimated that the number of successful applicants would rise from 5,000 in 2009 to 26,000 in 2012 (Office of the Auditor General, 2009). Since implementation in 2010, just over 5,000 had applied through the student stream, with just over 3,000 admitted (CIC, Facts and Figures, 2010). In 2009 there were less than 2,000 successful student applicants, and in 2010, just under 4,000 — far from the 26,000 projected. There is need to review CEC itself in view of this performance, as well as to consider how we can assist students to access CEC.



29. This discussion (and the figure) does not include former students who became permanent residents through their refugee status. This group made up approximately 0.25% of the total number of international students turned permanent residents in 2010.



The Students' Voice

CBIE has regularly studied the experience of international students through a comprehensive national survey since 1988. The inaugural edition of *A World of Learning* in 2012 included a survey of approximately 1,700 international students across Canada, giving us insight into their decision to study in Canada, their experience while here and their post-graduation plans.

The first section of this chapter provides the findings of CBIE's 2013 International Student Survey. The 2012 survey served as our benchmark from which to compare student responses in future years. We plan to undertake this survey annually going forward, in order to generate up-to-date data critical for decision-making.

A second section takes a closer look at student experiences of discrimination. Although responses indicate high levels of international student satisfaction, the 2012 survey brought the issue to our attention. Despite discrimination against international students not being unique to Canada — for example, consider the Australian Human Rights Commission's anti-racism campaign — we felt that our findings warranted additional research in order to better understand this issue. We have conducted a mixed-methods study using survey and interview data which concludes with a series of best practice recommendations.

The International Student Survey

For the 2013 edition of *A World of Learning*, CBIE made the decision to advance the survey to the second semester (the 2012 survey was done in the fall semester) for two reasons:

1. The involvement of CBIE's member representatives is critical to the success of this survey. We were told by several institutional representatives that due to other responsibilities in early September it is difficult to find time to do the required preparation and to implement the survey.
2. Many respondents to the 2012 survey had just begun studies at their institution, so they did not have sufficient experience to answer many of the survey questions. As a result, we eliminated a number of responses in 2012 because the student had been in Canada for less than one semester. By delivering the survey in February, the majority of students have had at least five or six months of experience to draw upon.

In February 2013, CBIE received 1,509 complete, useable responses from 25 institutions across Canada.³⁰

Figure 22: Surveys completed by province of study



30. Brock University, Cambrian College, Camosun College, Cape Breton University, Emily Carr University of Art and Design, Grant MacEwan, Huron University College, Memorial University Newfoundland, Mount Saint Vincent, New Brunswick Community College, NorQuest College, Northern Alberta Institute of Technology, Okanagan College, Polytechnique Montréal, Quest University Canada, Saskatchewan Institute of Applied Science and Technology, Selkirk College, Sherbrooke University, Thompson Rivers University, University of Manitoba, Université Saint-Boniface, University of Prince Edward Island, University of Saskatchewan, University of Victoria, and University of Windsor.

Figure 23: Degree, diploma, or certificate sought

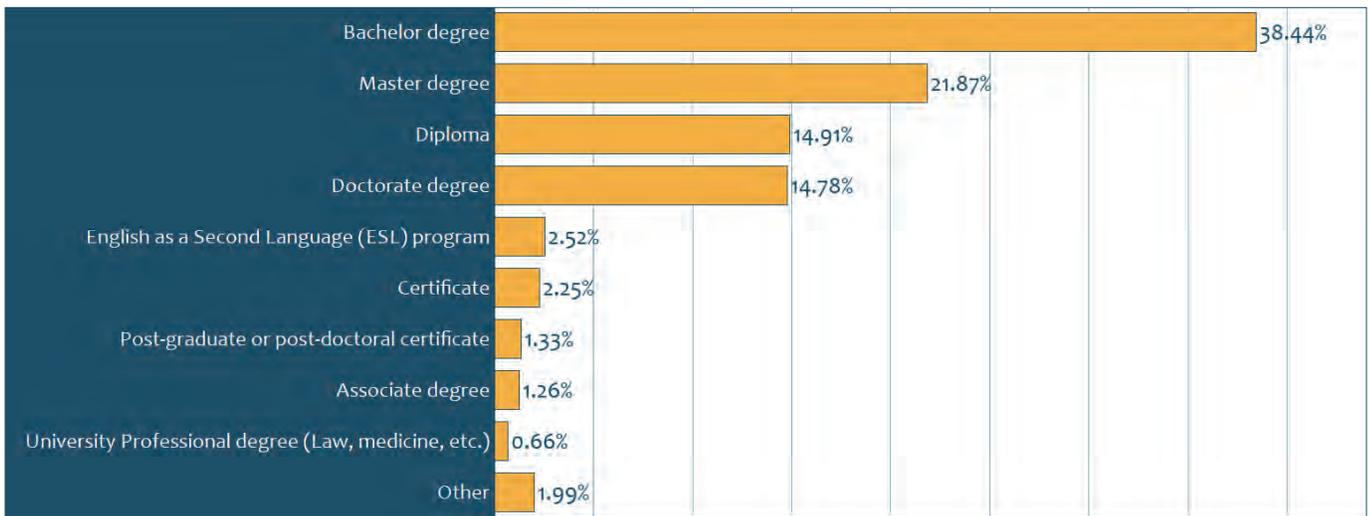


Figure 24: Year of Study

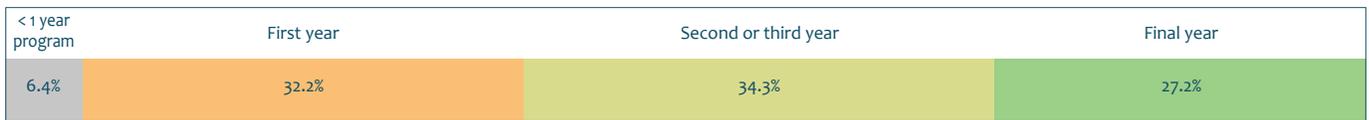


Figure 25: Country of Origin



Figure 26: Have you ever attended an educational institution other than the one you are attending now?



Background Information

As shown in figure 23, approximately 38% of respondents are studying for a Bachelor’s degree, followed by 22% pursuing their Master’s degree, and 15% enrolled in a Diploma or Doctoral program.

As shown in figure 24, student respondents are split fairly evenly in terms of their year of study with 34% in their second or third year (of multi-year program), 32% in their first year, and 27% in their final year. A comparatively small proportion (6%) of students is enrolled in a program that is less than one year long.

International Student Pathways to Canada

Prior experience with Canadian education

As can be seen in figure 26, 323 students (21%) out of 1,505 attended an educational institution in Canada prior to the one they are attending now.

As shown in figure 27, this question is broken down by the type of institution attended. Of this sample (323), more than one in three students attended a Canadian university prior to attending their current institution.

As shown in figure 22, the majority of students who completed the survey came from Québec (254), Ontario (251), Alberta (245), Manitoba (230), British Columbia (220) and Saskatchewan (186), with fewer responses from Nova Scotia (73), Newfoundland and Labrador (22), Prince Edward Island (16) and New Brunswick (12).

Capturing the views of over 1500 total participants (51% male, 47% female, 2% not stated), the survey results offer a useful snapshot of the international student experience in Canada. While the total number of responses is somewhat below last year’s total (approximately 1700), because of the timing of the survey (February) we were able to use virtually all responses. Therefore, our response rate for most questions in the survey was actually higher than in the 2012 survey.

Figure 27: Where else did you study in Canada?

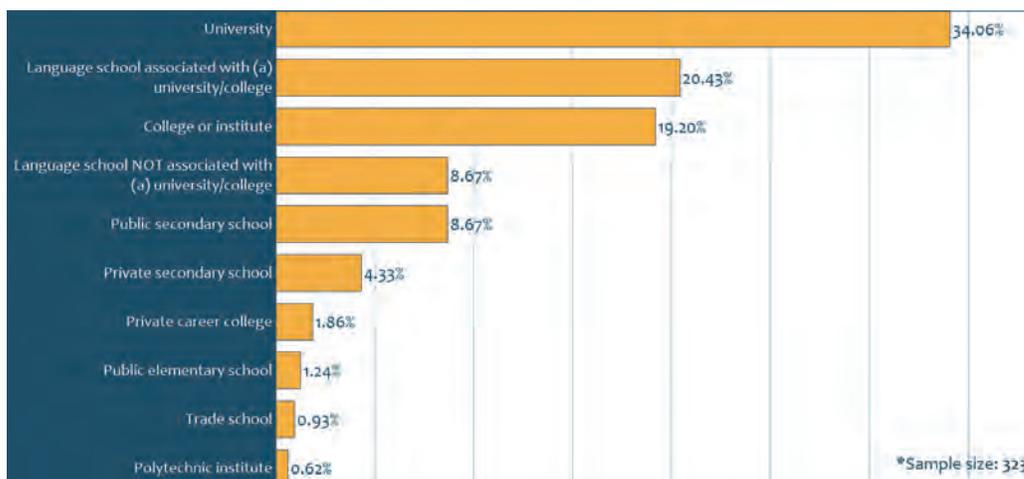
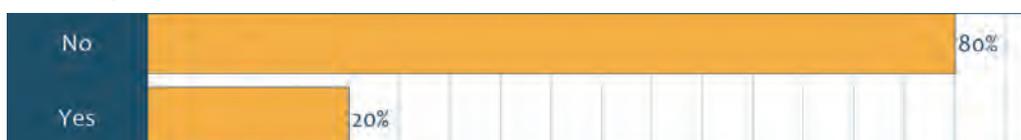


Figure 28: Did you apply to any countries other than Canada (or your home country)?



Applications to Institutions in Other Countries

Figure 28 shows the percentage of students who applied to an institution in a country other than Canada or their home country. About 300 (20%) applied to countries other than Canada, a substantial percentage decrease compared to last year (45%). Of the students who applied to another country, almost 38% applied to the US, 23% applied to the UK, and 14% applied to Australia.

Why do International Students Choose to Study in Canada?

Survey results show that students choose to study in Canada for a variety of reasons. The responses have been divided into five subsections: *academic reputation*, *Canada's reputation as a safe and welcoming country*, *affordability of education*, *opportunities to work after graduation and permanent residence*, and *other factors*. For each of the sections, students were asked to rate how important each factor was in their decision to choose Canada as a study destination. The coloured bars represent the percentage breakdown of responses. Each colour corresponds to the proportion of students who made that particular choice.

As shown in figure 29, Canada's academic reputation remains an important factor to students with 78% of students stating that the reputation of the Canadian education system was *very important* (47%) or *essential* (31%) in their decision to study in Canada. A similar response

pattern is seen regarding the quality of education at a student's institution with 75% of students stating this factor was either *very important* (46%) or *essential* (29%) in their decision to study in Canada.

The position of Canadian institutions in international rankings or league tables such as those of *Times Higher Education* was also an important factor with a combined 59% stating that this was either *very important* (40%) or *essential* (19%) in their decision to study in Canada. Interestingly, the proportion of students who said this was a *very important* or *essential* factor in their decision to study in Canada did not change when colleges were removed from the sample (since these league tables apply uniquely to universities). A higher proportion (approximately 75%) of students from Sub-Saharan Africa and South Asia stated that the position of Canadian institutions in international rankings was either *very important* or *essential*.

As can be seen in figure 30, 80% of respondents stated that Canada's reputation as a safe country was either *very important* (41%) or *essential* (39%) in their decision to come to Canada. How international students thought others would behave towards them was considered either *very important* (38%) or *essential* (22%) by approximately 60% of respondents. It was also considered *somewhat important* by a quarter of students. Finally, 77% of students stated that Canada being a society that is tolerant and not discriminatory was either *very important* (42%) or *essential* (35%) in their decision to come to Canada.

Figure 29: Academic reputation

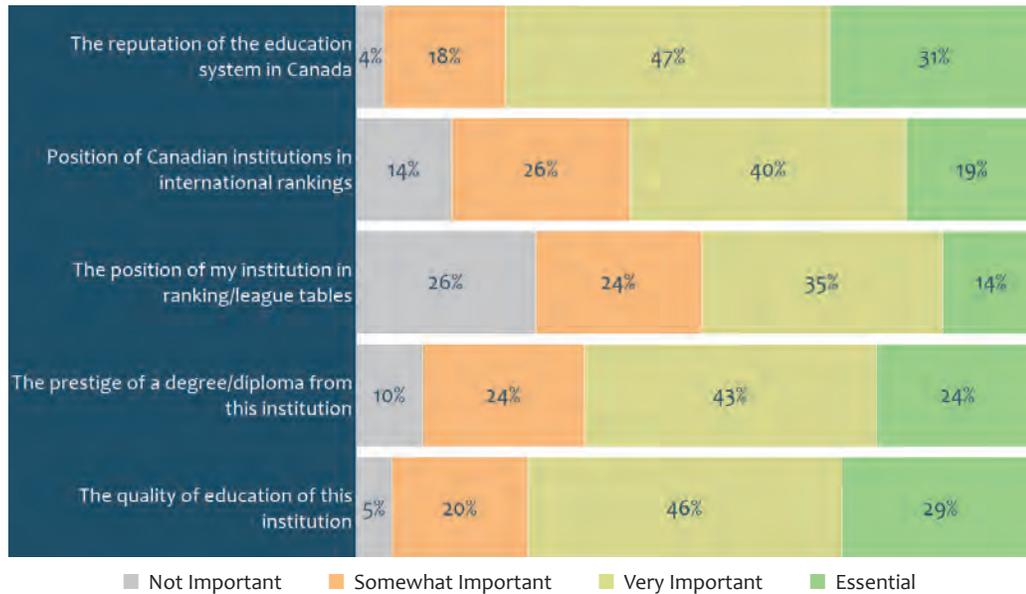
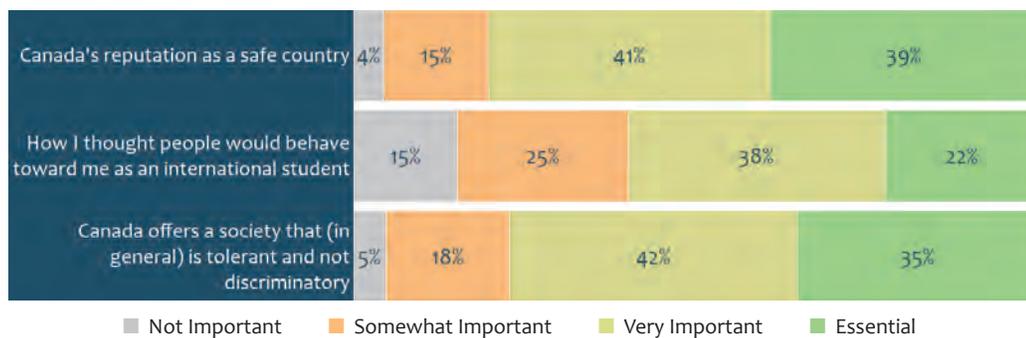


Figure 30: Canada's reputation as a safe and welcoming country



The cost of education can be a prohibitive factor for many students who want to study at an international institution. In 2012-13, the average annual university tuition for full-time international students in graduate programs was \$13,163 (compared to \$6,053 for domestic students) and the average tuition for undergraduate international students was \$18,641 (compared to \$5,772 for domestic students; Statistics Canada, 2012).

It should be noted that there is large difference in tuition levels for different types of programs. For example, the Masters of Business Administration was excluded from the averages above. In 2012, the average tuition cost for a regular MBA was approximately \$32,000 (compared to \$24,000 for domestic students) and the tuition cost for an executive MBA was over \$44,000 (compared to \$35,000 for domestic students). The averages above also exclude dental, medical and veterinary programs offered by universities and teaching hospitals. CBIE took the average tuition of medical, dental, pharmaceutical, and veterinary programs (all of which had tuition costs that were markedly

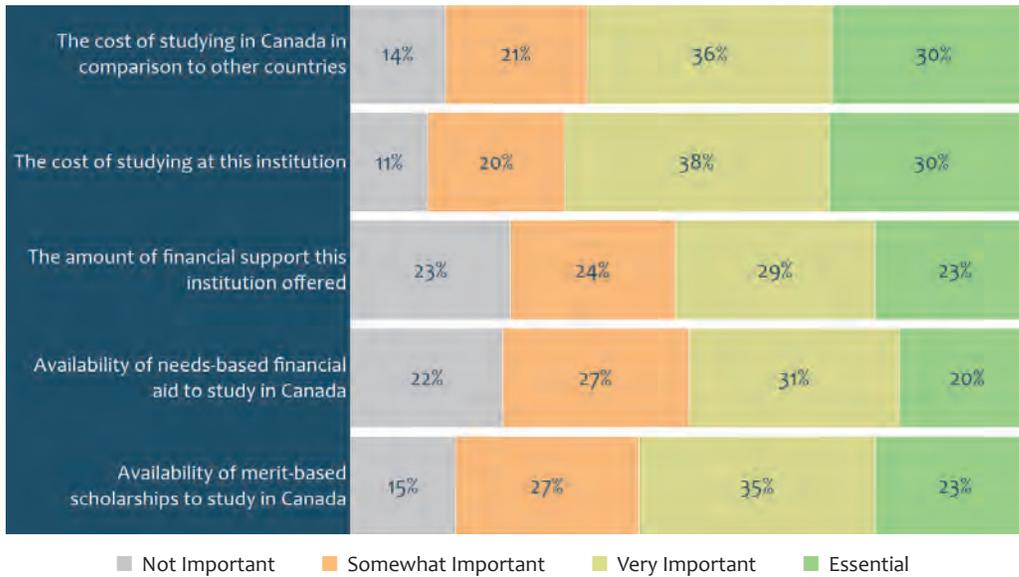
higher than the other programs) and found that the average tuition for international students for these programs is approximately \$39,000 (Statistics Canada, 2012) compared to about \$12,000 for Canadian students.

Unsurprisingly, 66% of students stated that the cost of studying in Canada compared to other countries was either *very important* (36%) or *essential* (30%) in their decision-making. This finding was particularly pronounced when looking at students from East and South Asia. The cost of studying in Canada was *very important* or *essential* to approximately 75% of East and South Asian students.

When asked to rate their level of concern when it comes to paying for school-related expenses such as tuition, textbooks and school supplies, approximately 50% of students said they were *very concerned* and 34% said they were *somewhat concerned*. When it comes to paying for accommodation, approximately 39% said they were *very concerned* and 40% said they were *somewhat concerned*. In addition to academic costs, student expenses



Figure 31: The affordability of education in Canada



include rent, food, transportation and entertainment. Approximately 78% of students were either *somewhat concerned* or *very concerned* with paying for the various costs associated with being a student in Canada.

Students were asked to state the top three financial supports that are currently helping them pay for their education. Almost 75% of students listed their parents, relatives or guardians as one of the three financial supports helping them. Almost 28% listed personal savings and more than 25% of students listed a university or college scholarship. On-campus and off-campus work was also listed by 16% and 15%, respectively. Scholarships from a student’s home country government or agency were listed by approximately 14% of students.

