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CANADIAN OVERSEAS SCHOOLS - A UNIQUE APPROACH TO THE EXPORT OF CANADIAN EDUCATION

by Lia Cosco



About The Author

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The demand for Canadian education is rising, most visibly in Asia. An important and growing, yet relatively unexplored, dimension of Canada's overseas education engagement is its offshore and international schools. Canada's provincial accreditation of overseas schools is one of the most innovative international initiatives in education. However, a lack of transparency, oversight and support for the accreditation and operation of Canadian overseas schools puts Canada's international education standards at risk.

Executive Summary

The number of schools overseas using Canadian provincial curricula at the kindergarten to grade twelve (K-12) levels is growing in response to demand, especially in the Asia-Pacific region. It is estimated that the fastest growing population of K-12 students in Canadian schools will likely come from a suburb in China rather than a school district in British Columbia or Ontario. The uniquely Canadian policy of provinces accrediting schools overseas is one of the most interesting applications of Canadian education abroad, and should be understood as an innovative Canadian approach in international education.

This research aims to: 1) characterize Canada's K-12 engagement in Asia; 2) define what makes these schools "Canadian;" 3) identify how these schools create and sustain linkages to Canada; and 4) articulate the challenges and policy implications for continuing this educational engagement with Asia.

Based on wide-ranging qualitative interviews conducted from August to December of 2010, in both Asia and Canada, this research finds:

- Canada is the only nation where government accredits, regulates, inspects and garners fees for the use of curricula overseas;
- 77% of Canada's overseas schools are located in the Asia-Pacific region;
- 9 more Canadian schools are being planned in China alone in the coming years;
- The non-Canadian student body poised to graduate with Canadian high-school diplomas overseas is larger than the majority of public school districts in BC, Alberta, Manitoba, and over double the size of PEI's total

school-aged population;

- Canadian overseas educators desire stronger linkages, support, integration and recognition with provincial and federal strategies in international education.

Canadian schools overseas are a potential asset to Canada and Canadians. Not only do they open up new business and educational opportunities abroad, but they are a conduit for developing and sustaining positive international networks and two-way flows of people.

International students contributed in excess of \$6.5B in indirect revenue to the Canadian economy in 2008 alone. Canadian overseas schools educate a student body set on a path to become the next generation of Canada's post-secondary international students – continuing this positive contribution to the Canadian economy and society.

Increasing transparency, support and understanding of our overseas schools initiatives is of needed to maintain the high quality of the Canadian brand of education overseas. This is important to ensure support of our Canadian educators and educational clients abroad, while being able to respond to the ebb and flow of situations and changes in demand.

There is opportunity and necessity to increase the sharing of best practices of this engagement, without overstepping the provincial jurisdiction in education. Further defining accountability and cooperation of accreditation procedures, entwining overseas schools initiatives with provincial and federal strategies for international education, and understanding the new pathways and partnerships this engagement accords, will help ensure a sustainable future for this Canadian initiative.

Introduction

International education is a competitive global field involving all levels from primary to tertiary institutions. It is also an important economic engagement for Canada. In 2008, the total value of education as a Canadian service export was estimated to be at least \$5.5B, of which most flowed from countries in the Asia-Pacific region.¹ The desire for the procurement of a western university degree, with the hope of transnational employment and opportunities for immigration, has spurred the demand for high-school diplomas from Canada with its reputation for high quality education.² A widespread perception exists in many East and Southeast Asian societies in particular, that acquiring a western degree is the ultimate attainment of prestige, social capital and social status.³

Entwined with long-term economic objectives, Canadian provincial ministries of education have developed strategic regulatory procedures to accredit kindergarten to grade 12 schools (K-12) overseas with 'Canadian' curricula. Canada is the only nation in which provincial governments have developed a fee-for-accreditation structure to officially certify overseas schools with the right to use public curricula as well as inspect schools annually to maintain certification requirements.

Although there are many Australian, British, German, French and American schools overseas, among others, none of their governments are involved in the accreditation or certification of schools on a fee paying basis.⁴ Government accreditation and certification of overseas schools remains one of the most innovative initiatives in education undertaken at the provincial level in Canada.⁵

<p>International School</p> <p>Overseas schools originally service expatriate communities, offering curricula of the 'home' country to facilitate the potential re-integration of expatriate children. Student bodies of these schools tend to be highly multicultural. International schools have experienced increased interest from local parents wanting to place their children into an international school setting, and many have extensive waiting lists to accommodate this demand.</p>
<p>Offshore School</p> <p>Offshore schools are run for profit and service citizens of the local society in which they operate. Student bodies are almost always made up of local citizens (100% Korean or Chinese students for example). The goal is to graduate local students with a Canadian high-school diploma.</p>
<p>Canadian Overseas School</p> <p>A term used to encompass both provincially accredited international and offshore schools at the K-12 level.</p>
<p>Canadian Provincial Accreditation</p> <p>The certification process stipulated by Canadian provincial education ministries details the requirements and ongoing regulations to allow schools to offer the provincial curricula overseas. Accreditation requirements are the same for both international and offshore schools.</p>

Canada is an active competitor in international education and student recruitment. The rapid growth of provincially accredited overseas schools is a benefit to these strategies. Canadian overseas schools engage with a student body geared to join the next generation of Canada's post-secondary international students and the number of schools overseas continues to grow. These schools are administered by Canadians, regulated by Canadian legislation, provide Canadian content and provide thousands of full-time jobs for Canadian-certified teachers. They also form a vital nexus of partnerships with overseas Canadian communities including Canadian missions, chambers of commerce and business groups.

Canadian policy in overseas schools accreditation (especially in East Asia) is unique in international education, yet remains poorly understood or supported. Understanding and maintaining quality in the way Canadian education is practised internationally, requires an awareness of the political, economic, social and cultural trends of our time.⁶ The globalization of education has fostered new nodes of educational choice. It is changing the way in which Canadian compulsory education is practised and is engaged internationally. It also creates new bodies of Canadian students and alternative pathways into Canadian post-secondary institutions.

This Research Finds -

- Canada is the only nation where government accredits, regulates, inspects and garners fees for the use of provincial curricula overseas;
- 77% of Canada's overseas schools are located in the Asia-Pacific region;
- 63% are located in China, Hong Kong SAR and Macao;
- At least nine more Canadian schools are being planned in China in the coming years;
- The student body engaged with Canadian curriculum overseas is larger than the majority of public school districts in British Columbia, Alberta and Manitoba and over double the size of PEI's total grade 1-12 cohort;
- Canadian educational practitioners overseas desire stronger linkages, support and integration with Canadian strategies in international education.

To better understand the role and challenges of Canadian international and offshore schools, wide-ranging qualitative interviews were conducted during the fall of 2010 with Canadian international educational practitioners, representatives of educational bodies, all seven provincial ministries of education engaged in certifying schools overseas, and ten international and offshore schools in East Asia.⁷ Appendix I contains the interview questionnaires employed in this research. Based on these interviews, this research finds a strong desire to maintain the high quality of Canadian curricula overseas. Yet tensions persist within the accreditation system for overseas Canadian schools due to a lack of dialogue and transparency. Broader understanding of the accreditation context, greater voice for Canadian educators overseas, and stronger partnerships between all involved, are vital to chart a sustainable course for the future of provincially accredited Canadian overseas schools.

I - Contextualizing Canada's International Education Strategy

The international strategy of Education Promotion is to attract overseas students to study in Canada, to advocate the benefits of Canadian education... and promote, support and increase the use of the Canadian curricula abroad at the K-12 level.

Trade Commissioner's Office, Consulate General of Canada in Hong Kong



Beijing Education Expo 2010 –Imagine Canada Brand – Recruiting for International Students

The Canadian government, private and public schools, colleges, CÉGEPs, universities, language schools and technical institutions all participate in international education. In 2010, Canada's five national education associations signed a Memorandum of Understanding to establish the Canadian Consortium for International Education Marketing⁸ – the first national initiative with a similar objective to better

align efforts to market Canadian education overseas. The increased commercialization of Canada's Trade Commissioner Services has also meant that Canadian Trade Commissioners (particularly in East Asia) work hard to find new inroads for the Canadian brand of education overseas.⁹ The Canadian Ambassador to China most recently commented on his hopes of making the Canadian Mission in Beijing the 'Education Embassy,'¹⁰ a clear signal of the recognition of education as a mechanism for Canadian diplomacy, and a way to build partnerships across the Pacific.