For many students, studying in Canada appears to be one component of longer term plan to find a job in Canada after graduation and, eventually, apply for permanent resident status. Approximately 46% of students indicated that they plan to become a permanent resident and work in Canada

indefinitely. An even higher proportion of students from South Asia (60%), Africa (56%) and MENA (50%) countries indicated that they plan to become a permanent resident of Canada after they graduate. Approximately 25% of students plan to work for up to three years before returning home. See figure 39 on page 30.

Opportunities to work after graduation and become a permanent resident of Canada are clearly important factors in a student’s decision to study here. As can be seen in figure 32, more than 66% of students said that the opportunity for permanent residence in Canada was either *very important* (30%) or *essential* (37%) in their decision to study in Canada. An even higher proportion of students (68%) said that opportunities for full-time work in Canada following graduation were either *very important* (33%) or *essential* (35%) in their decision to study in Canada.

A range of other factors influence a student’s decision to study in Canada, three of which are highlighted in figure 33. The availability of a particular program at an institution is a

Figure 32: Opportunities for work and permanent residence

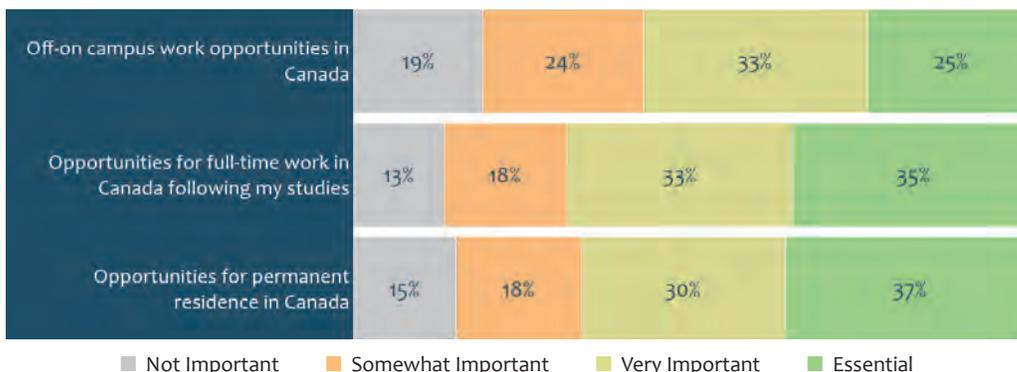
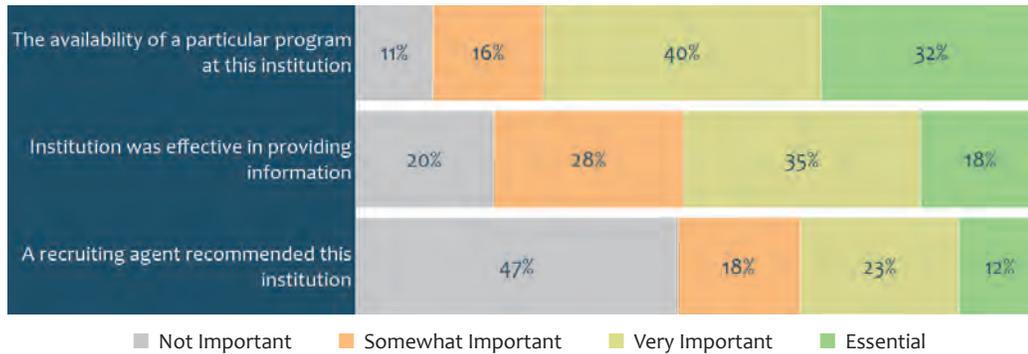


Figure 33: Other factors



critical factor with 72% of students stating that it was either *very important* (40%) or *essential* (32%) in their decision to study in Canada. The institution being effective in providing information was also considered an important factor with more than 52% stating that it was either *very important* (35%) or *essential* (18%) in their decision to study in Canada.

Whether a recruiting agent recommended the institution was a less important factor overall. Approximately 47% of students said that this factor was not an important factor in their decision to study in Canada. There are, however, regional differences are worth noting. For example, 67% of Latin American students and 72% of European students stated that this factor was *not important* compared to a much smaller proportion (22%) of East Asian students. More than 52% of East Asian students said this factor was either very

important (36%) or *essential* (16%) in their decision to study in Canada. Interestingly, South Asian students were split down the middle on this issue with 45% stating it was *not important* and 41% stating it was either *very important* (25%) or *essential* (16%).

Are students Satisfied with their Decision to Study in Canada?

As can be seen in figure 34, international students are satisfied with all aspects of their Canadian educational experience. Approximately 91% of students stated that they were either *satisfied* (60%) or *very satisfied* (31%), and 96% of students would *definitely* (62%) or *probably* (34%) recommend Canada as a study destination.

Figure 34:



Figure 35 shows the regional breakdown of responses for how satisfied (overall) international students are with their Canadian experience. A higher proportion of students from Africa (95%) and South Asia (96%) are satisfied with their experience in Canada compared to the total sample size whereas a slightly smaller proportion of students from MENA (84%) reported being satisfied with their experience.³¹ Overall, however, it appears that international students are very satisfied with their experience in Canada.

Students were asked to identify how beneficial their Canadian program of studies has been in a variety of areas (figure 36). Approximately 90% of students indicated that

their program of study was either *excellent* (48%) or *good* (42%) at making them a more educated person. In addition, approximately 75% indicated that their program of study was either *excellent* (30%) or *good* (45%) at increasing their career earnings potential. Finally, approximately 69% of students indicated that their program of study was either *excellent* (26%) or *good* (43%) at giving them the opportunity to contribute to the advancement of their country. Perhaps not surprisingly, a higher proportion of students from Africa (84%), Latin America and the Caribbean (76%), and South Asia (75%) stated that their Canadian education was either *good* or *excellent* at helping them contribute to the advancement of their country.

Figure 35: Overall, how satisfied are you with all aspects of your Canadian experience (regional breakdown)?

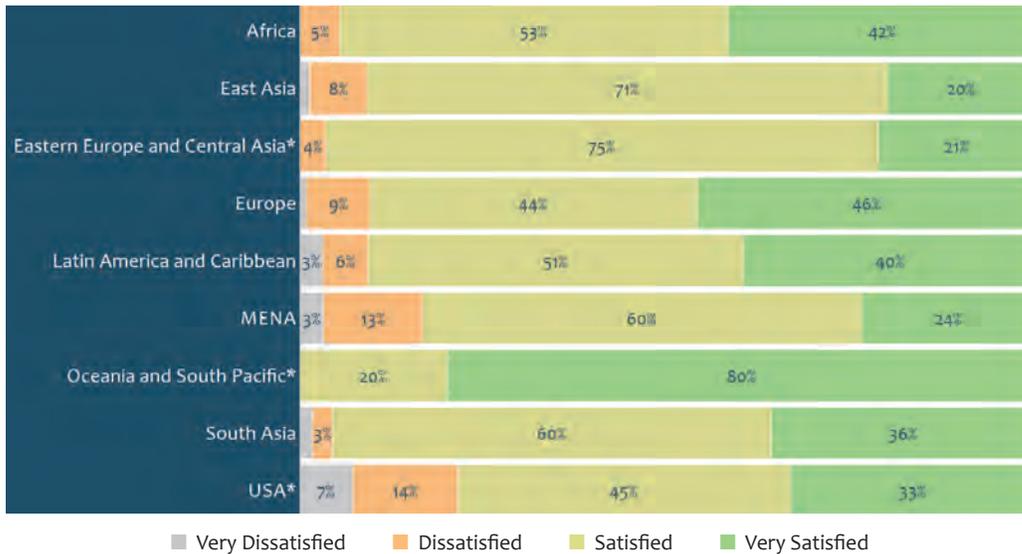


Figure 36: How beneficial has your Canadian program of studies been for each of the following:



31. Eastern Europe and Central Asia, United States, and Oceania and South Pacific regions were not included in the analysis due to the limited number of responses (under 100).

Figure 37: Where are most of your friends in Canada from?

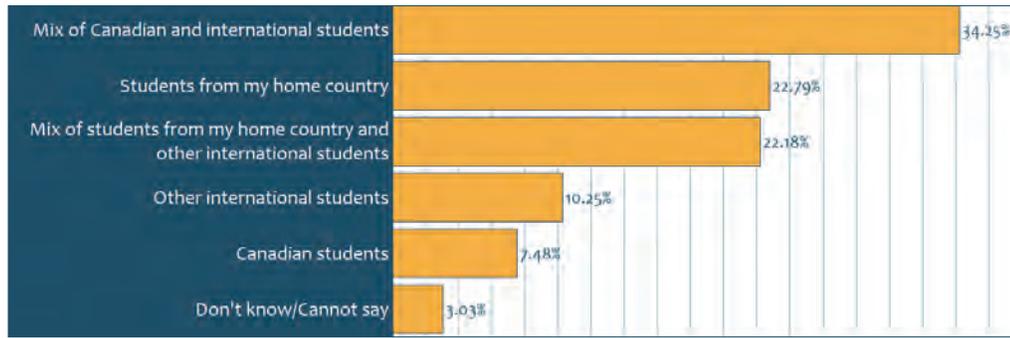
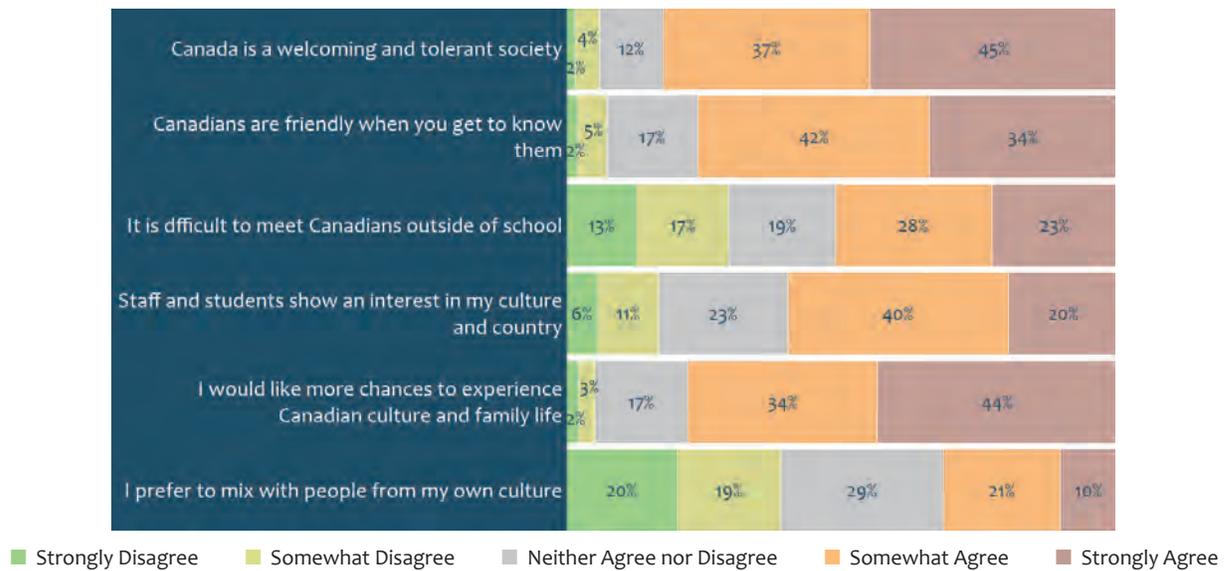


Figure 38: Statements about Canada



Social and Cultural Adjustment

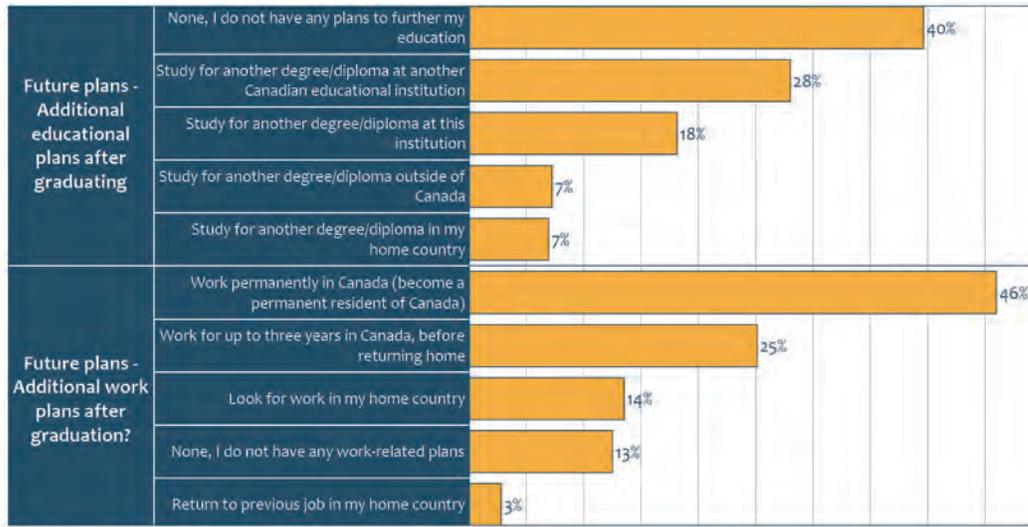
Figure 37 shows that approximately one-third of international students are friends primarily with a mixture of Canadian students and other international students. Fifty-five percent of students are friends primarily with other international students, including 23% who indicated they are friends primarily with students from their home country. Approximately 7% of students said they are friends primarily with Canadian students.

Figure 38 above shows that the majority (82%) of international students agree that Canada is a welcoming

and tolerant society. While approximately half (51%) of respondents indicated that it is difficult to meet Canadians outside of school, 76% believe that Canadians are friendly when you get to know them, and 60% indicated that staff and students show an interest in their culture and country. The majority (78%) said that they would like more chances to experience Canadian culture and family life; however, approximately one-third agree (31%) that they prefer to mix with people from their own culture, one-third (29%) are undecided, and 39% indicated that they prefer to mix with cultures other than their own.



Figure 39: What are your plans for after you finish your current program of study?



What do International Students Plan to Do After they Graduate?

The question of what students plan to do after they finish their Canadian program is an important question to track over time. In order to get a more nuanced understanding of students' plans after they are finished their program, we disaggregated the question pertaining to future plans more fully than in the 2012 survey to get at future academic and work plans separately. Illustrated in figure 39, with regard to future education plans, approximately 40% of students have no plans to further their education. Of the 60% of respondents who do plan on furthering their education, 28% plan to do so at another institution, 18% at the same institution, 7% plan to study outside of Canada and 7% state that they plan to return to their home country to study.

There are regional differences that are worth noting with regard to students who plan to continue their education after they have graduated (60% of students sampled): a higher proportion of those from Europe (49%) are more likely to return home to study. Students from South Asia (97%), Africa (85%), East Asia (85%), MENA (75%), and Latin America and Caribbean (70%) by comparison are much more likely to pursue additional education opportunities in Canada.³²

With regard to work plans after graduation, almost half (46%) plan to work permanently in Canada (become a permanent resident) and 25% plan to work in Canada for up to three years and then return home. Almost 14% of students plan to look for work in their home country and 3% plan on returning to their previous job. The remaining 13% of students have no work-related plans after graduation.

Similar regional differences were observed with regard to work plans as those described in the education plans paragraph above. That is, a higher proportion of students from Europe (44%) were planning on returning to work in their home country after finishing their studies. By comparison, with the exception of Latin America and Caribbean (29%), less than one out of five students from South Asia, Africa, MENA, and East Asia plan to return to their home country to work after graduation. The remaining 71-97% (depending on the region in question) of students plan on either working in Canada for up to three years before returning home or staying in Canada permanently. At least half of the students from South Asia (67%), Africa (60%), MENA (57%), Latin America and Caribbean (55%) and East Asia (49%) stated an interest in applying to work permanently in Canada.

Observations

The number of international students in Canada has almost doubled over the last decade, from 136,000 to 265,000. As the international student population in Canada attending secondary schools, language schools, and post-secondary institutions (e.g. colleges, polytechnics and universities) increases it is critical that we regularly monitor the student experience to ensure that desired outcomes are being realized for students and the institution.

CBIE had conducted international student surveys in previous years (1999, 2004, and 2009), but 2012 marked the first edition of our *annual* capstone survey of international students. Our goal with the survey series is to track on a year-to-year basis why students decide to come to Canada,

32. Eastern Europe and Central Asia, United States, and Oceania and South Pacific regions were not included in the analysis due to the limited number of responses (under 100).

their experiences while studying here, and their future plans for after graduation. For the 2013 survey, we built on the successes of the 2012 survey by expanding our sample to include students from institutions from all of the provinces, and of different sizes and type (colleges, polytechnics and universities).

The 2013 survey results largely mirrored our findings from the 2012 survey. The overwhelming majority (more than 90%) of international students in Canada report being satisfied or very satisfied with their experience and would recommend Canada as a study destination to other students. More specifically, the large majority of students noted the positive impact their Canadian education has had in terms of making them more educated, increasing earning potential during their careers, and contributing to the advancement of their home country.

With regard to the reasons students chose Canada as a study destination, the overall quality of education in Canada, the cost of studying in Canada relative to other countries, and work and permanent residence opportunities were all important factors for students. Another important factor was the belief that Canada is a safe country that is welcoming and tolerant.

New to the 2013 survey is a greater focus on geographic regions (and specific countries within these regions). While it is important not to overstate the generalizability of these results, this analysis does provide an interesting view into the decision-making and experiences of students from different regions and countries of origin. As the total number of students completing the survey increases, CBIE will be able to push the region-specific and country-specific analysis even further, allowing for a more nuanced understanding of the international student population in Canada.

Student experiences, both positive and negative, need to be tracked to ensure that we are living up to our promise of providing quality education and a welcoming, safe space to study. The results from this year's survey indicate that we are doing very well as a country, but that there are areas we can improve upon. Given the volatility of the market, the unpredictability and influence of political change, the ethical imperatives of international education, and a host of other factors, ensuring that the student experience is excellent must remain a top priority. For this and future years, this survey provides insights into the international student experience, giving policy-makers, student services professionals and institutional leaders access to up-to-date information from which to develop globally competitive international education strategies.

Discrimination, Racism and the International Student Experience

Canada is a popular destination for international students, and the influx of foreign scholars provides significant economic, social and cultural benefits. Canada's reputation as a safe and tolerant society, built upon the principles of multiculturalism, is an attractive feature for international students.

Despite a positive overall reputation, negative incidents can have a serious effect on the reputation of a country as a destination of choice for international students. During 2009, a number of racially motivated crimes against Indian students in Australia were widely publicized. These incidents were a factor in a significant decline in Australia's international student enrollments. In response, the Australian Human Rights Commission developed a human rights framework to protect international students, and the government and institutions of Australia developed a number of measures designed to ensure a more positive environment.

A 2012 survey of over 6,200 international students found that approximately one-third of respondents in each of the five European countries studied encountered discrimination or prejudice due to their foreign background. Specifically, 40% of respondents in France, 39% in Germany, 35% in Sweden, 30% in the Netherlands, and 27% in the UK reported experiencing discrimination (SVR Research Unit, 2012). Similarly, in a 2011 survey of 153 graduate international students at one university in England, 32% reported experiencing some form of discrimination (Brown & Jones, 2011). In most cases students at the university experienced verbal abuse, but 6% of respondents reported incidents of physical abuse. These incidents were primarily reported by visible minority students. A 2009 study of 200 international students in Australia found that 50% had experienced discrimination, and a small percentage of students had experienced violent incidents, all of which had a racial element. Another Australian study in 2009 reported that 19% of respondents had experienced racist talk or verbal abuse, and 11% had experienced culture-based exclusion (as cited in Academy of the Social Sciences in Australia, 2010).