Statistics from Citizenship and Immigration Canada (CIC) indicate that foreign student enrolments have been on a steady increase over the past five years, rising across all provinces in 2009 to a total of 85,140 students.¹¹ This number has had substantial play within education circles to appeal for increased support for international education as a vital sector of Canada's economy.

Comparatively Canada's numbers reveal it is just scratching the surface in the fast-growing global education market. In the United States, international education was estimated to contribute roughly US\$18.8B to the economy in 2009-2010.¹² In Australia, administration, quality control and research of all international education activities flow through the federal Department of Education, Employment and Workplace Relations under the 'Education Services for Overseas Students' (ESOS) legislative framework. The latest ESOS report outlined the significant contribution of international education to Australia's economic relations; with an A\$17.2B (C\$17.05B) contribution to the economy in 2008–09, international education is the country's fourth-largest export industry.¹³

Increased student mobility and the significant economic impact of the marketization of international education make it an attractive, though competitive, field through which to tackle domestic education issues such as declining enrolment and budget shortfalls. The Canadian Bureau for International Education (CBIE) continues to advocate for increased federal funding and support for international education activities in this country. The organization most recently lobbied the government to increase its current five year \$5M per annum budget for Imagine Canada and education marketing to \$22M

over the next five years to solidify Canada's place as a competitive player in the global education race.¹⁴ CBIE views international students as Canada's unofficial ambassadors, with the potential to enrich the labour market in the future.

Canadian overseas K-12 schools engage with a student body geared to become the next generation of Canada's post-secondary international students. In 2008 the Asia Pacific Foundation of Canada commissioned paper Canadian Offshore Schools in China stressed the need for deeper inter-provincial cooperation and dialogue to ensure a quality standard for Canadian offshore schools. It also argued that the globalization and export of Canadian education should not be mistaken for the 'privatization' of education.¹⁵ Little has changed since the publication of that paper in 2008. Inter-provincial dialogue has yet to be realized and public opinion still remains clouded on the issue.

A broader critical sentiment also persists that questions the validity of international student recruitment and the prioritization of international activities in Canadian

educational practices. Some attention on overseas Canadian schools have focused on negative teacher experiences and questioned the quality of some of the schools. The most recent example of this is the negative response to Ontario Premier Dalton McGuinty's plan to extend provincial post-secondary scholarships to overseas students.¹⁷

II - Provincial Accreditation of Canadian Curricula Overseas

The Manitoba government has authorized 6 schools overseas to offer the Manitoba curriculum and confer high school diplomas...Offshore educational enterprises of this nature can serve as flagships not only for the Manitoba education system, but also for trade, immigration, political and cultural co-operation.

International Education Strategy, Manitoba Education 2009-2013

British Columbia	Alberta	Manitoba	Ontario*	Nova Scotia	New Brunswick	PEI
China 17 Korea 1 Thailand 1 Egypt 1 India 1 Qatar 1 <i>Some School Districts are currently looking to start new schools in China</i> 22	Macao 1 Hong Kong 1 UAE 1 Bermuda 1 4	China 2 Japan 1 Thailand 1 Egypt 1 Ghana 1 <i>Ministry is currently looking to begin a school in Korea</i> 6	China 7 Italy 1 Netherlands 1 Hong Kong 2 Singapore 1 Egypt 1 Dutch-Antilles 1 Japan 1 West Indies 2 Switzerland 1 Malaysia 2 20	China 9 Egypt 1 UAE 1 <i>Five more schools are being considered in China for 2011 - 2012</i> 11	China 5 St. Lucia 1 <i>Two schools are slated to open in China and one in Bangladesh. The aim is to open 5 schools in China over the next five years</i> 6	Japan 1 <i>The Ministry is looking to expand their overseas schools engagement in the next few years</i> 1
TOTAL 70						

*The Canadian International School in Vietnam is not included in this count. The school, which markets itself as an Ontario curriculum school, was established in partnership with the Niagara District School Board but is not officially accredited of the Ministry of Education (the province has been under a moratorium on accrediting any new overseas schools since 2005). Branksome Hall, an independent girls' school in Toronto Ontario, operates an overseas campus in Jeju Island in South Korea. This school is also excluded because it is not officially accredited by the Ministry of Education.