In the United States, a 2007 study on the nature of discrimination experienced by international students identified a range from perceptions of discomfort, to verbal discrimination, direct confrontation, and off-campus physical attacks (Lee & Rice, 2007). Another US study of 640 international students at one university found that students from the Middle East and Africa experienced more discrimination than students from other regions. The study



found that international students reported experiencing discrimination from professors, classmates and the community (Hanassab, 2006).

Many Canadians take pride in being part of a tolerant and welcoming society, but to what extent do international students experience discrimination and racism in Canada? Although a number of studies have examined discrimination experienced by international students in several popular receiving countries, less is known about this issue in the Canadian context. For this report, CBIE examined the prevalence and forms of discrimination and racism experienced by international students attending a variety of universities and colleges across Canada. We conclude with a series of recommendations for inclusive campuses.

Methodology

This mixed methods study gathered data through a comprehensive survey and through semi-structured interviews with international students.

CBIE's 2013 International Student Survey (detailed earlier in this chapter) was available in English and French and was completed by 1,509 students studying at 25 universities and colleges from 10 provinces across Canada. Students originated from 116 countries and respondents were divided relatively evenly in terms of gender. Although the survey covered many topics dealing with the international student experience, for this section of our report, we focused on the questions related to discrimination and racism. The survey questions on this theme asked about four different forms of discrimination (racial, cultural/religious, gender and discrimination based on sexuality). Here, we take a closer look at the question of racial and cultural/religious discrimination.

Of the 1,509 students who completed the survey, 684 indicated that they were willing to be contacted to participate in interviews. Forty-six students were invited for interviews because they had either agreed or strongly agreed with the survey statements, "I have experienced some form of discrimination as an international student in Canada while interacting with institutional staff" or "I have experienced some form of discrimination as an international student in Canada while interacting with faculty members." In addition, several of the students selected had cited experiences of racism or discrimination in response to the open-ended survey question, "What has been the least positive part of your study experience while in Canada?"

During webcam-based interviews, participants were asked about the extent to which they felt welcome as international students in Canada and were asked to describe any incidents where they did not feel welcome. In some cases, participants were asked directly to elaborate on survey responses that indicated that they had experienced discrimination as international students. Participants were

also asked to provide recommendations on how to create a more inclusive environment for international students.

Although 46 students were invited, only eight responded to our request, and all eight were interviewed. The low response rate may reflect the timing of the request during the summer (2013). Three interviewees were women and five were men. Students were attending institutions located in five provinces and represented a variety of fields and levels of study. Three interviewed students were studying at the undergraduate level, four were graduate students, and one was pursuing a post-graduate certificate. Students had spent an average of three years living in Canada and represented five regions: three students originated from the Americas, two from South Asia, one from Africa, one from the Middle East and one from Europe. Two of the eight students had studied abroad in a country other than Canada or their home country. Interviews were conducted in English. Although a French version of the invitation was extended to a sample of French-speaking students, no French-speaking students responded.

There are a number of limitations to this study. Although the International Student Survey was designed to be accessible to second-language students, some respondents may have encountered challenges in their comprehension of the questions, and responses reflect the understanding and interpretation of survey questions. Interpretations of discrimination are subjective, and may or may not reflect the reality of the situation. Whether an accurate perception or misperception, these responses are important in order to not only understand reports of discrimination, but to also understand the type of international experience students are gaining in Canada. Moreover, unlike the European and Australian studies, which asked one question, our survey asked a number of questions regarding source and type of discrimination. This may have had the effect of "priming the pump" — that is, encouraging students to think about incidents that they may otherwise have dismissed.

In terms of the interview component of the study, the small sample of eight interviewees may have limited the breadth of possible types of discrimination reported. Interviewees were selected based on interest and availability, and this may have focused the findings on the experiences of students who were particularly open to interviews and/or talking about the interpersonal aspects of the international student experience.

Moreover, visible minority and new Canadians may also experience discrimination; however, this study does not explore the overlap between these identities.

Despite these limitations, due to the volume of the survey responses and the in-depth nature of the interviews, we believe that our study provides helpful insights into the student experience and, coupled with other research in this area, valid recommendations for enhancing it.

Figure 40: Discrimination by Source and Type³³

I have experienced some form of discrimination as an international student while interacting with...			
	Agree	Disagree	N/A
Faculty Members			
Racial Discrimination	15% (229)	73% (1079)	12% (171)
Cultural / Religious Discrimination	13% (195)	74% (1097)	12% (182)
Institutional Staff			
Racial Discrimination	17% (254)	72% (1070)	11% (166)
Cultural / Religious Discrimination	15% (228)	73% (1092)	11% (168)
Students			
Racial Discrimination	23% (333)	66% (982)	11% (163)
Cultural / Religious Discrimination	21% (313)	67% (1004)	11% (161)
Broader Community			
Racial Discrimination	25% (376)	62% (935)	12% (176)
Cultural / Religious Discrimination	21% (314)	65% (983)	13% (191)

Survey Results: The prevalence of discrimination against international students in Canada

The majority (82%) of survey respondents agreed with the statement that Canada is a welcoming and tolerant society, 76% believe that Canadians are friendly when you get to know them, and 60% indicated that staff and students show an interest in their culture and country. Despite the overall perception of Canada as a welcoming country, survey findings indicate that some respondents feel that they were discriminated against in some interactions with faculty, staff, other students, and in the community. Experiences of not feeling welcome were more often reported in interactions off-campus and with other students than during interactions with institutional staff and faculty members.

As can be seen in figure 40, when interacting with faculty members, 15% of respondents indicated that they had

experienced racial discrimination, while 13% reported cultural/religious discrimination. Taken together, 18% reported either experiencing racial, cultural/religious, or both types of discrimination by faculty. Similarly, when interacting with institutional staff members, 17% reported experiencing racial discrimination, 15% reported cultural/religious discrimination, and 20% experienced one or both types of discrimination.

In their interactions with other students, 23% of respondents reported experiencing racial discrimination, 21% experienced cultural/religious discrimination and 28% reported experiencing one or both. Finally, when interacting with members of the off-campus community, 25% of respondents indicated that they had experienced racial discrimination, 21% reported cultural/religious discrimination, and 30% reported one or both. When disaggregating the above responses by gender, no important differences were noted between women’s and men’s responses.³⁴

Figure 41: International Students Reporting Racial Discrimination by Region of Origin

I have experienced some form of racial discrimination as an international student while interacting with...							
Faculty		Institutional Staff		Students		Community	
East Asia	24%	East Asia	26%	Africa	39%	Africa	36%
Africa	23%	Africa	25%	MENA	31%	East Asia	36%
MENA	22%	MENA	24%	East Asia	29%	MENA	31%
South Asia	12%	South Asia	14%	South Asia	20%	South Asia	25%
LAC	6%	LAC	9%	LAC	17%	LAC	23%
Europe	3%	Europe	4%	E. Eur & C. Asia	9%	USA	6%
E. Eur & C. Asia	2%	E. Eur & C. Asia	2%	Europe	6%	Europe	5%
USA	1%	USA	1%	USA	3%	E. Eur & C. Asia	2%

33. Totals may not add up to 100 due to rounding.

34. Differences between group responses (women and men) ranged from 0-3%.



Figure 42: International Students Reporting Cultural/Religious Discrimination by Region of Origin

I have experienced some form of cultural / religious discrimination as an international student while interacting with...							
Faculty		Institutional Staff		Students		Community	
MENA	25%	MENA	28%	MENA	32%	MENA	30%
East Asia	20%	East Asia	24%	East Asia	27%	East Asia	28%
South Asia	9%	South Asia	11%	Africa	21%	USA	21%
Africa	8%	Africa	10%	South Asia	20%	South Asia	20%
USA	7%	LAC	7%	LAC	17%	LAC	17%
LAC	7%	E. Eur & C. Asia	6%	USA	15%	Africa	15%
Europe	5%	USA	6%	E. Eur & C. Asia	13%	E. Eur & C. Asia	11%
E. Eur & C. Asia	4%	Europe	5%	Europe	9%	Europe	10%

Survey respondents originated from the following nine regions: Africa, East Asia, Eastern Europe and Central Asia, Europe, Latin America and the Caribbean (LAC), Middle East and North Africa (MENA), Oceania and the South Pacific, South Asia, and the USA³⁵. Although discrimination was reported by students to varying degrees from all regions, students from East Asia, Africa, MENA, and South Asia reported a much higher incidence of discrimination.

As indicated in figure 41, East Asian students reported experiencing the highest level of racial discrimination while interacting with faculty and staff at their institution (24% and 26% respectively), followed by students from Africa (23% and 25%), MENA (22% and 24%), and South Asia (12% and 14% respectively). African students reported the highest levels of racial discrimination experienced in their interactions with other students (39%) and the broader community (36%). Students originating from the MENA region also reported substantial racial discrimination by students (31%) and the community (31%), as did East Asians (29% and 36%) and South Asians (20% and 25% respectively).

By contrast, students from the MENA region reported experiencing the highest level of cultural/religious discrimination experienced by all four groups: faculty (25%), staff (28%), students (32%), and the community (30%). Students originating from East Asia experienced the second highest level of cultural/religious discrimination (20%, 24%, 27% and 28% respectively). Students from South Asia, African, and the USA also reported substantial levels of cultural/religious discrimination. See figure 42 above.

What do International Students Mean When they Report Discrimination and Racism?

Interviews provided insight into discrimination reported in the survey as well as student perspectives on how to develop a more welcoming environment at Canadian

institutions. Given the limited number of student interviewed, these narratives are not exhaustive but provide a sample of student experiences and perspectives. Students were asked to discuss the extent to which they feel welcome based on their interactions with professors, institutional staff, other students, and the community. In general, interviewees felt welcome in Canada and described many positive interactions at school and in the community.

Despite students' positive overall experiences in Canada, a few specific experiences or incidents that made them feel unwelcome were reported. These responses fell within a continuum, from perceptions of unfairness related to programmatic and policy issues, to specific interactions or incidents. Some students could not say whether or not a domestic student would have been treated differently than an international student in the particular situation in question, while others reported a difference in treatment attributed to their international student status.

Five of the eight interviewed students described concrete experiences and interactions perceived as discrimination on the basis of being an international student. In all of these cases the experiences were attributed to the attitudes or actions of a particular individual or the dynamic in a specific department at their institution. Interviewees emphasized that they did not associate these experiences with Canada or Canadians as a whole, and students who had traveled in different parts of Canada and/or attended different schools noted differences between regions and institutions. The following themes emerged through an analysis of the interviews and are elaborated below:

Perceptions of Unfairness Related to Programmatic and Policy Issues

On one end of the spectrum, a few of the students interviewed spoke of general programmatic issues and perceptions of unfairness. When asked to comment on

35. The region 'Europe' consists of EU member states and Scandinavian countries. Oceania and the South Pacific was removed from the tables due to the small sample size from this region.

survey responses indicating discrimination by staff and faculty, one student replied, “It’s not totally about what you could say, discrimination... it’s not that intense. The international students pay more to the university and also there are other rules applied to international students.” He discussed challenges such as securing employment off-campus, being the only student speaking his native language at his school, and the waiting period for international students to be eligible to apply for financial aid.

One student spoke of what he felt were unnecessary delays at his institution’s International Student Centre, and lengthy and convoluted study and work permit application processes. He spoke of a consistently rude staff member at the International Student Centre but was not certain whether or not the staff member in question would behave in a similar manner towards domestic students. Another student had indicated on the survey that he had experienced discrimination because he felt the curriculum in his program was “Canadian culture-oriented” rather than internationally focused.

Challenges Integrating with Canadian Students

Most students indicated that they desired and sought out increased interaction with Canadian students but found it challenging to develop meaningful friendships with Canadians. Some students also noted that certain international student ethnic groups tended to stick together. One student reported that she had heard about an incident at her school where Canadian students had asked professors not to put them in groups with international students.

Another interviewee described an incident working on a group presentation where she was made to feel unwelcome by Canadian students. The other students did not communicate an issue directly with the interviewee, who had submitted her work to the group before temporarily leaving the city for visa purposes, but rather spoke directly to their professor. As a result, her professor informed her that she could no longer participate in the group because she had not completed enough work on the group project.

The student explained, “I would have preferred if my professor would have asked the question [to me]; I think she took most of their side... she still gave me the work, I wrote the project on my own and she still gave me my mark.” From the student’s account alone it is difficult to determine other possible factors involved, such as interpersonal issues or different expectations as to the requirements of the group presentation. However, the situation and the way that it was handled resulted in the student feeling as though she had been deliberately excluded from the activity by the domestic students in the group.

Challenges in Participating Fully in a Second Language

One student described an incident where a professor singled out all the international students in class for participating less actively than domestic students:

In one class the professor got upset because only the Canadians were talking and just in that moment the international students — one was talking to another, one looking at a text from her daughter — so in that moment the professor got mad and said, ‘you, you, you, and you — next class you have to bring an answer for [these questions]’... We all get this feeling and it’s something that we comment about — that he gets frustrated with us. I’ve had Canadian students comment that he acts different towards international students and I’ve had other international student classmates and we also comment on this and it’s known among us... He doesn’t realize this is happening — subconsciously he has lower expectations and patience towards us. Even though we speak [English] very well, we aren’t at the same level as Canadians in terms of interactions in the class.

The student went on to explain her reluctance to contribute actively to classroom discussions in a second language and elaborated on the challenges in understanding and processing the content of lectures and discussion. She explained that although she and other international graduate students have advanced English skills, they are still at a disadvantage compared to native speakers. She commented that this can be an obstacle for full participation in class because “we spend a lot of time in our brains just trying to catch what is going on in the class, so by the time we want to reply or comment on something five minutes have passed; it’s a slower interaction for us international students.”

Verbal Discrimination

One interviewee spoke of an incident with a faculty and staff member who assumed that the student was Catholic, based on his country of origin, and made assumptions about his working style based on religious and cultural stereotypes.

We had a situation where we were doing research, and an argument, a misunderstanding happened with one of the staff communicating with this professor. The professor, in a constructive way tried to explain [to me] that ‘we are Protestants’, and ‘we’ being ‘the way’. And unfortunately this happened with another international student who received the same comment [in a separate incident], and the statement was, ‘and you remember that you are working for a Protestant and should be on time’ — or something like that — which was very difficult to understand and manage.



Another interviewee reported that he had overheard institutional staff speaking in racist ways about other groups while not in their presence. He explained that “in our lunch cafeteria some people working here have some very racial views of Asian people, just always criticizing them, and also Muslim people, which is very disturbing.” The student also reported experiencing racial slurs directed at him and others in his community by “mostly drunk people in bars.” He explained that he usually spends time with a group consisting of international students and a few Canadians. When people find out that they are international students, “there are two reactions — people are interested and ask where we’re from, or they start insulting us. It’s happened a few times — not regularly — but [people] shouting slurs at our group.” The student explained that he had traveled in different parts of Canada and had never previously experienced this kind of overt discrimination, and attributed this lack of tolerance to the particular local community where he is living.

The Vulnerabilities of the International Student Population

A number of interviewees commented on the vulnerable position of international students, which was attributed to a number of factors including financial dependence, less developed social connections and language skills, and the challenges of navigating through a new system. International students may also have fewer resources to cope than Canadian students, if discriminatory incidents do occur.

One graduate student recounted an issue that he and other international students in his department had experienced in accessing the research funding for their entire study period that had been promised in their admission letters. Although the student attributed the situation to an interdepartmental conflict, he noted that a number of international students in his department had been affected, while this had not been an issue for domestic students:

I think that this is an inter-departmental issue between the head of the department and several supervisors in the department that don’t get along and the students are suffering because of it. Canadian students of these supervisors seem to be alright — they get funded normally, but it is the international students of these supervisors that are getting attacked... I think this is because most international students are coming from poorer countries and it is easier to attack someone who is here and can’t go home or can’t really counterattack because they are dependent on these things. Because it was illegal in many ways, I actually had legal consultations during this time.

In the end, the student and another affected international student sought assistance from institutional bodies and eventually resolved the situation, although he “lost about

3 or 4 months of [his] research time because of this conflict.” However, he explained that a few other students who were not able to resolve the issue resorted to seeking family support to finance their studies, despite the full scholarships that they had been offered during recruitment.

Another student spoke of experiencing discrimination in her department by students and faculty, which she attributed to being an international student and person of colour: “I would say there is a difference [between the treatment of international and domestic students in my department]. If something goes wrong, it’s always the international student’s fault. If it’s a Canadian person [the problem] could be something in the environment or external.” At one point she sensed that she was going to be unjustly fired from a teaching position at her university for circumstances out of her control. The student filed a grievance with the union. The union assessed the situation as one of ‘bullying and harassment.’

When asked to comment on why she thought that international students received differential treatment, the interviewee said:

International students are more vulnerable than Canadian students because we can’t go out and get a credit line, we can’t get certain scholarships, we don’t get disability assistance as an international student, and it’s not easy to work off campus... It’s hard to say [whether or not I was treated differently as an international student] because there are so few international students in the department, but I can say that [this vulnerability] has been used to manipulate me. What I’ve seen in terms of collective agreements and following the rules — the rules get followed for Canadian students but they don’t get followed for you because there is this perception you don’t know what’s going on.

A third student recognized not only economic vulnerabilities, but also how limited social networks and language skills can discourage international students from addressing issues that might arise:

International students are not going to raise issues at the administrative level, we just tolerate, because we are in a disadvantaged position. A Canadian student would not tolerate certain situations, but [international students do] because of lack of resources, and networks are smaller, [and there are] language issues to communicate the situation.

One key aspect of the sense of vulnerability that international students expressed was connected to financial resources. Multiple interviewees noted challenges related to financing their studies and cited fewer opportunities for international students compared to their Canadian counterparts in areas such as scholarships, off-campus employment, and even unpaid internships.

Conclusions

Although the aim of this study was to take a closer look at the issue of discrimination experienced by international students in Canada, it is important to remember that overall, the majority of survey respondents agreed that Canada is a welcoming and tolerant society (82%), were satisfied or very satisfied with their international experience (91%), and would probably or definitely recommend Canada as a study destination (96%). As noted above, discrimination in other top receiving countries is reported by approximately one-third of international students (SVR Research Unit, 2012, Brown and Jones, 2011, Academy of the Social Sciences in Australia, 2010), and this, coupled with the results of the present study, suggest that discrimination is a global and societal issue affecting all major receiving countries to some degree. In the present study, the fact that discrimination was experienced less often during interactions with institutional faculty and staff and more often in the wider community suggests that a broader societal issue is affecting students.

That said, the results of this study do not allow for a conclusive comparison between Canada and other countries. Research on other countries has generally asked respondents a single survey question as to whether they have ever experienced discrimination as an international student in their host country. In order to gain a more nuanced understanding of discrimination experienced by international students, the 2013 International Student Survey asked several questions to attempt to determine the source and type of discrimination. Due to this difference in survey format it is not possible to directly compare our results with those of the other surveys.

Nevertheless, in one area there does seem to be consistency with other receiving country studies: students from the Middle East and Africa experienced more discrimination than students originating from other regions. However, students from East Asia also reported high levels of discrimination in our study. Specifically, students from East Asia and Africa reported the highest levels of racial discrimination, while students from MENA reported the highest level of cultural/religious discrimination.

Five themes emerge from this study. First, students shared perceptions of unfairness related to programmatic and policy issues, which included issues such as higher tuition fees for international students, securing off-campus employment, and delays in permit processes.

Second, a number of interviewed students indicated that they desired and sought out increased interaction with Canadian students but found it challenging to develop deeper friendships, and at times, felt excluded by domestic students. Indeed, just over half of survey respondents indicated that their friends in Canada primarily consist

of other international students and/or students from their home country; however, approximately one third of respondents indicated that they prefer to mix with people from their own culture. Almost half felt that Canadians are hard to get to know, although three quarters believe that Canadians are friendly once you get to know them (see figures 37 and 38). This suggests that challenges in developing deeper friendships may be related in part to a lack of opportunities for international and domestic students to interact, coupled with the somewhat reserved nature of Canadian culture, rather than any particular ill-will on the part of domestic students.

Third, the challenges in participating fully in a second language were described. Even for advanced second language students, understanding and processing the content of lectures and discussion may not be as rapid as native speakers, and there may be a hesitation to contribute actively to classroom discussions. This issue can be either compounded or mitigated by educator behaviours and attitudes.

Fourth, students reported experiencing or witnessing verbal discrimination on campus and in the community but did not believe that discriminatory attitudes are characteristic of Canadian society. During interviews, students attributed discrimination to particular individuals or the dynamic in a specific department, rather than with Canada or Canadians as a whole. Interviewees who had traveled in different parts of the country and/or attended different schools noted regional and/or institutional differences.

Finally, the sense of vulnerability of the international student population was shared by a number of students in this study. This was attributed to factors including financial dependence, less developed social networks and language skills, and the challenges of navigating a new system.

Although the themes point to serious issues that need to be addressed, it is worth noting that none of the interviewees had experienced a racially motivated physical attack. Previous research has documented physical attacks with a racial element in studies in both the US and the UK, primarily reporting incidents of international students having items thrown at them (Lee & Rice, 2007; Brown & Jones, 2011). The incidents in 2009 in Australia further demonstrate how intolerant attitudes towards foreigners can take physical form.

The absence of reports of physical aggression in this study may suggest that there is lesser incidence of these experiences in Canada. However, it is also possible that there were no reports of this due to the small sample size of interviewees. It is also important to consider that although Canadians may be acculturated to a “polite” and “politically correct” approach to diversity, because racism and discrimination is not overt does not mean that visible minorities and newcomers may not experience direct and indirect forms of exclusion. Given that Canadian educational institutions and governments actively seek to attract international students and want to ensure their welfare, reports of discrimination should be taken seriously.



Recommendations

Institutions that maintain an equity-based approach must take steps to ensure that their campuses provide a welcoming and inclusive environment for international students. A number of tools have been developed, including CBIE's *Code of Ethical Practice*, the *International Student Mobility Charter*, and IAU's *Affirming Academic Values in Internationalization of Higher Education: A Call for Action*, which offer ethical guidelines for institutions.

Canadian institutions strive to make campuses as inclusive as possible and many have developed programs to provide a welcoming environment for international students. Based on the findings of this study, in conjunction with documented evidence-based best practices, a series of recommendations have been developed which underscore the importance of these programs and offer suggestions on how they may be enhanced. These recommendations are offered primarily to institutions, but governments, the private sector and community groups are also called upon to support a welcoming and inclusive environment.

1. Offer activities that facilitate international and domestic student integration and interaction

Most interviewees expressed a desire to integrate with Canadian students but found it challenging to develop genuine friendships with Canadian students and people in the community. Some suggested increasing the number of events to involving both international and domestic students. Institutions should allocate sufficient funds to offer and widely promote activities and events for international students, for international and domestic students combined, as well as events sponsored by specific international student cultural groups.

An often overlooked issue is that international students may also hold racial attitudes and stereotypes, which will affect their interactions and overall experience (Ritter, 2012). Research suggests that these stereotypes can be reduced by positive contact between groups. Peer mentor systems, courses on Canadian culture, and interacting in living spaces, work places, the classroom, or in student clubs can provide opportunities for both groups to learn from each other and become global and tolerant citizens (Ritter, 2012).

In addition, programs that connect international students and the off-campus community help facilitate integration through the development of relationships and social networks. Recognizing the value of programs that build these connections through activities, the Australian Human Rights Commission has identified a number of such programs in Australia as best practices (Australian Human Rights Commission, 2012).

2. Promote pedagogical techniques that enhance international student participation

International students often face challenges related to participating fully in lectures and discussions. Educational approaches in Canada may encourage more discussion, debate, and interactive activities than these students are accustomed to, and class discussions may create an intimidating environment for students studying in a second language. Faculty should be sensitive to these unique challenges and make efforts to ensure that there is a space for all students in the group to participate. A number of pedagogical techniques help foster greater international student inclusivity and participation and address relevant issues (Robertson, Line, Jones, & Thomas, 2000). These include:

- using pair and group work instead of whole class discussion;
- mixing international and domestic students in presentation groups;
- encouraging participation by inviting international students to answer simple questions initially;
- providing written support material to supplement lectures;
- taking time to check that international students comprehend material by asking questions;
- being explicit in giving instructions;
- reviewing students' drafts prior to submission;
- carefully explaining to individuals the inappropriateness of plagiarism.

In addition, educators should design courses that incorporate intercultural dialogue and interactions between people from different cultural backgrounds. Research suggests that educational experiences that involve dialogue among students from diverse backgrounds and beliefs are strongly associated with international students' positive perceptions of their educational experience. These students report "a greater sense of connection to their host institution, higher grade-point-averages, and are more likely to form relationships with cross-cultural peers outside the classroom" (Glass & Braskamp, 2012).

3. Provide additional supports for educators and international students

With the increasing interest in learner outcomes, international student retention and success, institutions must ensure that educators receive the necessary training and supports to overcome some of the challenges inherent in teaching effectively to diverse groups. Educators should have access to supports such as training and mentoring resources and teaching assistants to ensure that they are equipped to deal with multicultural and multilingual groups.

A number of Canadian institutions have developed programs to ensure that international students are properly equipped for their post-secondary experience in Canada, allowing educators to focus on delivering course-related content. These supports may include rigorous admission screening to ensure language and academic proficiency, as well as programs for new international students providing language, academic and cultural preparation. Writing centre support and other English/French and technical writing courses should be available for ESL/FSL students, especially at the graduate level (Hu, 2010).

Admitting new second-language students in May rather than September to allow time to complete language courses before academic courses begin in the fall may also help to prepare students for academic success (Hu, 2010). In addition to language skills, international students should be oriented on the ways in which their studies in Canada may differ from their previous educational experience, in areas such as classroom culture, collaborative work, and expectations and criteria for success. An ongoing program combining students from different countries of origin with an international student adviser, faculty, host-country students, and other international students who are further along with their studies may offer greater benefits than a short orientation program upon students' arrival (Reisberg, 2012).

4. Develop widespread intercultural training programs and campaigns

Compulsory intercultural training for faculty, staff, administrators and students of all levels and disciplines was suggested by a number of interviewees in this study. The students emphasized that this course in diversity and inclusiveness should be mandatory with ongoing refresher courses to ensure that there is wide and ongoing exposure to these concepts. In addition to an intercultural training course, one student also recommended that human dignity concepts be infused into all aspects of programs, practices, activities, and communications, from poster campaigns to the content of the speeches of institutional leadership, and beyond. Building a welcoming campus culture takes time and effort, but institutions should continue to invest in these areas which are supportive of international students, their Canadian peers and the broader community as well.

5. Increase scholarship and employment opportunities for international students

A number of students interviewed noted that there are limited opportunities for international students to access financial resources compared to Canadian students, which in some cases was associated with a heightened sense of vulnerability. Affordability is an important consideration in a student's decision to study in Canada, and with tuition fees on the rise compounded with the higher cost of international student fees, many international students struggle to cope financially. In order for Canada to continue to be a viable option for international students, there is a need for more scholarship and work opportunities to offset these expenses. Institutions, governments and private sector stakeholders should all play a role in these areas.



6. Ensure that international students are aware of their rights and have access to protection from discrimination

In addition to financial dependence, interviewees suggested that international students may be vulnerable to discrimination due to less developed social networks, limitations in English/French language skills, and challenges related to navigating a new system. According to Principle 2 of the Australian Human Rights Commission's *Principles to Promote and Protect the Human Rights of International Students* (2012), it is important to ensure that international students have access to social, legal, and information services so that they are equipped to handle any violence or unlawful discrimination that they may face. A range of organizations offer services such as these, and information regarding these services should be made available for international students in accurate, accessible, and appropriate ways. One possible option to address this issue was suggested by a study participant. A website to offer advice and support to international students experiencing discrimination could be developed, providing a medium for these students to share their experiences and communicate anonymously with others regarding situations related to discrimination and racism.

This research and previous studies indicate that discrimination against international students is a global issue. Institutions that espouse an equity-based approach to student life and academics must do their utmost to ensure that all students feel welcome and have an experience free from discrimination, racism, and exclusion. We hope that this preliminary study will initiate dialogue and stimulate institutions to conduct further research on this topic.

The above recommendations suggest ways in which institutions can further their efforts in creating inclusive campuses and enhancing the international student experience, and how governments and other stakeholders can support them.

The Qualities and Quantities of Study Abroad: Making it Count

By Lynne Mitchell, Director and International Liaison Officer, University of Guelph

Brief History of Study Abroad in Canada

Canadian Universities began developing study abroad programs in earnest in the early 1990s — a little behind European institutions, a bit ahead of Australia and quite differently from the United States. Canada attempted to emulate the European model of exchange — albeit with fewer resources and less governmental oversight — while the US put more resources into group study abroad programs. The Canadian entree into institutionally supported study abroad programs typically began with outward-looking, well-connected professors realizing that they could exchange students with like-minded colleagues abroad.

As numbers grew, however, so did institutional awareness of the lack of policies, procedures and risk management related to ever-increasing numbers of students who were being treated as exceptions within the system. As each institution reacted to the realities of the growing popularity of study abroad programs, steps were taken to centralize, systematize and standardize programs within each institution. The result has been, in keeping with most aspects of higher education in Canada, that each institution came up with its own response that fit within its existing processes and philosophies.

The great oxymoron of Canadian education is that our spirit of cooperation and collaboration leads us to somehow do similar things in completely different ways. The early days of exchange programs, for instance, saw both Queen's University and the University of Guelph hire Education Abroad Advisers but their job descriptions were (and still are) significantly different. Likewise, some institutions grant pass/fail grades for exchange courses taken abroad while others painstakingly calculate number grade equivalents. Our email lists are constantly aflutter with questions about how we all do study abroad differently. Perhaps our strongest common bond, however, has been the impetus to increase the numbers of students going abroad as part of their studies in Canada.

In the 20 years since the inception of formalized study abroad, all institutions — Universities and Colleges — have striven to increase the mobility of our students. The problem however is that, as discussed in *A World of Learning 2012*, Canada has struggled to harness student interest in studying abroad and our numbers have remained pathetically low. AUCC (2007), for instance, found that only 2.2% of Canadian University students had participated in a short-term study abroad program for credit in the 2006-07 academic year, while only 1.1% of college students did so in 2007-2008 (ACCC, 2010). By contrast, 30% of German students go a broad as part of their studies and future targets for 50% are not at all unreasonable (CBIE, 2012).

The somewhat anaemic Canadian study abroad statistics are related to a variety of issues from our ever-increasing insistence on tighter, inflexible degree requirements to the general dearth of scholarships for study abroad, especially since the economic downturn of 2008. In addition, Canada is lacking a national support structure for study abroad such as the German Academic Exchange Service (DAAD).



Ironically, however, one of our biggest obstacles to increasing numbers may, in fact, be the numbers themselves, in that we currently have no on-going tracking of national statistics for study abroad participation rates, nor do we have a common language around study abroad. Without a consistent lexicon or agreement on what numbers to track and how, our institutions and institutional organizations (AUCC, ACCC, CBIE) are left to estimate and cobble together national numbers which may or may not reflect Canadian study abroad trends. Without an accurate representation of what is happening we cannot hope to establish goals for what we would like to achieve or, even more importantly, construct a plan to get there.

The flaws in our record-keeping are numerous and include:

- Wide ranging and inconsistent definitions of study abroad;
- A difference in the ways in which institutions count their programs and participants and;

- The absence of compatible software or other reliable systems for keeping track of national study abroad participation especially in institutions with a decentralized administration of international programs.

What this means is that not only do we often not know what we are counting or how we are counting it, we also don't always have reliable sources of information to begin with.

Defining Study Abroad

At first glance defining the term *study abroad* seems straightforward enough, however, a quick look at the definitions used by a variety of organizations and institutions suggests otherwise, as indicated in Table 1.

Clearly, activities counted as study abroad by some institutions are not included in the definition of study abroad

Table 1: Definitions of Study Abroad

Organization	Definition of Study Abroad	Notes
OECD ³⁶	Students enrolled in tertiary education outside their country of citizenship.	Excludes short-term exchange programs of less than one year
Most Australian Institutions ³⁷	Study abroad is a fee-paying alternative for students who cannot attend Australian institutions on an exchange program.	Students may attend on a study abroad basis if their home institution does not have an exchange agreement with an Australian institution or if an established exchange program is oversubscribed.
Purdue University, USA ³⁸	“Study Abroad is defined as any of a number of arrangements by which Purdue students complete part of their degree program through educational activities outside the United States.”	May include classroom study, research, intern or externships, and service learning.
Western University, ³⁹ Canada	“Study abroad is a process where students independently request to attend another university by obtaining a Letter of Permission.”	Used as an alternative to exchange.
University of Guelph, Canada	Study abroad is the overarching concept that includes any method of doing an academic part of one’s degree at an institution outside of Canada for credit.	May include exchange, semester abroad group programs, letter of permission, independent study for credit or conducting research as part of the completion of a degree.
CBIE ⁴⁰	Study abroad includes participation in any internationally based program or experience offered by a post-secondary institution, of varying durations and places, for which academic credit may or may not be granted.	May include exchange, clinical placement, field placement, internship, co-op placement, practicum or voluntary service/work placement.

36. Education at a Glance 2013: OECD indicators: [http://www.oecd.org/edu/eag2013%20\(eng\)-FINAL%2020%20June%202013.pdf](http://www.oecd.org/edu/eag2013%20(eng)-FINAL%2020%20June%202013.pdf)

37 http://www.askus.ecu.edu.au/app/answers/detail/a_id/1031/-/what-is-the-difference-between-student-exchange-and-study-abroad%3F

38. <http://www.studyabroad.purdue.edu/faculty/definition.cfm>

39. http://www.uwo.ca/international/learning/go_abroad/study/study_abroad.html

40. CBIE. (2009). World of Learning: Canadian Post-Secondary Students and the Study Abroad Experience. Ottawa: Sheryl Bond

by others. In addition, as the scope and variety of student activities abroad increases, there is more pressure to give credit (academic or co-curricular) for third-party programs run by NGOs or private companies. In a difficult fiscal climate it is tempting for institutions to give credence to — and take credit for — international activities organized and executed outside of the usual institutional sphere of academic integrity and risk management. While these activities may, or may not, provide students with the international learning we hope for, the fact remains that some institutions are counting them as study abroad, while others are not.

One Plus One Equals Three

In the event we can agree upon what we are counting and not counting as a study abroad experience, the next question is how are we counting? When working with exchange partners abroad, for example, the counting issue often revolves around the number of semesters worth of education that has been provided by each partner. For instance, if two students from institution A attend institution X; one for two semesters and one for a single semester, that would enable institution X to send three students to Institution A for one semester each. (Literally, 1 student + 1 student = 3 semesters of students). Conversely, when national organizations, provincial governments or even institutional administrators want to know how many students go abroad, they are usually asking about bodies, not semesters. In which case, the same exchange activity as above reverts back to more conventional math where, one student plus one student equals two students.

Obviously, the math skills of international educators need to be flexible and respond appropriately to the question being asked. What these different situations clearly require is a system of keeping statistics that accounts for both institutional balance (semesters of participation) and individual student participation (counting bodies) along with a clear understanding of who is asking for numbers and what the numbers are for.

Similarly, when we look for statistics related to students participating in study abroad programs (broadly defined) the numbers we are looking for must be related to the goals our institutions have set for themselves. If an institution with 10,000 students sends 500 students abroad in a given year, one might conclude that 5% of students at that college or university participated in study abroad programs. If the goal was to have 20% of students complete a study abroad experience, those numbers would indicate that there is much work to be done to increase student participation.

The situation becomes more hopeful, however, if we return to the basic principles of the role of study abroad in higher

education — are we trying to get 20% of students to go abroad every year or are we trying to ensure that 20% of graduating students had an international experience during their four year degree? Assuming that each year's class is the same size, there is no attrition and no student goes abroad more than once, the graduating class of 2,500 students has a study abroad participation rate of 20%.⁴¹ The lesson here (aside from the math lesson) is that we need to set clear goals in order to know how to properly measure our success.

A Call for Clarity

Doubtless, there are more examples of different approaches to keeping records and calculating success. As institutions we are bound by our own disparate credit systems, internationalization goals and definitions of study abroad. But study abroad, however you define it, is coming of age and its continued growth will depend on how well we can explain its importance to our provincial and federal agencies, the public and even our own administrations. How do we compare to other countries? What do we count as a study abroad experience? How does increased or decreased funding to students change participation rates? Until Canadian institutions agree on a common study abroad vocabulary and a consistent, measurable set of indicators, we will be left with only a partial picture of where we are and no clear way to determine where we want to go or how to get there.

Quality Counts: Learning Outcomes and Study Abroad

Despite the national focus on increasing student participation, it is neither possible nor appropriate to focus solely on the quantitative dimension of study abroad when discussing the success or failure of these programs. The question of the quality of the experience is becoming more germane to the credibility of programs especially as institutions grapple with the push to increase numbers in a fiscally restricted climate. Focusing on numbers alone opens the door to the possibility that hasty third party partnerships, shorter stints abroad, and a reduction in academic inputs could reduce the quality of programs in favour of increasing participation while containing costs. In the age of learning objectives and outcomes, it is clearly not enough to lean on the crutch of the assumption that 'travel broadens the mind'.

How do we know what our students gain from an academic sojourn abroad if we focus solely on credit transfer combined with their personal stories of the great travel

41. This example is based on a fictitious university and any resemblance to an existing institution, living or dead, is purely coincidental.



trilogy: food, friendship and folly? How do we know that academic travel doesn't simply reinforce previously held stereotypes? Travellers often see what they want to see. Imagine this scenario: A student sets off for country X with the preconceived notion that many people there are generally lazy. Upon arrival the student sees people sitting by the side of the road apparently doing nothing, and interprets this as evidence of his or her preconceived idea. The truth, however, is that a recent flood of powdered milk onto the local market intended as aid from another country has devastated the local dairy industry leaving many farmers out of work.