This research finds there were 70 Canadian-accredited international and offshore schools as of January 2011¹⁸ with at least nine more Canadian offshore schools planned in China for the coming years. At the moment, 63% of Canada's international and offshore schools are located in China, Hong Kong SAR or Macao. Some 77% of Canada's international and offshore schools are located in the Asia-Pacific region, with many having opened in the last 10 to 15 years. Only Quebec, Saskatchewan, and Newfoundland and Labrador¹⁹ are not involved in the accreditation and operation of international or offshore school programs although each has its own objectives for international education.

There are seven provincial ministries of education engaged in the accreditation and inspection of overseas schools. Each province defines the accreditation of overseas schools as part of broader provincial economic strategies in international education. As Manitoba's International Education Strategy articulates, "offshore education enterprises serve as flagships not only for the Manitoba education system, but also for trade, immigration, political and cultural co-operation."

20

Each province determines its own regulatory procedures for accreditation, with overall objectives aligning with broader strategies in international education. Aspects taken into account include:

- (a) host government approval requirements, (b) financial requirements and fee structures,
- (c) accreditation requirements, (d) costs and requirements of annual inspections, (e) course content and dissemination, (f) graduation requirements, (g) transfer credits, (h) teacher housing and support, and
- (i) facilities maintenance.

Ontario was one of the first provinces to accredit overseas schools. However, a change of government in 2005 saw a change in priorities, and a moratorium was placed on the overseas accreditation of Ontario schools. This remains in place to this day.²¹ Ontario continues to receive at least one inquiry a month from

overseas jurisdictions interested in establishing new schools. However, there is no official international education strategy and the ministry is currently re-examining its K-12 international education objectives.²² It remains to be seen how Ontario's strategies for international education will evolve.

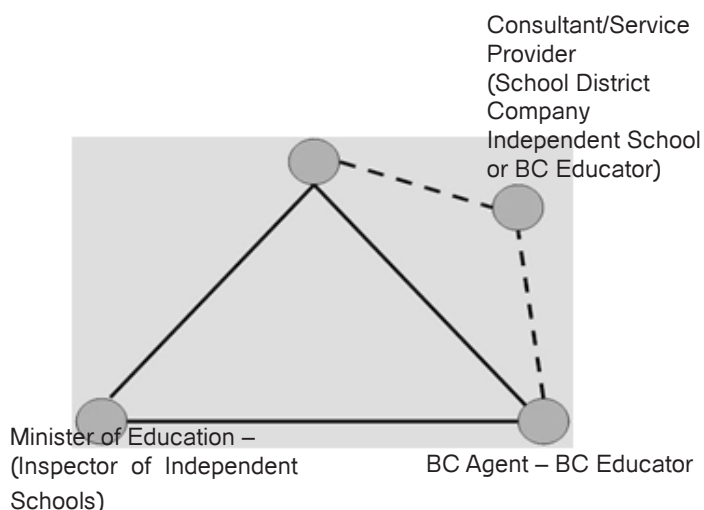
Start of Overseas Engagement	Defining Characteristic of Overseas Accreditation
BC 1995	2002 Bill 34 School District Model
ALBERTA 2001	Overseas accreditation part of defined international education strategy
MANITOBA 2001	
ONTARIO 1995	Accreditation moratorium in place since 2005
NEW BRUNSWICK 1994	1997 Atlantic Education Inc. Crown corporation formed
NOVA SCOTIA 1996	Accreditation structure in place - international education strategy to be determined
PRINCE EDWARD IS. 1997	

Ontario was one of the first provinces to accredit overseas schools. However, a change of government in 2005 saw a change in priorities, and a moratorium was placed on the overseas accreditation of Ontario schools. This remains in place to this day. Ontario continues to receive at least one inquiry a month from overseas jurisdictions interested in establishing new schools. However, there is no official international education strategy and the ministry is currently re-examining its K-12 international education objectives. It remains to be seen how Ontario's strategies for international education will evolve.

New Brunswick (NB) created a model whereby the government is fully accountable for the province's international education programming and overseas schools accreditation. In 1997 the government established Atlantic Education International Incorporated (AEI Inc.), a Crown corporation to oversee international strategies and administration of the overseas accreditation structure. In essence it granted this Crown corporation the authority to "... do government work at the speed of business."²³

Representatives from education and other government ministries sit on AEI's board to direct the corporation's international mandate. Assurance is made that all income received through provincial activities in international education are redistributed back in the province as a whole. AEI receives a request every two weeks to start a new overseas school, mainly from China.