Without preparation, critical thinking skills or a basic sense of curiosity, students are ill equipped to see the world as the complex interaction of culture, environment and politics that can both create and address our global issues. We do students no favours by encouraging the application of simple solutions to complex problems. We cannot climb Kilimanjaro to cure cancer or send woven plastic bags to Haiti in an attempt to address poverty. What we can do is critically review our programs abroad and determine what it is we want students to learn: inter-cultural skills, discipline specific learning in a new context, self-reliance, critical thinking, a more in-depth understanding of the complexity of world issues? Perhaps the most poignant lessons would be how their actions and lifestyles at home might be contributing to the problems they see abroad and what new ideas can their host countries provide them to solve problems at home.



Mariya Podayko of University of Ottawa; photo submitted to CBIE photo contest 2013.

Studying abroad is like a trip to the best cross-cultural laboratory available, but without skills and clearly articulated desired outcomes, most students are not able to take maximum advantage of the opportunity. It's like giving microbiology students the keys to the best-equipped lab on-campus, leaving them alone for four to eight months and expecting to return to find they have made a major scientific discovery. A more realistic outcome might be broken equipment and confused students. If we almost never expect students to learn unaided at home, why do we think intercultural learning magically happens when we send them abroad? In fact, a recent study by the Centre for International Programs at the University of Guelph found that while some students marginally increased their intercultural skills while abroad, just as many stayed the same and a few even went backwards (Blenkinsop & Mitchell, 2012).

So if we can't assume intercultural — or even other — learning happens abroad, what do we need to change? The same issue holds true for both qualitative and quantitative aspects of study abroad; if we don't know what our goals are or how to measure them, it's very hard to know if we are succeeding.

Learning Outcomes

In recent years, learning outcomes have replaced learning objectives as the preferred method of determining the success or failure of our academic programs to provide students with the tangible results of secondary or tertiary education. The difference may be subtle to some but it could hold large implications for study abroad. Learning Objectives often reflect what students will do during a course or program, i.e., cover a certain amount of material or have an international learning experience. Outcomes, however, press us further to ask, 'for what purpose?' Why should students have an international experience? What competencies would we like to come out of this experience? Learning outcomes force us to consider what students should be able to do or know as a result of study abroad. The development of learning outcomes for study abroad could help us send students into the inter-cultural laboratory with clear expectations and presumably a lab manual to keep them on track.

While international educators should welcome the introduction of more intentionality in the way we facilitate student learning abroad, we also need to be wary of being co-opted into the murky world of standardizing experiences across programs and institutions. The OECD (2013) for instance, has launched a program to examine the Assessment of Higher Education Learning Outcomes (AHELO) which they refer to as, "More than a ranking, the AHELO assessment aims to be direct evaluation of student



Ryan Thomas Woods of Queen's University during an exchange to Northern Ireland; photo submitted to CBIE photo contest 2013.

performance at the global level and valid across diverse cultures, languages and different types of institutions.” Although there may be benefits to making education comparable on a global level, international educators need also consider the serendipitous peculiarities of study abroad when developing learning outcomes for these programs. The biggest question may be how we develop learning outcomes for the unintended learning which is often the best part of experiential learning abroad.

Conclusion

Clearly Canada needs to be able to produce reliable, standardized statistics for our students' participation in study abroad programs. The development of a common vocabulary and accounting methods would be an excellent start. Reliable annual statistics could show us, and our comparators, how we are doing and allow us to set reasonable goals for the future. The numbers also hold the power to sway governments and other funders and policy-makers to help us find ways to improve. But while

we need to *count* in order to make study abroad count, we also need to ensure our programs do what we intend them to. The development of a basic set of study abroad learning outcomes for institutions to build on could perhaps put Canadian institutions in a good position to develop programs in ways that would maximize the student learning we currently only hope for.

In a recent issue of *University Affairs* (2013), Maureen Mancuso eloquently defines the true educational mandate of higher education: “Doubt, not the false security of certainty, is what we seek to instill in our students. We value questions over answers, because only in withstanding the most challenging questions can an answer begin to satisfy the truly critical mind.”⁴⁷ This holds especially true for study abroad where certainty only blocks our path to rich intercultural learning and only by asking more questions can our students find more answers. However, we need to be actively providing our students with the skills to ask those questions and collectively find ways to measure and understand both the qualitative and quantitative dimensions of study abroad in Canada. Travel can certainly broaden the mind but only if we plan for it.



Pathways to Education

There are a plethora of pathway models that facilitate the transition to post-secondary education in Canada for international students. Pathways refer to a transition from one education sector or level to another, and pathway models vary widely in their design, practice, communication, and impact on international students.

High quality pathways provide a potential competitive advantage for Canada in international student recruitment and retention, and are currently a part of the trajectory to

post-secondary education in Canada for many students. In CBIE's 2013 research, 21% of the 1505 post-secondary international students surveyed indicated that they had previously attended another education institution in Canada (see Chapter three, figure 26). Many institutions are working to increase the number of pathways within education, and from education to work, and to promote these to international students as a distinctive feature of Canadian education.

Pathways to Education within Canada

Pathway programs within Canada include options that allow international students to transition between secondary to post-secondary education, within post-secondary education via language schools, colleges, and other university preparatory programs, or from post-secondary education to employment in Canada. The following section features case studies of two programs that serve as pathways to education within Canada. One program prepares international students in a private college setting for their Canadian post-secondary experience, and the other addresses the transition from post-secondary education to employment in Canada.

Case Study

Integrated Learning Skills: a pathway to success for first-year International Students



Fraser International College & International College of Manitoba

Submitted by Christa Ovenell, Principal, Fraser International College (FIC); and Susan Deane, College Director and Principal, International College of Manitoba (ICM)

Background/Institutional History

The Navitas pathway model features a robust partnership between private colleges and public universities. The model allows international students who marginally miss direct entry requirements to complete the first year of their degree studies in a supportive environment — small classes, longer contact time with instructors, high levels of academic and

social support — while being assured of the strict academic rigor present at the partner Universities. Two Navitas colleges currently operate in Canada, in partnerships with Simon Fraser University (SFU) and University of Manitoba (U of M). At present, approximately 2500 students collectively attend Fraser International College (FIC, established in 2006) and International College of Manitoba (ICM, established in 2008), and the same number of students have progressed to studies at their respective partner universities.

Introducing Integrated Learning Skills (ILS)

In late 2009, as part of continuing efforts to ensure students were academically and socially prepared for high levels of success upon entry into the partner university, both colleges introduced a non-credit, no-fee mandatory 13 week course for all University Transfer Program students. Integrated Learning Skills (ILS) provides students with both the academic and social skills required to be successful not just in generic university studies but specifically in a Canadian higher-education environment. The course offers a broad

introduction to the skills involved in acquiring information and in communicating knowledge to others. It includes preparing for tests, note taking, time management, writing tips, and understanding and avoiding academic dishonesty. As the title suggests, the course also integrates exposure to non-academic issues and experiences to assist students' transition to the university and to the broader Canadian student-experience.

Classes are held throughout a students' first semester at college, emphasizing elements of learning that may be very "foreign" to a globalized student body — group work, critical thinking, self-assessment — ensuring students become exposed to learning habits and skills needed to succeed in a Canadian university setting. ILS has a strong focus on building social connections and making students aware of supports available, in an effort to mitigate the almost inevitable homesickness and potential disconnection they may otherwise suffer from upon arrival in Canada.

ILS curriculum acknowledges that International students face greater challenges than simply academic adjustment. Having completed their secondary studies in a system and a country quite different from our own, and having left their home countries, students may be at greater risk of facing difficulties that go beyond academics. Upon arrival, students face a range of issues "settling in". Just dealing with fatigue and adjusting to new food and climate, or deciphering idioms or phrases pose challenges to new international students. When developing ILS, both colleges kept in mind that a student who can quickly feel "at home" and make friends will have more mental energy to devote to studies.



Students are encouraged to break out of their "comfort zone" and engage in small-group work, a hallmark of Canadian university classrooms.



A small student-teacher ratio supports the pedagogical goals of ILS.

Creating Common Ground: Implementing ILS in a multi-college terrain

Ensuring quality outcomes and consistency between colleges while simultaneously respecting the differences in size and ethnic populations at the two institutions has been challenging but key to the overall success of ILS. ICM has a current population of approximately 700 students and FIC is the academic home of over 1800. The size difference was not much of a factor during curriculum development, but the difference in ethnic populations was: FIC has students from over 50 countries but with a majority from one country, whereas ICM's population is drawn from roughly the same number of source countries but has greater diversity across the population.

Multi-ethnic classrooms are not created equally — students from Nigeria, for example, are often more willing to debate a teacher in class than students from China. ILS curriculum across both campuses had to be developed with these different student-strengths in mind. When building the curriculum, administrators saw the importance of identifying and grooming key instructors who were willing to engage in an ongoing dialogue about differences in implementation while fundamentally embracing the program goals and supporting the need for similar student outcomes. Every semester, administrators and faculty meet at key points to plan — and sometimes revise plans — for the semester. The iterative nature of the curriculum development has been key to ILS's continued success. Currently, despite differences in the implementation of programming, both colleges have seen measurable successes: higher levels of student retention and satisfaction being among the most gratifying results of this course.⁴²

42. For more information, visit the following websites: <http://www.fraseric.ca/> and <http://www.icmanitoba.ca/>



Entrepreneurship Training Program (ETP) For International Graduate Students



Submitted by Dan Dillon, Entrepreneurship Training Coordinator, Career Development & Experiential Learning, Memorial University

Memorial University of Newfoundland (MUN) offers over 100 undergraduate and graduate programs in a wide variety of disciplines. MUN also offers student services and professional development opportunities designed to support student success. Among the various programs and services available to students is the 16-week pilot Entrepreneurship Training Program (ETP) for International Graduate Students. The award-winning ETP has been designed and developed to create awareness of entrepreneurship and new venture creation as viable career options among MUN's international graduate students. The first offering of the ETP was in the fall of 2012. The second offering of the program will take place in the fall of 2013.

Background

In January 2012, MUN explored the development of a new business incubator program for international graduate students. A thorough literature review suggested such a program would be both appropriate and meaningful. A brief survey among international students at Memorial revealed that 93% of the students would be interested in a program that would help them to learn about entrepreneurship and new venture creation. As a result, MUN worked with the Atlantic Canada Opportunities Agency (ACOA) to design, develop and deliver an entrepreneurship training program for international graduate students.

Innovation

The ETP program provides opportunities for Memorial University's international graduate students to develop their knowledge of new venture creation and enhance their skills as potential entrepreneurs. Participation in this program helps to prepare the students/program participants to mobilize their research or other business ideas that they may be exploring. The program facilitates the learning and mastery of the practical, technical and



Photo-Courtesy of the Centre for Career Development and Experiential Learning, Memorial University ©2012

ETP Certificate recipients and program partner representatives from Memorial University's School of Graduate Studies, Career Development and Experiential Learning, International Centre and Atlantic Canada Opportunities Agency (ACOA) (March 2012).

managerial skills necessary to start and operate a successful business. It is designed to foster attitudes and behaviors linked to successful entrepreneurship, nurture stronger communicative, analytical, leadership, organizational, and interpersonal skills leading to better integration, success, and employability for the student participants. The ETP is available to MUN's international graduate students free of charge. The ETP also provides opportunities for the program participants to enhance their knowledge of business in a Canadian context through modules and mentorship, which is beneficial to the program participants even if they decide not to start a business but choose to pursue careers in their respective professional fields.

The program has attracted international graduate students from a wide range of masters and PhD programs in physics, geophysics, engineering, linguistics, biology, philosophy, business administration, mathematics, computer science, environmental sciences and medicine.

Student Engagement

ETP participants are provided with opportunities to gain knowledge of the skills, attitudes and resources required to be an entrepreneur along with a number of opportunities to network with other like-minded students, faculty from MUN's Faculty of Business Administration, advisors from Genesis Centre,⁴³ representatives from the three levels of government, funding agencies, local business owners/entrepreneurs, corporate trainers, business consultants and members of the St. John's Board of Trade.

Some of the topics presented over the course of this 16-week program include:

- The Business Plan
- Innovation and Marketing Strategy
- Leadership and Human Resources Management
- Problem Solving and Self-confidence
- Accounting and Taxes in Canada
- Operations and E-business

In addition to the weekly scheduled workshops and sessions listed above, there are a number of other weekly workshops and sessions relevant to entrepreneurship and new venture creation provided along with a number of weekly optional professional development seminars and networking events available to the students participating in the program. The ETP provides office and administrative resources, assistance with planning and marketing, and access to a network of technical, managerial and financial advisors and mentors.

A number of students who have completed the 2012/2013 offering of ETP are currently pursuing their business ideas. Business analysts from Memorial University's Genesis Center, Canada Business Newfoundland and Labrador and ACOA have been very supportive in providing advice, information and resources to assist the ETP participants as they explore their business ideas.⁴⁴

43. The Genesis Centre is a campus incubation facility that assists local start-up technology companies in the early stages of development and growth.

44. For more information, visit the ETP program website at http://www.mun.ca/cdel/career_students/career_international/etp_program/ETP_program.php



Pathways from Education Abroad to Education in Canada

Pathway models for international students may begin with education abroad and serve as a springboard to education in Canada through overseas courses, programs, partnerships, or campuses. The next section highlights two programs that serve as pathways from education outside of Canada to education in Canada.

Case Study

Educational Reform at the Crossroads in Urban China: The MA in Educational Leadership and Management International Program



Submitted by Doug Hamilton, Program Head, MA in Educational Leadership (International), Royal Roads University

In keeping with the university's mandate to offer applied and relevant graduate-level studies for a global workplace, the MA in Educational Leadership and Management (MAELM) International program is designed to help school leaders develop a critically reflective understanding of school improvement concepts and research, and to apply practical tools and strategies to address issues, challenges, and opportunities related to supporting student achievement and growth. It uses an outcomes-oriented, cohort-based, and collaborative learning model that focuses on providing authentic learning experiences that bridge the gap between theory and practice.

The Challenge

The latest national educational policy in the People's Republic of China that was introduced in the spring of 2010 calls for comprehensive educational reforms aimed at building the foundation for a modern learning society over the next 10 years. The reform strategies, developed in consultation with key stakeholders over a two-year period, involve all levels of education, from pre-school to post-secondary, and recommend significant changes to the ways in which education is delivered, administered, and monitored in China.

This current educational reform process places considerable responsibility onto the shoulders of school administrators for implementing changes to schools that involve more democratic leadership, enhanced and more diversified student learning opportunities, more locally-developed curriculum, increased parental involvement, and improved

community relations. But how do aspiring and current school leaders develop the skills and mindsets to take on this essential role in implementing educational reform? And how do they strategically and proactively help others to implement the necessary changes to educational practices?

Action

Royal Roads University has been part of the solution in addressing these two questions through its MAELM International program. For the last three years, faculty and staff in the program have been working closely with the Beijing Municipal Education Commission, Beijing Institute of Education and Royalbridge Consulting to provide graduate-level training to existing and aspiring school administrators working in Beijing-area school districts. During this period, the MAELM program has expanded from initially working with two school districts in the first year, to five districts the year after, and now to 13 of the possible 16 school districts in Beijing. Over the last three years, over 70 school leaders have graduated from the program.

All participants are top-level school administrators who have been hand-picked by the Beijing Municipal Education Commission to study in the program. The program involves one-year of intensive full-time study beginning with a six-month residency in Beijing. Along with a 12-week ESL preparatory component, this residency involves RRU faculty travelling to Beijing to teach five courses. This gives our faculty an opportunity to learn more about the education system, as well as daily life, in Beijing and to integrate this learning into their teaching strategies.

The second half of the program involves a six-month residency in Victoria, British Columbia. We have designed this residency as an immersive experience for our Chinese school administrators. During this period, they take an additional five courses at RRU, stay with local families,

and visit numerous schools and institutions on Vancouver Island. As well, while in Victoria, the administrators work on the program's capstone project, the Major Research Paper (MRP). The MRP prepares leaders to plan and implement school-wide or district-related systematic inquiry processes that support school improvement and educational change. Students systematically and rigorously explore their chosen topic from the perspective of a practitioner-researcher who is leading a collaborative inquiry process leading to educational change.

Our expectation is that graduates of our program will implement the MRP projects when they return to their schools in Beijing to address the new educational reform requirements that school leaders in Beijing have been charged with implementing.

Lessons Learned

In so many ways, this has been a win-win opportunity for RRU. Working with our educational partners in China has provided RRU educators with the opportunity to fulfil our institutional mandate to support organizational and societal

change. At that same time, RRU faculty and staff members, as well as many community members, have benefitted tremendously from the relationships established with an impassioned and deeply-committed group of Chinese educators.

A study of the impact of the MRPs was undertaken 14 months after graduation of the first cohort of students. The study employed a photo narrative methodology to assist graduates in expressing their perspectives about the change management and leadership strategies found to be most helpful in implementing new school-based initiatives relevant to the educational reforms. The research revealed that graduates are making substantive progress in implementing reform initiatives in their schools as a result of their experience in studying in the MAELM program. The study also discovered, however, that school leaders are still struggling with the tensions inherent in making meaningful and sustainable cultural changes. Notwithstanding the realities of these struggles, it is encouraging to note study participants' recognition of these fundamental challenges and the significant steps that they are taking to address them.



Photo Credit: Mallin McCartney

Students, faculty and staff of the 2012-2013 cohort of the MAELM International program at the beginning of their Victoria residency, February 2013 along with RRU President, Dr. Allan Cahoon (Second row, center).



The Liberal Arts Program at Seneca College: A University Through-College Model for International Students in Canada

Seneca

Submitted by Dr. Peter Meehan, Chair, School of Liberal Arts and Academic Partnerships, Seneca College

Leaders in commerce and government as well as those in higher education continue to acknowledge the importance of an education in the liberal arts. Engendering a variety of skills, sensitivities and vision, they know that the liberal arts can be a critically important starting point for success in the traditional professions of today, as well as in those yet to be created. Building on our established leadership in “University Through College” programming, Seneca College is now taking its “facilitated transfer” model, which has seen hundreds of college students successfully transition to undergraduate, graduate and professional university programs, to the next level. Through new and innovative partnerships with international post-secondary institutions seeking a quality foundational education and attractive pathway opportunities for their students to top-tier Canadian universities, we seek to bring Liberal Arts at Seneca to the world.



Challenge

Gaining university admission in North America can be a frustrating and an uncertain prospect, particularly for international students. Meeting basic admission requirements can often be challenging, particularly with the major universities; beyond admission, they often identify problems of language, cultural difference and academic workload and quality expectations as common challenges and reasons for their attrition or inability to complete degrees. Established in 1995, the School of Liberal Arts (formerly General Arts and Science) at Seneca College in Toronto is committed to the goals of liberal arts education as a critical starting point to university studies for students who, in most cases, do not otherwise meet the basic admission requirements for university. Through articulation agreements with the University of Toronto, York University and Trent University, we offer students the potential to become dual students at college and university, and to complete both a diploma and a degree within four years. Our graduates have followed their degree studies to professional programs in Law, Business, Education as well as Graduate Studies.