The British Columbia (BC) Ministry of Education operates its own unique model. Defining offshore education operations as a cost-recovery, cost-neutral engagement (in line with broader economic strategies for international student recruitment) the ministry established 28 detailed requirements under its BC Offshore School Certification Program. Overseas schools must be represented by a BC agent (who must be a BC-certified teacher), who is appointed by the ministry to act as a liaison between the ministry and the owner of the school. The BC agent is responsible for all legal and administrative duties that may arise. The following chart outlines the relationships in the BC offshore accreditation model, including the opportunity for school districts to act as private, fee-based service providers:



British Columbia's model is the only one that allows individual school districts to act as fee-based service providers. Tagged as the 'central plank' of the BC government's effort to bring marketization to the public education system, in 2002 the School Amendment Act (or Bill 34) was introduced to allow public school districts to create independent for-profit business entities to engage in starting overseas BC schools or other international education strategies, creating what some may call 'healthy' competition to access global education markets. This legislation was the government's response to allow for 'financial flexibility' in funding mechanisms.²⁴ Currently, six out of BC's 60 school districts have created business companies, while other districts continue to define their own international education strategies outside the business model. Each school district business company maintains its own model for engaging in overseas service provision and accreditation processes. This school district model will be discussed in more detail in a later section.

BC Offshore Program Fees:

- \$200 one-time per student fee at Kindergarten – Grade 9
- \$350 one-time per student fee at Grade 10, 11 or 12
- \$50 fee for each additional Grade 12 examination written in addition to English 12
- \$2,500 Candidate Status application fee
- \$3,500 Certification Status application fee
- Pre-payment of all on-site inspection team costs (professional fees, food, lodging, transportation, etc.)

In Manitoba, the offshore schools program is one of the five pillars of the ministry's International Education Strategy.²⁵ The ministry has also delineated a Joint Statement of Benefits of Internationally Affiliated Schools offering Manitoba Curriculum which articulated the partnership and procedures of this engagement.²⁶ Overseas schools can be granted accreditation exclusively or through a 'blended program' which teaches the Manitoba curriculum concurrently with a local curriculum. The overarching principles of this co-

operation are to maintain curricular integrity, be mutually beneficial and to be a fully cost-recovery operation for the ministry. Such strategies ensure government responsibility for the capacity building and competitive engagement of Manitoba schools overseas.

New Brunswick's offshore accreditation process usually takes between 1-3 years depending on local circumstances. Interested applicants must first comply with the following criteria and go through a thorough inspection and feasibility check:

- Offer the NB Program of Studies in English
- Obtain approval from local authorities to deliver the NB program
- Employ teachers who are NB or Canadian certified
- Obtain all necessary legal approvals from local and or state education and government authorities
- Meet all local health, safety and building standards
- Develop and submit an annual schools improvement plan to the NB Department of Education
- Administer NB testing protocols and standardized tests
- Cover full costs of annual Inspections, administration of NB Standardized Tests, and the per student fee for the use of the NB Curriculum.

Initial requirements also ask applicants to acknowledge the challenge of meeting English standards, attracting qualified teachers and taking care of visa issues for students and staff. More rigorous, detailed guidelines are developed when these initial guidelines are met, and an MOU and program contract is signed to move the partnership forward.

The province continues to receive a request every two weeks to start a new school in Asia.

Currently, New Brunswick's offshore schools employ nearly 200 full-time NB certified teaching and administration staff. The ministry notes that 95% of graduates from the NB offshore program transfer into Canadian post-secondary institutions.

Neither Nova Scotia (NS) nor Prince Edward Island (PEI) has an official international education strategy, or a specific legislative structure to oversee international educational programming. However, both provinces accredit overseas schools with plans for expansion in the future. The tie between international education and the potential for immigration remains a priority, as well as the recognition of the long-term benefits to expand global awareness and exchange between the province and overseas partners.

Maintaining Quality – The Provincial Inspection Process of Overseas Schools

All Canadian private schools, including international and offshore schools, are subject to ministry inspections. Inspections are an important part of maintaining regulatory oversight and quality assurance of international and offshore programming. They are also an important mechanism through which to maintain operational compliance with provincial standards and requirements, and each provincial ministry articulated the importance of maintaining quality in its overseas schools.