Approach/Rationale

Operating out of our Toronto campuses in North York (Newnham) and on the main campus of York University (Seneca @ York), Liberal Arts Transfer (LAT) students follow a common four semester diploma engaging our transformational approach to learning. Our program combines skills-based courses in English, Math and Academic Research and Writing with exposure to a broad range of liberal arts disciplines, including History, Philosophy, Literature, Sociology, Psychology and Languages. As early as the end of their second semester, students can enroll in undergraduate courses with their preferred institution, and achieve credits that will be retained on their undergraduate transcript. Embarking on their studies as “dual citizens”, our program ensures students are continuously supported by a range of academic and other ancillary counseling and support services both at college and university.

Following completion of the LAT program, students are then admitted to degree studies with significant advanced standing according to a credit transfer formula. The data we

have collected tracking student results in individual course registrations highlights our strong record of producing capable, successful students. Seneca LAT undergraduate retention on the University of Toronto St. George campus has been comparable with direct entry students; over the past six years there has been a 90% retention rate for Seneca LAT transfer students and a 91% retention rate for direct entry students.

Replication

After signing our first articulated agreement with York University in 1997, we have since negotiated similar and equally successful articulations with the University of Toronto (St. George Campus), the University of Toronto/Scarborough and Trent University. In the winter of 2012 we developed a college to college articulation allowing one-year General Arts and Science (GAS) certificate students to transition to another one-year LAT program at Seneca and the prospect of the same dual student and credit transfer potential as regular Seneca students.

Building on this, in partnership with the School of Liberal Arts at Pandit Deendayala Petroleum University (PDPU) in Gujarat, India we have now established an International Summer Institute program at Seneca. Presently underway, these students are exposed to a modified version of the second semester of the LAT program. Their academic studies are complemented with a full program of Canadian acculturation activities facilitated by Seneca International, such as sight-seeing, university visits and tours and detailed co-curricular learning experiences, and including exposure



to instruction in information literacy with our department of Library and Information Science. The School of Liberal Arts at PDPU, which offers a broad-based general education program in the liberal arts, is the type of institution we are presently seeking as a high-affinity institutional partner. Through a coordinated curricular arrangement, we would propose a pathway model similar to that already in place with Sir Sandford Fleming, whereby students would be transitioned from first or second year studies at their home institution into a further year of study in LAT at Seneca leading to a college diploma and Canadian university admission.⁴⁵

45. For more information, visit the program website at <http://www.senecacollege.ca/fulltime/LAT.html>



Pathways to Education Abroad for Canadian Students

The following section features three programs that have implemented strategies to actively promote domestic student participation in educational experiences overseas.

Case Study

Study Abroad Ambassador Program: Using the Power of Peers to Build Student Engagement for Study Abroad



Submitted by Evangelia Lian Dumouchel, Director, International Academic Development, TRU; and Karie Russell, Interim Manager, Study Abroad, TRU.

Context and Challenge

As part of its internationalization strategy, increasing opportunities and means for students to study abroad are important priorities for Thompson Rivers University (TRU). Unfortunately, as is common throughout the Canadian higher education landscape, student participation rates for these opportunities have historically remained low despite persistent interventions.

Early TRU initiatives to increase participation in study abroad have included bilateral institutional partnerships and ISEP⁴⁶ network membership; financial incentives; academic program planning support; internal marketing communication; and pre-departure support.

Consultation and Literature Review

In 2011, TRU's International Academic Development team initiated an extensive review of study abroad literature and practices in higher education followed by formal TRU stakeholder consultation. The findings supported most of the actions and programs initiated in the past. The research also identified studies examining the influence of peers on the decision to study abroad⁴⁷. These findings provided the inspiration needed to develop a program leveraging the value of returning TRU study abroad students as role models to increase study abroad participation.



Testimonial

2011-2012 TRU Study Abroad Ambassador:
Aiden MacIntyre

Study Abroad Host Destination:
Southern Cross University, Australia

“The opportunity to participate in Study Abroad has positively impacted my educational and personal life... I invested a lot of time preparing for my departure which allowed me to engage in much self-reflection. After my trip, I realized that many fears I initially had were overcome.”

46. ISEP = International Student Exchange Program. See <http://www.isep.org>.

47. Salisbury, M. H., Umbach, P. D., Paulsen, M. B., & Pascarella, E. T. (2009). Going global: Understanding the choice process of the intent to study abroad. *Research in Higher Education*, 50(2), 119-143.

Spiering, K., & Erickson, S. (2006). Study abroad as innovation: Applying the diffusion model to international education. *International Education Journal*, 7(3), 314-322.

Twombly, S. B., Salisbury, M. H., Tumanut, S. D., & Klute, P. (2012). *Study Abroad in a New Global Century: Renewing the Promise, Refining the Purpose*. ASHE Higher Education Report (Vol. 38, No. 4). Jossey-Bass.

Living and learning – Exchange Studies Abroad. Center for International Mobility (CI MO), Swedish Council for Higher Education, and Norwegian Centre for International Cooperation in Higher Education (SIU) 2013.

The Study Abroad Ambassador Program

The TRU Study Abroad Ambassador program was piloted in 2011 and was fully developed for formal launch in 2012 with a cohort of 23. Student candidates were recruited through the Financial Aid and Awards Office. Competitive awards were offered to students returning from a TRU approved Study Abroad experience. Ambassadors were given the mandate of representing the Study Abroad program and assisting the TRU Study Abroad staff in the promotion of its value to the campus and community.

Ambassadors began their new adventure with a two-day intensive training program. Students were introduced to the mission and objectives of the program; peer-to-peer support; the marketing plan for study abroad; social media and blogging; Ambassador responsibilities; public speaking; how to conduct class visits and interact with the university community; IT tools; internationalization activities at TRU; and finally, team building and leadership activities.

Ambassador responsibilities include:

- Promote study abroad through outreach activities such as class visits, information sessions, and peer-to-peer support
- Work with the Study Abroad staff to develop marketing materials
- Provide information and guidance to interested students and others at information booths on campus, via class visits, etc.
- Plan and attend study abroad events
- Complete a project that benefits and “gives back” to the Study Abroad program
- Be part of an Ambassador sub-group with specific responsibilities (i. e. event planning, study abroad promotions, presentations, or administrative duties)

Testimonial

2013 TRU Study Abroad Ambassador: Bhreagh Farquharson

Host Destination: University of Central Lancashire, England

“My Study Abroad year at the University of Central Lancashire (UCLan) in Preston, England was much more than just a year of university. The people I met, cities I traveled, and cultures I embraced have left a permanent impression on who I am... I realized that cultural differences don’t hinder work groups or friendships, but make them more interesting.”

- Act as a point of contact for incoming exchange students

The second year produced important outputs including:

- Production of a student testimonial video
- Development and delivery of Study Abroad Support Sessions (SASS) for students
- Study Abroad webpage re-design and program FAQs
- New study abroad scholarship program
- Production of “Legacy” documents — “how to” guides for future Ambassadors

Key Indicators are showing signs of the program impact this past year:

- 15% increase in number of outbound student applications
- 25% increase in number of student inquiries

2013 Program Review and Future Outlook

The Study Abroad Ambassador program has incorporated mechanisms for systematic monitoring and improvement. Ambassador feedback is sought twice during their term. Once after the training session and a second time during the final weeks of the program. Based on the feedback received by the 2012-2013 Ambassadors and the corresponding outputs and indicators, the 2013-2014 program will reduce the cohort size from 23 to 12 and incorporate strong mentorship support by “veteran” Ambassadors. The program has gained significant attention within the university community and is setting the standard for other co-curricular programs throughout TRU.⁴⁸



48. For more information, visit the program website at <http://www.truworld.ca/exchange/studyabroad.html>



Management program), Beijing Century Wall Culture & Arts LTD, Beijing, China (Travel and Cultural Heritage program), Wildlife and Ecological Investments, Cape Town, South Africa (Environmental Protection Technology program). As part of the study abroad experience in Denmark, a Mechanical Engineering student had an opportunity to work on the construction of one of the largest cargo ships. Short-term language and culture programs were launched in the summer of 2013 benefitting 45 students who will be going to Spain, Mexico, Finland and South Korea to learn the language and experience these cultures.

Finally, availability of financial support to students participating in the GEO programs was another key contributing factor to the success of the initiative. A percentage of revenue generated by international activity in addition to a scholarship fund raising program builds the endowment and scholarship accounts that fund the initiative. The funding model ensures growth and sustainability of the GEO program.⁴⁹



GEO Program — Ghana

Case Study

Building Strategic Inter-Institutional Pathways for Study Abroad



DOUGLAS COLLEGE

Submitted by Betty Mitchell, Manager, International Contracts and Projects, Douglas College International

In 2010 Douglas College's (DC) strategic plan: Pathways to Success 2010-2015⁵⁰ identified internationalization as a strategic goal of the institution. A core strategy was increasing student mobility by "ensuring credit students can access/participate in at least one off-shore study abroad opportunity within or in addition to their credential". In response, DC International (DCI) created plans to increase international activities.

Until 2006 DC had sent approximately 20-25 students abroad annually. Activities were decentralized with most involving small groups and individuals. This changed in 2008 as these activities became centralized in DCI. Currently 100 students are studying abroad each year. This includes 2-3 faculty-led

field schools (Wales, Scotland, Belize, Switzerland, and China), exchanges (Japan, Australia, Korea, Switzerland, Wales, China, Mexico), and an internship in hospitality in Thailand. Students can complete a practicum (Uganda, Wales, Sweden, New Zealand), enroll as a visiting summer student at the University of California Berkeley, participate in a work/study program at the University of California Riverside and Disney Corp., and engage in service learning in Zambia. DC has also facilitates students completing their degree abroad in Wales, Australia, or the US.

DC encourages study abroad by providing scholarships, including information in recruitment materials, and aligning activities with student programs. An example of the success of study abroad is Ms Anoop Virk⁵¹ who has integrated study abroad into her learning and personal development.

However, as the number of activities increases so does the complexity of administering these activities across different institutional admission, registration, local support/service, transfer credit, and payment policies. The decision was made to take a strategic approach by building inter-institutional pathways with select institutions that could support a range of activities.

49. For more information, visit the following program websites: <http://www.centennialcollege.ca/international/GEO> or <http://www.centennialcollege.ca/AboutCentennial/sle>

50. http://www.douglas.bc.ca/_shared/assets/Douglas_College_Strategic_Plan_2010-201564990.pdf

51. <http://www.douglife.ca/zambia-blog-2012?author=10>



The strongest strategic relationship is the University of Wales, Trinity St. David (TSD). Beginning with a field school from DC to TSD in 2009 it has evolved into an annual field school from TSD to DC and a field school from TSD to DC, joint faculty research, student exchange, and a practicum in Early Childhood Education. Students from DC can also complete their Bachelor or Masters degree at TSD. DC students with an Associate of Arts Degree from DC in Performing Arts can obtain their BA with one additional year at TSD. Soon to be signed is an agreement with TSD that enables DC students completing their Graduate Diploma in Physical Education to gain advanced standing toward their Masters in Physical Education at TSD. Talks regarding joint degree programs are also underway.

Each year about 16-18 DC students attend the field school, 2 - 3 are on practicum placements, 1 is on student exchange, and 2-3 are involved in degree completion programs.

The relationship with Bern University of Applied Sciences (BUAS) started in 2010 with a student exchange in Sports Science, later an exchange in Business Studies was added and has evolved to include a field school for DC students at BUAS, and a Sports Lab development project. The DC Sports lab is upgrading its program by working with BUAS whose Sports Lab trains Swiss Olympic athletes. In 2013 twelve DC students participated in the field school and 4 students were part of the exchange.

Potential strategic relationships include Uganda (Ugandan Community Library, Masaka Regional Hospital) involving an annual practicum of 12 students plus a 15 person internship program for 6 months in 2010/11; Shanghai Institute of



The Uganda Practicum

Foreign Trade with a joint degree program in Business and student exchange; and a hospitality study program/paid internship, and articulation in Engineering with University of California Riverside.

A strategic approach to student mobility means that DC only signs MOUs where there is potential for an in-depth relationship. The focus on quality vs. quantity has resulted in fewer MOU's, which expand over-time as activities are added. As a result, faculty is better aware of the College's major inter-institutional relationships. This helps students by facilitating problem areas in study abroad such as articulation and credit transfer because faculty have more knowledge of the partner institution and its programs. As the partnership develops there is also a tendency, such as TSD where faculty forms professional relationships which lead to more activities.

The strategic approach also creates administrative efficiencies. Douglas College International is able to deal with a smaller set of inter-institutional policies and timelines thereby increasing its service level to students. The goal is 12-15 in-depth relationships to support about 300- 350 students.⁵²



The Wales Field School

52. For more information, visit the program website at <http://www.douglas.bc.ca/ways-to-study/study-abroad.html>

Emerging Trends in Transnational Education

This year's chapter on transnational education picks up from the previous theme of innovative education delivery using two equally important approaches: offshore campuses that employ Public-Private Partnerships (P3's) and the rise of Massive Open Online Courses (MOOCs) as a democratic method of increasing access to high-quality education. Both approaches highlight the growing opportunities for Canadian institutions at the post-secondary level and build on Canada's competitive advantages in pioneering technologies for education and institutional management in rural and remote regions.

The first section of this chapter will define P3's and outline essential elements using two examples where education P3's (eP3's) have garnered considerable interest from Canadian post-secondary education (PSE) institutions. The section also synthesizes the lessons learned and best practices from several Canadian PSE institutions that participated in the procurements.

The second section explores the impact that MOOCs may have on the post-secondary education sector in Canada and worldwide. It identifies major players, outlines financial, practical, ethical considerations, discusses challenges for international education, and provides examples of two innovative MOOCs models.

Offshore Campuses Employing Public-Private Partnerships

Public-Private Partnerships for Education (eP3's), as a relatively new phenomenon, are not fully understood despite their popularity with governments as a mechanism to increase access to education for larger segments of the population (IFC, 2007). The rise of eP3's has been linked to a new global financial reality that requires fiscal restraint and services delivery creativity (Robertson & Verger, 2012). The new reality is not exclusive to developing countries but includes notable Canadian examples such as the P3 Consolidation Pilot Project in Alberta which will result in the design and building of 18 new schools in Calgary and Edmonton using a *made-in-Alberta* P3 solution (ASAP, 2010).

It should be noted that many of the agreements governing active P3's in Canada are still operational and therefore, substantive analysis on the value-for-money and outcomes

is yet to occur. Several organizations including the Canadian Centre for Policy Alternatives (CCPA), the Canadian Union of Public Employees (CUPE), the Conference Board of Canada, PPP Canada and the Canadian Council for Public-Private Partnerships have published reports and interim findings of P3 projects in Canada (For additional information, please consult each organization for a fuller analysis on P3's in Canada).

The research presented herein starts from the studies undertaken by the aforementioned organizations in addition to several reports authored by the World Bank and International Finance Corporation, both of which are actively engaged in international eP3's. The research spans the past 24 months (2011 to 2013) and focuses on offshore campus development where Canadian institutions have expressed interest.

The research tracks several eP3's in countries seeking to enhance the quality of and access to post-secondary education at home. These countries are achieving their national human resource development objectives by partnering with world-class colleges and universities to deliver programs and manage the institutions.

Of these, two warrant further discussion: the Government of Georgia's STEM Education Enhancement Program which used a P3 mechanism to facilitate partnerships between existing Georgian Post Secondary Education institutions (PSE's) and international institutions, predominantly from the US; and the Technical Vocational Training Corporation of Saudi Arabia's Colleges of Excellence Program which employed a P3 model to incentivize international providers to operate 11 new facilities across Saudi Arabia.

In both instances, Canadian PSE's expressed considerable interest in participating in these projects as either lead institutions or in a supportive role as program delivery partners. The research includes anecdotal evidence from representatives of Canadian PSEs as well as CBIE; both involved directly in developing proposals for eP3's.

What Are P3's?

There is no one P3 definition shared by all; however, there are several common features such as long-term private sector engagement, risk-sharing, performance-based compensation and finally, private sector stake in the project. The key differences between traditional procurement and



P3's lie with the role that the private sector plays, and also, the use of performance-based compensation as a contract management tool (Iacobacci, 2010). In P3's, the private operator not only manages the delivery of the asset but is accountable to its public partner for the project's management and the successful operation of the asset (PPP Canada, 2013). The following is a synthesis of several commonly cited definitions:

P3's are a medium to long-term agreement between a public sector body (federal, provincial or municipal level) and a private sector actor whereby part of the services or works within the typical purview of the public sector are delivered by a private sector entity through a well-defined allocation of resources, rewards and risks.

Essential Elements of P3's

- **Private Sector Engagement:** P3's package services delivery alongside upfront invest within a single, long-term agreement. In a typical P3, the private entity bears responsibility for the longer-term performance of the asset. Within a conventional procurement process, the private entity is absolved of responsibility for long-term performance beyond an initial warranty period (PPP Canada, 2013).
- **Risk Allocation:** It is argued that P3's better allocate risks between private and public partners based on rigorous assessment processes during the planning phase. Furthermore, P3's force public entities to undertake continuous and broad risk assessments that inform decision-making processes (PPP Canada, 2013).
- **Performance-based Contracting:** P3's seek to improve the efficiency of services delivery that are typically provided through the government. Private entities will deliver these services based on the public partner's requirements. P3's historically have included performance-based compensation schemes to incentivize operators to achieve and/or exceed key performance indicators (Iacobacci, 2010).

Types of PPP models

P3's can take on a variety of forms dependant on the public services and/or goods sought. The following represent the most common applications of P3's (PPP Canada, 2013; Iacobacci, 2013; Gill & Dimick, 2013).

- **Finance-only:** The private operator will finance a project with its own resources or may incorporate a variety of financing mechanisms including but not limited to long-term leasing or bond issuance. The operator does not have a stake in the project beyond finance.
- **Build-Finance:** The private operator will build the asset and provide capital cost financing during only the construction period.

- **Build-Own-Operate:** The private operator will provide finance, develop the facility and thereafter, operate it in perpetuity.
- **Concessionary P3:** The private operator will design and develop the facility and operate it for a defined period after which ownership of the facility will revert back to the public partner.
- **Design-Build:** The private operator will design and build the required infrastructure to meet public specifications at a fixed fee.
- **Design-Build-Finance-Maintain:** The private operator will complete the design, lead development, provide asset finance and thereafter provide maintenance services within a long-term framework agreement.
- **Design-Build-Finance-Maintain-Operate:** The private operator will design and build, finance and maintain the asset and provide facility management services as with the previous model. The private operator will also operate the asset within a long-term framework agreement.
- **Operation and Maintenance Contract:** The private operator will operate the publicly-owned asset for a specified duration and with specific terms of reference. Ownership of the asset is held in perpetuity by the public partner. CBIE's recent experience with eP3's has centred on this type which will be addressed more substantively in the sections ahead.

P3's — Benefits

- **Risk-Sharing:** P3's require private operators to develop cost-effective solutions that respond to public sector needs and are financially-viable over an extended duration. P3's provide governments with the opportunity to select operators who can achieve economies over the long-term while also assuming and managing a suite of pre-negotiated project risks in an economically-prudent manner (PPP Canada, 2013).
- **Affordability:** P3's more evenly spread the capital outlay and operational costs for public partners over the life of the asset unlike a traditional procurement process which may require governments to finance the capital and operating expenditure upfront. Where governments are financially constrained, P3's enables them to meet public demands in the short-term (World Bank, 2007).
- **Expertise:** P3's draw on expertise from across a wide range of disciplines. This is particularly true in larger, more complex projects which require consortiums that can bring together the optimal combination of skills, expertise and experience. While it is true that traditional procurement can produce similar outcomes, the added element of risk-sharing can incentivize partners towards strong performance through better selection of project experts.

P3's — Drawbacks

- **Complexity:** P3 contracts add several layers of management, legal and financial complexity to a given transaction. Throughout the life of a given P3, all partners are required to undertake ongoing assessments, due diligence analyses and other management and oversight activities to ensure that the project remains on course and can achieve the desired results. It has been argued that the public sector is ill-equipped to address these concerns due to a lack of specialized internal expertise required to effectively manage P3's.
- **Transactional Costs:** P3's generally involve higher transactional costs than traditional procurement for several reasons including risk transfer costs, lengthy commitment periods, and unique ownership structures and financing models (CUPE, 2012). Some argue that the higher transaction costs result in project lifecycle efficiencies and can be mitigated by a robust risk management system (PPP Canada, 2013). Other factors driving higher transactional costs include continuous advisory services borne out by all parties (equity investors, lenders, PPP operators and public sector entities) and separate due diligence assessments undertaken by multiple stakeholders. The P3 procurement process — tendering and bidding, contracting and project monitoring — is resource-intensive in comparison to traditional procurement and contributes to increased transactional costs.
- **Commitment Periods:** P3's are designed as long-term investment projects that facilitate public participation and create opportunities for cost efficiencies over a longer execution period. Where public entities are unable to commit significant financial resources upfront, the P3 allows for those costs to be amortized over a longer duration. However, our research suggests that the genesis of many of the current P3 projects begins with political officials who play a substantive role in shaping projects and obtaining stakeholder buy-in but are unable to see the project through to completion. As these officials leave office, P3's established during their time in office run the risk of losing the political and public support, thereby placing the projects in a precarious position (CUPE, 2012).
- **Unanticipated Costs:** P3's are commonly referred to as incomplete contracts given that they cannot account for all eventualities over the project lifecycle. As the project is executed and new problems are identified, the public partner may be required to allocate significant resources to ensure the project continues and the contract remains valid. This can potentially strain partnerships and impact the private partner's ability to execute contractual duties and achieve agreed-upon results (Sangar & Crawley, 2009).

Recent Applications in Education: Saudi Arabia and Georgia

Technical Vocational Training Corporation, KSA - Colleges of Excellence Program

Project Overview: The Kingdom of Saudi Arabia is embarking on one of the largest technical/vocational education and training (TVET) upgrades in the world, increasing the capacity and quality of its TVET system from 110,000 students to more than 400,000 students by 2014. The Colleges of Excellence (CoE) corporation was established by the Kingdom as the national authority on applied training in the Kingdom to lead this project. COE is working in cooperation with leading international training providers from Asia, Europe and North America to realize its vision.

The first wave of CoE colleges was tendered out in winter 2013 with 5 providers selected to operate and manage the first 11 campuses. Algonquin College, Ottawa, Ontario was one of the successful bidders and is presently operating an offshore P3 campus in Jazan Economic City (JEC), located in the south of the Kingdom. Based on full enrolment, it expects the JEC campus to bring in annual revenues of more than \$25 million which will be reinvested in college infrastructure and services in Saudi Arabia and Canada.

CoE recently tendered the second wave of P3 colleges which will add an additional 26 autonomous colleges across the Kingdom, structured in 11 clusters. As with the first wave, these colleges will be managed by international providers and regulated by the Colleges of Excellence (CoE) corporation.

P3 Model: CoE employed an Operate and Maintain P3 model whereby CoE provided successful bidders with new facilities and tuition funding for a minimum number of students. The funding model combines base funding with institutional performance pay. Operators are responsible for maintaining facilities, managing students, accounts and administration as well as designing and delivering programs.



Science, Technology, Engineering and Math Tertiary Education in Georgia

Project Overview: The Government of Georgia (GoG) is investing heavily in science, technology, engineering, and math (STEM), in technical/vocational education and training (TVET) and in higher education within the framework of a recently concluded five-year, \$395 million grant agreement with the [Millennium Challenge Corporation](#) (MCC). The objective of the grant agreement is to improve the country's physical infrastructure and support small and medium enterprise (SME) growth in the agricultural and rural development sectors.

Through the MCC grant agreement, the GoG invested in general education, including facility improvements in rural schools and teacher training, in TVET programs and institutions and in the delivery of high quality, English language, bachelor degree and other university programs. It is anticipated that the GoG investment would yield the following outcomes:

- Qualitative improvement of human capital quality at secondary and tertiary levels. Specifically an improved Georgian labour force in priority areas related to the STEM disciplines, in response to private sector needs.
- A steady supply of high quality technicians and professionals for companies operating in Georgia in order to boost company productivity and growth.
- Increased employment opportunities and salaries for Georgians possessing market-driven skills.
- Increased economic growth and reduced poverty in Georgia.

P3 Model: The GoG contributes the land as well as the administrative and classroom space with the international provider responsible for the overall maintenance of the facilities. The GoG will also provide approximately US\$20 million in scholarship funding to be managed by the international provider at its discretion. Project funding was divided into following two components:

- **Component 1** supported TVET enhancement with approximately US\$10-15 million for investments in facilities, equipment, scholarships and program development;
- **Component 2** supported higher education development with approximately US\$25-30 million for facilities, equipment, scholarships and program development.

Sustainability: Funding is limited to a five-year term with long-term sustainability financed through tuition fees and other revenue streams such as contract training and projects. Interested bidders are required to achieve sustainability either through establishing an independent presence in Georgia or by entering into a partnership with a PSE institution in Georgia to deliver its programs.

Outcome: The contract awarding process was cancelled just prior to the official announcement date set out by the Government. Canadian colleges that had participated in previous phases of the procurement withdrew prior to closing due to contracting and scoping concerns related to changes in language requirements for project delivery. The GoG recently re-tendered the project and the results have yet to be released.

Risks to Canadian PSE Institutions: eP3's in Saudi Arabia and Georgia

For Canadian Institutions, both examples present excellent opportunities to internationalize, potentially to create new study abroad opportunities for Canadian students, to leverage contract training capabilities in new markets and to provide additional funding sources to support the home institution's strategic vision. However, projects of this scope and scale come with their own unique challenges, some of which are presented below for consideration.

- **Project Scope:** In Saudi Arabia, the overarching reform program is ambitious in that the target number of new internationally operated institutions delivering programs by 2014 is approximately 100. The scale of the project is unprecedented in Saudi Arabian history with several ministries, key to national economic development undergoing tremendous organizational change to

accommodate these new international institutions operating in the Kingdom as well as the anticipated influx of highly-qualified job seekers to the local Saudi Arabian market. In Georgia, the targets are modest by comparison but nonetheless, the reform agenda in Georgia presents a host of challenges given the nuances of Georgian political culture and the lingering effects of the soviet education model on faculty and institutions alike.

- **Systems Coordination:** Both projects require a high-degree of buy-in from ministries, national authorities, the private sector and the general public. The challenge is that these bodies have limited experience in executing collaborative projects on this scale. While it is anticipated that synergies will develop, Canadian institutions should be prepared to manage through uncertainty, developing processes as they move from inception to completion.

- **Ensuring Student Success:** Both of the draft P3 agreements included provisions which compelled international providers to accept a minimum number of fully funded students, irrespective of academic merit. Student success, graduation and employment rates were also linked to performance-based compensation schemes, presenting a challenge to operators seeking to maintain similar outcomes based on, or relative to key performance indicators at their home institutions. Academically weak students who require longer timelines to graduate or who may not complete can conceivably impact institutional performance and by consequence, revenues.
- **Upholding Canadian Values:** Offshore campuses present a host of reputational challenges including how Canadian operators integrate Canadian values within their operations. Saudi Arabia and Georgia are good examples of the different types of challenges that Canadian operators may encounter. Prior to moving ahead divergent conceptualizations of freedom and differences in cultural and/or social norms and business practices require robust reflection on how an institution can effectively mitigate this risk and promote Canadian principles.
- **Assuring Institutional and Program Quality:** Institutions that participated in both procurements remarked that establishment timelines presented several challenges that could impact quality at the program and institutional level. The condensed timeline limited how effective institutions could be in attracting and deploying high-quality Canadian faculty, procuring appropriate instructional equipment, managing new customs processes and most importantly, establishing systems and processes that mirror home institution best practice.

Emerging Consensus

Several common themes emerged from our discussions with CBIE members, themes we believe are worth sharing with the wider Canadian education community, particularly those who are interested in pursuing an internationalization agenda which factors in offshore campus development within their longer-term strategy.

- **Develop Local Partnerships Early:** While core operations and visioning is directed by the home institution, partnerships with local institutions and service providers are critical to the long-term sustainability of the offshore campus. The challenge comes in establishing relationships with the “right partner” early on in the process. From the Georgian and Saudi contexts, the lessons learned include gathering early intelligence on the ground and identifying a slate of local training institutions (public and private), project

management firms, legal and accounting firms and relevant government agencies. Canadian institutions can engage the Canadian embassy and the Trade Commissioner Service to assist in vetting potential partners and support information gathering. Canadian PSE institutions can also look to CBIE, ACCC and AUCC to provide additional support in light of their international networks and previous offshore project experience.

- **Early Planning:** Establishing offshore campuses are no easy undertaking and require an integrated, whole-of-institution strategy that connects the organizational objectives in Canada to the international objectives that the offshore entity will achieve. However, P3’s given their complexity require additional time and internal consultation in light of the financial, operational and reputational risks, the broader group of stakeholders and the impact that higher transactional costs may have on the project.
- **Broad-based Coalitions:** The prestige that a flagship offshore campus brings should not crowd out the benefits that consortiums and/or coalitions can offer. CBIE’s experience has demonstrated that where an institution seeks to establish a campus presence overseas for the first time, they benefit by drawing on the resources and experiences that other Canadian institutions can offer; from sharing resources to transferring knowledge to better risk management.
- **Ministry Approval:** Publicly funded PSE’s face an additional challenge in that they are mandated to serve the Canadian public using tax-payer funding. Offshore campuses, particularly those established through a P3 mechanism are generally speaking, for-profit ventures and provincial legislation requires prior ministry approval prior to contract signing. Canadian institutions should begin the approvals process as early as possible. The approval process can be lengthy and may take anywhere from six weeks to six months and includes formal sign-off from the appropriate education ministry regulator alongside, ministry approval from provincial financial authorities given the risks and contingent liabilities associated with offshore campus operation.
- **Project Finance:** P3’s by design require partners to assume financial obligations and risks as a matter of course. Canadian provincial regulation places restrictions on how and where public institutions can use funds and given that offshore campuses operate outside of Canada and serve host country citizens, this presents a clear challenge. Several approaches have been successfully employed by Canadian institutions which leverage revenues generated through international activities (international student tuitions, contract training and technical assistance projects) to finance offshore activities.



- Labour Relations:** Staffing considerations should also be addressed as early in the process as possible. In the Saudi and Georgian examples, deploying high-quality and experienced staff was a critical element of the evaluation process. Canadian institutions that provided feedback to CBIE confirmed that they faced internal pushback as they began to identify prospective staff to participate. Collective agreements can impact how institutions select and deploy staff as well as broader labour relations issues at the home institution. Consultations with several bidders confirmed that engaging union executives early on in the process to seek their buy-in and allay unfounded fears has enabled these institutions to more aggressively pursue offshore campus development opportunities.

eP3's can offer excellent opportunities to internationalize; however, given the complexity and liabilities, these opportunities must be thoroughly investigated by institutions prior to proceeding. Results to date have been mixed, and as such, PSE institutions in Canada should analyze the results to better understand how they can avoid risks in order to benefit from eP3 opportunities. Organizations such as CBIE that are actively involved in project management and research continue to be a source of data and analysis for PSE institutions seeking to internationalize vis-à-vis this innovative education delivery model.

Massive Open Online Courses (MOOCs): Over-hyped or underestimated?

Cameron Campbell, Craig Macnaughton and David Stephen, graduates of the Masters of Public Policy and Administration program at Carleton University in Ottawa, undertook research for Dr. Edward Jackson's Education Policy class on the impact MOOCs may have on the post-secondary education sector in Canada and globally. This section is adapted from their report.

New technologies always seem to promise a brighter future for education. The technology with the most impact to date has been the Internet. By giving people access to information any time and virtually any place, the Internet has changed the way that people acquire knowledge and disseminate their ideas. In an effort to change higher education, a number of professors have harnessed the power of the Internet and created what is known as the massive open online course (MOOC).

The first of these courses was offered in 2008 at the University of Manitoba and since then, the idea has taken root and the offerings have grown significantly. It is too

early to say what the long-term impacts of MOOCs will be on higher education but it is safe to say that there is the potential for a significant positive impact because of the learn anywhere, anytime format that MOOCs offer.

In the original MOOC, the idea of the course and its title were Connectivism and Connective Knowledge. For its emphasis on collaboration and input from all participants, this iteration of the MOOC is what is now referred to as a cMOOC. The cMOOC has given way to what is referred to as an xMOOC, a model that is more about replicating the traditional classroom setting, where the professor teaches and the students learn. The xMOOC now dominates the discussion.

There is a certain egalitarian ethos that is pushing the expansion of the MOOC. The drive to democratize higher education is leading the push where the common refrain is that learners can take the best courses from the best professors. However, private for-profit educators are increasingly entering the MOOC marketplace. Full democratization is impeded by the requirement for computer and Internet access; this reality is likely to limit participation in developing countries.

The differences between MOOCs and traditional online courses are important. The two largest differences are the number of people who can enroll in the courses and the free versus fee dichotomy. Another area is the issue of accreditation and recognition of completed courses; with this comes an evolving dialogue with a variety of interesting solutions. One of the most talked about differences between MOOCs and traditional online courses is the higher rates of attrition for MOOCs.

The major players in the marketplace who are being talked about the most and who are having the biggest impact are: Coursera, edX, UDACITY, Udemy, Khan Academy and Future Learn. All of these companies provide unique platforms.

Given the relative infancy of MOOCs, they face challenges such as a big learning curve, and doubtless mistakes will be made. Instructional design and pedagogy present unique challenges and it will be important for MOOCs to use technology so that it helps rather than hinders the development process. Moreover, there needs to be a more formal clarification of responsibilities in order to define the role of home institutions in helping with the design and support of courses.

Given their size and the costs for technology and remuneration to the instructors, the questions of who pays for MOOCs and how they do it loom large. In order to monetize their MOOC offerings, third party developers have looked into the following options: certification, secure assessments, employee recruitment, employee or university screening, human-provided tutoring or manual grading, a corporate-university enterprise model, sponsorships, and tuition fees.

Not all of the important MOOC-related activities are happening in North America. Companies such as Generation Rwanda, a South American consortium called Centro Superior para la Enseñanza Virtual, and a recent initiative of Microsoft Research India and Visvesvaraya Technological University are all finding ways for MOOCs to help improve

the educational prospects and lives of people living in developing countries. This report focuses on the following considerations: access to technology, openness, the colonization of education, the creation of a two-tiered education system, and the lack of and shift away from connectivism.

The Major Players

The focus on MOOCs as a game-changer has been precipitated by the creation of three new consortiums that are now offering a wide variety of courses through a growing number of university partners. These consortiums are Coursera, edX, and Udacity. Most recently, Future Learn, a consortium from the United Kingdom, has entered the MOOC market. However, prior to these four, there have been other for-profit and not-for-profit groups offering online educational services. What follows is a brief description of these players.

Coursera

www.coursera.org

Coursera was started in 2012 by Stanford professors Daphne Koller and Andrew Ng as a for-profit company. In the company's beginning, it offered a limited number of courses in partnership with Stanford University, Princeton University, the University of Michigan, and the University of Pennsylvania. In partnership with a multitude of institutions, the company now offers close to 200 courses in subjects ranging from the arts and social sciences to math, computer sciences, and other STEM subjects. While the courses that they offer are free, Coursera offers "verified certificates of completion" for a fee, something that the company says learners have used to further their careers. It is also important to note that five of their course offerings have been recommended for credit by the American Council on Education.

edX

www.edx.org

edX is a non-profit that was started in May 2012 as a \$60 million collaboration between Harvard University and the Massachusetts Institute of Technology. In partnership with a number of institutions, edX offers 26 courses, mainly in computer science, with the intent to continue to grow their offerings. As of now, no edX courses come with accreditation, but for a fee a learner can get a certificate of completion.

UDACITY

www.udacity.com

Udacity is a for-profit company that was started in 2012 by Sebastian Thrun, David Stavens, and Mike Sokolsky. The venture was started after Thrun and Peter Novig offered their Introduction to Artificial Intelligence course online and for free. This course drew over 160,000 learners from over 190 countries. Unlike the other two new entrants into the MOOC market, Udacity is not partnered with any universities. The consortium currently

offers 22 courses in subjects including computer science, math, robotics, and entrepreneurship. Udacity also offers free certification as well as an option to write some examinations at testing centres for a fee.

Udemy

www.udemy.com

Udemy is a for-profit company that was founded in 2010 by Eren Bali and Oktay Caglar. This company is unlike the previous three in that it does not offer university level courses, but rather, it offers online courses in practical skills that people may want to learn. Udemy is not partnered with any university and it allows users to create their own courses. While some courses require fees, many are offered for free. With over 5,000 course offerings on diverse subjects that range from how to use Excel to a course titled How to watch an American football game. While the courses are not all academically based, the platform provides insight into how other MOOCs can market and offer courses that people want.

Khan Academy

www.khanacademy.org

Khan Academy is a non-profit company that was founded in 2008 by Salman Khan. The company grew out of YouTube videos that Mr. Khan had made to help tutor his younger cousins and other family members. In 2010 Khan Academy received large donations from the Bill and Melinda Gates Foundation and Google, allowing the consortium to grow and expand offerings. The company uses YouTube videos to help users learn about a variety of high-school level topics and currently has over 3,600 hours of YouTube videos. While Khan Academy does not offer university level courses — many of its courses are taken as refreshers by university students—it is a fine example of how technology can be used to bring education to the masses. Moreover, all of Khan Academy's offerings are free.

Future Learn

www.futurelearn.com

Future Learn is the newest large entrant into the MOOC market, having been founded in 2013. It is majority owned by The Open University and has 17 United Kingdom based partner universities. They currently have no course offerings, but plan to offer all courses free of charge in the open spirit of MOOCs. This is the first large entrant outside of the United States and it will be interesting to watch how it evolves. Future Learn may, in the future, bring in other European universities, or it could be the first of many European consortiums.