A comparison of Alberta and Ontario's evaluation reports offers some interesting insights into the different provincial inspection processes. Alberta's inspection includes a check for: satisfaction of provincial requirements; fulfillment of accreditation agreements; evaluation surveys and interviews with students, parents, teachers and community members; financial audits; and overall administrative effectiveness.²⁷ The evaluation procedure involves: classroom observations; lesson plan reviews; course outline and record checks; review of student achievement; interviews with academic staff, student and parent surveys; materials and governance checks; as well as interviews with guidance counselors, Board of Governors, the principal and vice-principal of the school. From this comprehensive inspection, an assessment and recommendation is made to either allow or deny the school official accreditation for the upcoming year.

In comparison, Ontario's inspection focuses solely on the evaluation of the academic program. The inspection begins with a check of whether previous recommendations were met in a 'satisfactory manner,' then

moves on to evaluate: compliance with the accreditation agreement, school policies and practices, student achievement levels and record keeping.²⁸ Based on this assessment, an action plan is set outlining the school's priorities over the next year. In Ontario's case, on-site inspections are undertaken once every two years and inspectors change from year to year. It may be difficult to thus identify if previous challenges have been adequately met for certain criteria, or to address specific needs of the schools to ensure regulatory oversight and quality control in the local context.

Inspection processes should be as full and rigorous as possible as it is the inspection process that lends credibility to Canadian programs and curricula overseas. Concern has been raised about the inconsistency of inspectors and inspection processes. This research has also found that there is room for improvement and continual reassessment of accreditation and inspection requirements to ensure the long-term sustainability of schools, and to respond to potential challenges and changes in local contexts. Distance already challenges the operation of Canadian provincial curricula in non-Canadian environments. Inspections remain the sole 'face-time' with overseeing provincial government representatives. Strong linkages and support are vital to the day-to-day operations of the schools and the high-quality dissemination of provincial curricula.

Entrepreneurism in Overseas Educational Service Provisions: BC's School District Model

Whether due to the competitive legislative framework or high-regard for the economic benefits of international education, BC is leading the country in the number of accredited overseas schools. The unique provincial legislation, which allows school districts to create independent for-profit business entities to engage in offshore schools, deserves further examination. As noted, six out of 60 school districts have started business companies in BC.

Where does the responsibility lie for engaging in and benefiting from the huge economic potential arising from the globalization of education? This especially causes concern as funding shortfalls bring continuing tightening of national or provincial budgets. In Britain, the gradual reduction of public funding forced institutions to rely on entrepreneurialism, resulting in substantial expansion of international student recruitment and offshore activities in education, especially

in Asia.²⁹ BC's 2002 School Amendment Act (or Bill 34) is a similar response and initiative which conceives that public school districts engage in entrepreneurialism to tap into international markets.

There are lingering questions and concerns regarding BC's model. Some feel that allowing school districts to create private business companies perpetuates inequality between districts; such a structure pits larger districts (with more means and capital) against smaller districts in international strategies. Critics also question the wisdom of encouraging entrepreneurialism within public boards to generate alternate revenue streams in lieu of provincial funding.³⁰ This model also means that a public school board utilizes property of the provincial government – the curriculum – for activities that are outside the government's jurisdiction. This would mean that in the event of problems and challenges, the government would have to take legal action against a local school division.³¹

School districts' business companies focus on the benefits fostered through this model, which gives control to the board and district. Many worry that a change in legislation could adversely affect current activities and long-term objectives. However, concern is also raised by school district business companies over being small players on the global scene, competing with national education strategies from the UK or Australia for example. Many districts in BC would welcome more direction and support from the provincial government. Appendix IV tells this story in more detail for one BC school district.

In the fall of 2010, close to 100 Canadian public school district superintendents from across Canada were invited by the Chinese Ministry of Education to build educational partnerships between Canada and China. Seven BC school district superintendents visited China,³² looking to increase partnerships, attract international students, and in some cases examine opportunities to generate revenue to address declining enrollments and budget cuts at home.

During their time in Beijing, the BC superintendents were invited to meet on two separate occasions with interested Chinese parties looking for a school district partner to begin an offshore school. Canadian Trade Commissioners were pivotal in arranging and facilitating these meetings. The first meeting was with a Chinese public high school and educational agent (see

side bar on Qingdao). The other was with a successful Beijing property development group, which had received government permission to build an international (or offshore) school within its new development project in a suburb of Beijing.³³ It was explained that having a Canadian school as part of this new community development, would increase the property value and make the ten-year project more marketable to the rising middle class and foreign population the developer was looking to attract.