Financial, Practical, and Ethical Considerations

Financial Considerations

Not unlike most high-tech start-ups, non-profit and for-profit third-party MOOC developers have focused on building technology and a strong user base with the hope that an ideal business model will emerge at a later stage (Young, 2013a; Lewin, 2013). This approach has required large, primarily American, universities to spend millions on the development of MOOC models with little short-term prospect of cost-recovery. While Coursera, Udacity and others have attracted private investors, universities have borne the burden of much of the costs associated with developing course content and non-profit platforms (Lewin, 2013). However, in a resource-tight environment, colleges and universities relying on public funds need to consider potential methods of monetization before investing huge sums of money in developing MOOCs. This is a particularly important consideration in Canada, where the vast majority of institutions receive a significant portion of their funding from public sources.

The lack of focus on monetization and cost recovery may explain why some Canadian universities have been less eager to jump on the MOOC bandwagon. The fact that the University of Toronto, McGill University and the University of British Columbia are the only major Canadian universities to have signed on to the Coursera model is very telling (Tamburri, 2012). There are significant financial hurdles that must be overcome before it is feasible for most public educational institutions to invest in developing content for MOOCs offered by third parties.

For-profit third-party MOOC developers have begun to consider a variety of monetization options. Contacts with partner universities have exposed potential revenue generating schemes, but also raise questions regarding the impact these regimes would have on the openness of MOOCs and their ability to serve impoverished and international populations. A recent access to information request by the *Chronicle of Higher Education* disclosed the agreement between Coursera and the University of Michigan at Ann Arbor, the first public university to sign a contract with the company (Young, 2012). The Michigan-Coursera agreement is purportedly similar to other agreements Coursera and Udacity have entered and it lists eight potential revenue sources for future MOOCs: certification, secure assessments, employee recruitment, employee or university screening, human provided tutoring or manual grading, corporate university enterprise model, sponsorships, and tuition fees (Coursera, 2012; Young, 2012b; Daniel, 2012).

Access to Technology

Many of the world's poor do not have access to the Internet on a regular basis and, thus, do not have access to even the most open of MOOCs (Bates, 2013). If MOOCs are to truly be a model for the democratization of education, we must tackle issues related to access to technology. As Daniels (2013) suggests, "It is a myth to think that providing not-for-credit open online learning from the USA will address the challenges of expanding higher education in the developing world" and in fact such claims may in fact do more harm than good.

"O" for Open?

If MOOCs adopt a system of tuition fees, they would likely limit participation and result in a logistical nightmare due to the diverse range of legislation governing tuition fees (Daniel, 2012). Given the low retention rates most MOOCs have experienced, it is not likely that huge numbers of learners would be willing to pay any significant fee in order to participate. Additionally, a large portion of MOOC users are from developing countries and it remains to be seen if such learners have the capacity to pay mandatory fees (Kolowich, 2012). Some MOOC developers have suggested that they will waive fees for learners declaring financial hardship; however, what will constitute financial hardship and how such a system would be administered has yet to be clarified (Young, 2012a). Before MOOCs can be heralded as a democratizing tool for the masses, educators should make sure that the masses will have access to MOOCs.

While many institutions have chosen to outsource MOOC development to private for-profit developers, others have decided to utilize in-house expertise or rely on nonprofit, third-party developers. The growth of nonprofit organizations designed to facilitate MOOC development is an emerging trend. Stanford University recently announced that they will only develop MOOCs utilizing edX's open source platform (although such courses will likely have restricted access) and organizations such as the Latin American unX have been set up to act as portals for information sharing between institutions engaged in online education. In Korea, the Korean Open Courseware (KOCW) initiative has established a common, open e-learning platform (Katsomitros, 2012). Groups such as unX are perfectly positioned to take advantage of edX's decision to make its platform open source and customizable. This development may allow for edX platforms to be adopted by a wide variety of institutions, including those in the developing world.

Colonization of Education

Before they can be considered truly accessible, MOOCs will need to adapt to meet the cultural and linguistic needs of a diverse global population. Recently, Coursera has added École Polytechnique in France, the University of Tokyo in Japan, the National University of Singapore, the Chinese University of Hong Kong, and the National Autonomous University of Mexico to its list of member institutions (Coursera, 2013). This will allow Coursera to offer courses in Chinese, French, Japanese, Italian, and Spanish (Maslen, 2013). However, there are presently no major MOOCs offering courses in any language other than English and, at the time this report was written, it was not possible to identify any institutions from Africa, South America, or the Middle East (with the exception of Israel) actively contributing to the content of major university level MOOCs.

There is the potential that MOOCs with content from prestigious Western universities may limit the growth of traditional post-secondary institutions in developing nations (Usher, 2013). This phenomenon is akin to the practice of sending low-cost, used clothing to markets in the developing world; the intentions are positive, but the reality is that flooding markets with affordable used clothing eliminates the ability of local textile industries to compete and grow (Brooks & Simon, 2012). Providing international students with the opportunity to take courses from the best North American and European universities is an admirable goal, but it may impede universities abroad from setting up their own MOOCs or developing quality brick and mortar institutions.

Two-tiered Education

Universities need to be careful in thinking that MOOCs can be used to “educate” the masses at home or in the developing world. The reality is that most MOOCs are being developed under the rigid xMOOC model and many academics would agree that this current model does not provide a full and rounded educational experience (Daniels, 2012). Suggesting the MOOCs are the answer for affordable higher education may imply that students of lower socio-economic status will have to settle for a second tier level of education. As Bates has stated in 2012:

These elite universities continue to treat xMOOCs as a philanthropic form of continuing education, and until these institutions are willing to award credit and degrees for this type of program, we have to believe that they think this is a second class form of education suitable only for the unwashed masses.

In his book *Higher Education in the Digital Age*, former Princeton President William Bowen agrees that there is a certain level of hypocrisy in elite level institutions delivering low cost education for the masses (2013). He states that

“One of the issues is really an equity issue, at the end of the day, will the gap between haves and have-nots be narrowed or widened by this development, it could go either way” (Bowen, 2013). Arguably, these institutions may not be best suited to catering to a segment of the population they have traditionally ignored.

Lack of Connectivism

The original 2008 cMOOC was designed with the goal of facilitating interconnected dialogue; however, the MOOC model that has been adopted by third-party developers and elite institutions, the xMOOC, is presently unable to achieve this goal (Siemens, 2004). Porter (2013) suggests that the learner should be a creator of content and play an active role in shaping their own educational experience. This idea that the student is a creator, and thus presumably has some right of ownership, of course content is not possible within private models with strict IP regimes.

Bates (2012) addresses the myth that xMOOCs are a new pedagogy. In fact, he notes that so far the teaching methods are based on very old and outdated behaviourist pedagogy, relying primarily on information transmission, computer marked assignments, and peer assessment. We know that students and employers value the social and cultural capital provided by traditional institutions and denying this opportunity to learners has the potential to have unforeseen consequences.

Challenges for International Education

Much like other advances in educational technology, there has been a great deal of speculation about what MOOCs could mean for students around the world, especially in places where there are significant barriers to high educational attainment. Thomas Friedman, noted futurist, three-time Pulitzer Prize winner, and op-ed columnist for the New York Times, recently opined on the emergence of MOOCs and what they could mean for international education (Friedman, 2013). In his article, Friedman paints a compelling picture of the possible uses for MOOCs in international education:

Imagine how this might change U.S. foreign aid. For relatively little money, the U.S. could rent space in an Egyptian village, install two dozen computers and high-speed satellite Internet access, hire a local teacher as a facilitator, and invite in any Egyptian who wanted to take online courses with the best professors in the world, subtitled in Arabic.

Tony Bates, a former professor at The Open University in the UK and former director of distance education and technology at the University of British Columbia, has a different take. He argues that the delivery systems for education have already been in place since before the



dawn of the Internet. In his experience in the realm of international education, he recalls such statements being made before about other emergent technologies, and while he is optimistic about the ways MOOCs and other ICT can be used to improve international educational opportunities, Bates (2013) sees a critical flaw in Friedman's argument:

We have, and have had, the technological means to deliver educational content of the highest academic quality in terms of its source, the elite universities, into the poorest countries in the world, for over 70 years. Indeed, I have worked on projects for all these technologies — and in online learning — in developing countries, but still the problem of billions of people with insufficient education has not gone away. Using the same arguments as Friedman, radio would reach many more millions than online education as most poor people do have a radio, which can now be operated even without batteries or grid electricity.

Instead, he argues it is the technological infrastructure and socio-economic conditions in these countries that are preventing those in the developing world from interacting with these learning opportunities (Bates, 2013). He recalls an experience he had recently in setting up an online learning environment, working with the government of Mexico to provide courses for low economic status citizens in Mexico. Bates suggests the program ultimately failed because “none” of Mexico's poor have access to Internet in the home. In fact, as ubiquitous as internet access seems to have become, only 26% of citizens living in OECD countries have access to broadband in the home. In the OECD countries with the lowest rates of Broadband access, Mexico, Turkey and Chile, broadband penetration rates are in the range of 10-12% (OECD, 2013). The result is that even though MOOCs are free, many of those who would most benefit from educational resources are not able to afford access to them. Lack of access to ICT on the lowest rungs of society, therefore, is one of the biggest problems facing the possible “democratization” of education that some believe MOOCs can produce.

The other important issue for the future of international education as it pertains to MOOCs, is the issue of accreditation. As we have already discussed, universities and professors are hesitant to pursue accreditation of MOOCs for both logistical and financial reasons. Nevertheless, progress towards accreditation is the single most important step that needs to be taken before MOOCs can be of significant use to a large number of international students.

Many proponents of MOOCs seem to suggest that the great value that MOOCs provide is with their ability to spread knowledge to those who want to learn, and that

this represents a true innovation in education. The truth is that with the development of the Internet over the past 30 years, the ability to find information and educate oneself is contingent only on an Internet connection, the time, and the will to learn. As we discussed earlier, the replication of information is now virtually cost free, making the provision of information an entirely different process than it was before the Internet. MOOCs, therefore, do not represent a fundamental shift in the information that is available, but they could represent a potential shift in terms of the way that this knowledge is conveyed and recognized.

In the past, the process of gaining the knowledge contained in a post-secondary education, and achieving the credentials from a post-secondary institution was one and the same. Now, especially as MOOCs develop, it is becoming possible to be well educated in a field of study without getting information directly from a postsecondary institution. The problem, of course, is that employers are not able to assess the education of potential workers without a recognized credential. The result is the situation previously discussed, where mastery no longer equals a credential. Instead, it is mastery plus admission that equals a credential (Touve, 2012).

This state of affairs is clearly prejudicial towards international students, who, with the help of MOOCs, could become just as qualified as those admitted to universities, but whose abilities would go ignored by potential employers because they were unable to attend a recognized, credential issuing institution. Ultimately, without the recognition of accomplishment for a student's mastery of the material, in many cases, students may not be able to put their hard won skills to use in the workforce. This situation, to our minds, has two difficult, but not impossible, solutions:

First, find ways to convince employers of the validity of MOOC completion as a form of educational attainment. This is impossible in the short term on a large scale, but would be more conceivable if the effort were focused on certain sectors, especially ones that are particularly in need of qualified employees and where mastery of the subject could be fairly assessed through online tools. This dynamic is already being proposed, in reverse, by Coursera, where they believe that one of their monetization models could be through matching employers with qualified candidates (Young, 2012). This shift in how credentials are viewed will be a long process, and will no doubt follow similar lines to those issues already being dealt with in the debate over how Canada recognizes foreign credentials.

Second, push universities to issue some form of credential to those completing online courses. There have been promising signs, with some universities considering accepting MOOCs as transfer credits, and now Antioch University in Los Angeles is becoming the first US university to offer hybrid-MOOCs for credit (Antioch University, 2013). It is difficult to predict how this will develop in the long term,

MOOC Degrees in Africa

An excellent example of the university enterprise model leading to accredited courses in the developing world is the case of a non-profit by the name of Generation Rwanda. The organization is attempting to become the first completely MOOC-based university in the world (Leber, 2013). Their goal is to create a 400-student university utilizing MOOCs to propagate course content. Onsite teaching fellows will facilitate class discussions and help tutor struggling students working towards a competency-based degree. Generation Rwanda will utilize edX and Coursera courses with content from Harvard and the University of Edinburgh (Leber, 2013). Students will graduate with an associate degree in Business Administration from Southern New Hampshire University.

The goal of the Generation Rwanda project is to provide students with access to a quality educational experience for less than \$1,500 a year. The founders see this as an opportunity to use online course technology to improve the country's university attainment rate, which has slipped in recent years to just 1% (Barro & Lee, 1993; Leber, 2013). It is also an opportunity for Western universities to generate revenue through content licensing agreements with partner institutions. Most importantly, the project seeks to overcome the challenges associated with students in developing nations attempting to use MOOCs as a replacement for formal education. Generation Rwanda director, Mr. Hodari, states that "It's hard for us to read these op-eds all the time, saying now a student in Sudan can get a first-rate college education for free. It's just so far from the reality of what could happen for all but just a few right now" (Leber, 2013).

Massively Empowered Classrooms

A recent initiative of Microsoft Research India and Visvesvaraya Technological University (VTU) is a further evolution of the MOOC model. VTU, one of the largest universities in India with over 194 affiliated engineering colleges, and Microsoft are partnering to create what they call Massively Empowered Classrooms (MEC, 2013; VTU, 2013a). Registered VTU students and instructors can access online lectures, quizzes, practice problems, and discussion forums. The concept is to connect students and faculty from all 194 colleges and encourage them to share knowledge (VTU, 2013b). All participants will be able to upload and disseminate original information and students from smaller campuses will have the benefit of viewing lectures given by experts in the field. All the MEC material will be aligned with the classroom curriculum and online experience is designed to augment the traditional learning environment. Successful participants will not only receive credit from their college, but they will also receive a certificate from Microsoft (VTU, 2013b).

but in the short term, expect MOOC partner institutions to begin finding ways to offer credentials that verify course completion, without threatening the established credentials of partner universities involved in MOOCs.

The current state of MOOCs has the potential to revolutionize international education, but it will not do so overnight. The ability of individuals to access MOOCs is a non-trivial issue, especially for international students living in less wealthy countries where an education provided via MOOC could be most valuable. Furthermore, for all international students, without accreditation it is hard to see how students who have completed MOOCs will be able to demonstrate the value of their education to potential employers.

Conclusion

The story on MOOCs continues to evolve with lightning speed. The early hype that MOOCs would forever alter the global post-secondary education landscape was quickly met with skepticism from education stakeholders. As outlined in this chapter, there remain a number of challenges that need to be addressed if MOOCs will have the impact that some education technology evangelists have suggested.

It is critical that we maintain a healthy skepticism of MOOCs and that our institutions carefully consider how their engagement with these platforms fits into their overarching, long-term strategies. However, it is equally important that we do not lean too heavily on notions of tradition in our defense. The education sector is not immune to technology-driven transformation and a failure to realize that will put Canada at a serious competitive disadvantage down the road.

We are now moving beyond the hype and defensiveness that marked the first two years of the emergence of MOOCs and into an exciting period of discovery and testing. As more institutions partner with MOOC players or develop other online education projects, more data and information will be available, potentially leading to new solutions to current challenges related to access, accreditation, and funding. Throughout this iterative discovery phase, it is critical for education professionals to remain cautiously optimistic about the future use of MOOCs in Canada and globally.





Photo submitted by Juyeon Jun of Semiahmoo Secondary to the 2013 CBIE photo contest.

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Chapter 2

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Appendix – Countries by Region

Africa

- Angola
- Burkina Faso
- Burundi
- Central Africa Republic
- Comoros
- Democratic Republic of Congo
- Democratic Republic of Sudan
- Equatorial Guinea
- Eritrea
- Ethiopia
- Federal Republic of Cameroon
- Gabon Republic
- Gambia
- Ghana
- Kenya
- Lesotho
- Liberia
- Madagascar
- Malawi
- Mauritania
- Mauritius
- Mozambique
- Namibia
- Nigeria
- Peoples Republic of Benin
- People's Republic of the Congo
- Republic of Botswana
- Republic of Chad
- Republic of Djibouti
- Republic of Guinea
- Republic of Ivory Coast
- Republic of Mali
- Republic of South Africa
- Republic of the Niger
- Republic of Togo
- Reunion
- Rwanda
- Senegal
- Seychelles
- Sierra Leone
- Swaziland
- Uganda
- United Republic of Tanzania
- Zambia
- Zimbabwe

East Asia

- Brunei
- Cambodia
- East Timor
- Hong Kong

- Japan
- Laos
- Macao
- Malaysia
- Myanmar (Burma)
- People's Republic of China
- People's Republic of Mongolia
- Philippines
- Republic of Indonesia
- Republic of Korea
- Singapore
- Socialist Republic of Vietnam
- Taiwan
- Thailand

Eastern Europe and Central Asia

- Albania
- Armenia
- Azerbaijan
- Belarus
- Bosnia-Herzegovina
- Georgia
- Kazakhstan
- Kyrgyzstan
- Macedonia
- Moldova
- Republic of Kosovo
- Republic of Montenegro
- Republic of Serbia
- Russia
- Tajikistan
- Turkmenistan
- Ukraine
- Uzbekistan

Europe

- Andorra
- Austria
- Belgium
- Bulgaria
- Croatia
- Czech Republic
- Denmark
- Estonia
- Federal Republic of Germany
- Finland
- France
- Gibraltar
- Greece
- Hungary
- Iceland
- Italy
- Latvia
- Liechtenstein
- Lithuania
- Luxembourg

- Malta
- Monaco
- Norway
- Poland
- Portugal
- Republic of Ireland
- Romania
- Slovak Republic
- Slovenia
- Spain
- Sweden
- Switzerland
- The Netherlands
- United Kingdom and Colonies

Latin America and Caribbean

- Anguilla
- Antigua and Barbuda
- Argentina
- Aruba
- Barbados
- Belize
- Bermuda
- Bolivia
- Brazil
- Cayman Islands
- Chile
- Colombia
- Costa Rica
- Cuba
- Dominica
- Dominican Republic
- Ecuador
- El Salvador
- French Guiana
- Grenada
- Guadeloupe
- Guatemala
- Guyana
- Haiti
- Honduras
- Jamaica
- Martinique
- Mexico
- Nicaragua
- Paraguay
- Peru
- Puerto Rico
- Republic of Trinidad & Tobago
- Republic of Panama
- San Marino
- St. Kitts-Nevis
- St. Lucia
- St. Pierre and Miquelon
- St. Vincent and the Grenadines
- Surinam

- The Bahamas Islands
- The Netherlands Antilles
- Turks and Caicos Islands
- Uruguay
- Venezuela
- Virgin Islands, British

Middle East and North Africa

- Algeria
- Bahrain
- Cyprus
- Egypt
- Iran
- Iraq
- Israel
- Jordan
- Kuwait
- Lebanon
- Libya
- Morocco
- Oman
- Palestinian Authority (Gaza/West Bank)
- Qatar
- Republic of Yemen
- Saudi Arabia
- Syria
- Tunisia
- Turkey
- United Arab Emirates

Oceania and South Pacific

- Australia
- Federated States of Micronesia
- Fiji
- French Polynesia
- New Caledonia
- New Zealand
- Papua New Guinea
- Western Samoa

South Asia

- Afghanistan
- Bangladesh
- Bhutan
- India
- Nepal
- Pakistan
- Republic of Maldives
- Sri Lanka

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