Plan of Chinese and Canadian Joint High-School:
Initial project introduction from Qingdao, China
Details proposed at initial meeting to BC School District Superintendents:

- Joint three-year China-Canada high school curriculum.
- Jointly administer management and services.
- Experienced Canadian teachers will be sent to work with curriculum design, teaching and daily management. Experienced Chinese teachers will do the same for the Chinese curriculum.
- Dual senior high school diplomas will be awarded after satisfactory completion of curriculum requirements for Canada and Shandong Provincial Education Department.
- Qualified graduates can apply for universities in Canada and other English-speaking countries with their academic credits, while also qualifying to take part in Chinese college entrance examinations.
- Jointly manage all teaching equipment and facilities standards.
- Class sizes of no more than 30 students, with the intention to enroll two classes in the first year of operations.
- The Qingdao school and third party Chinese company invites any Canadian school board interested in developing educational cooperation in China to discuss future details for the cooperation agreement.

(presented by Qingdao School and Chinese Agent to BC School District superintendents during Hanban educational tour in October of 2010.)

Two of the BC school districts represented have decided to pursue these offers. One of the school districts took the necessary first steps to establish a business company to pursue the opportunity. However, concern remains over the necessity of the business company model in order for school districts to engage in and benefit from international education opportunities. Although the demand for Canada's high quality of edu-

cation overseas and garnering revenue from international students are not questioned, the means through which these demands are being met are challenged. As one BC superintendent shared:

We need a partner in the ministry who will help with direct contacts and do it equitably. We need some more help at a central level because it is only the big districts that are benefitting from this opportunity. Our school district hopes that the ministry plays a role in making it more equitable, but right now it doesn't feel like it is ... School district board thinks philosophically running a school district as a business is not the way to go. But reality is the extra assets and having some cash on hand is good for everyone.

BC has developed a truly free-market model within the public K-12 structure, stripping levels of accountability for international education away from the government itself. School districts are not encouraged to share best practices nor offer support to one another in this type of engagement; cash-strapped school districts are instead competing for revenue. This has the potential to make BC's public education vulnerable to the pressures and demands of the global education marketplace.

In such a context, the controversy over BC's school district legislation requires further debate and dialogue. Although BC's offshore accreditation structure regulates for the quality delivery of BC curricula on the ground, there is more to be done regarding transparency and accountability practices, which do not pit public school districts against one another.

III - Canada's Offshore Schools – Canadian Engagement, Canadian Responsibility



Canadian international and offshore schools are a hybrid³⁴ in that they must comply with Canadian procedures and design along with those of the region in which they operate. Within their areas of operation, however, the schools remain very much Canadian spaces, where Canadian values and educational traditions are disseminated and learned.

Provincial regulations share the requirement that 80-100% of teachers and 100% of administrators in overseas accredited schools must be officially certified to teach in Canada. In some instances, Canadian architects have been used to help design an environment to replicate a 'Canadian' school experience. Canadian summer school programs and practicum opportunities for Canadian teachers are common through many of the overseas schools. Textbooks and supplies are ordered from Canadian manufacturers and educational

service providers. These schools also connect and establish networks with larger Canadian Diaspora communities and it is common for the Canadian Ambassador in the region to attend graduation ceremonies.

Table 2 indicates some of the characteristics of the Canadian school participants in this research study. A cross-section of schools operating different provincial curricula in East Asia was chosen.

TABLE 2 - CHARACTERISTICS OF CANADIAN INTERNATIONAL AND OFFSHORE SCHOOLS VISITED IN FALL 2010

	Accreditation	Student Body	Student Body Makeup	Canadian Administrators	Annual Tuition (C\$)	2010 Canadian Universities Matriculation	
Korea	British Columbia	317 (K-9)	90% Korean 11 Canadian students	Principal ✓ 100% Canadian certified	\$15,000 (+ additional fees)	- (still K-9 and growing)	
Japan	Ontario	280 (K-12)	80% Japanese 10 Canadian students	Principal ✓ 80% Canadian certified	\$19,000 (+ additional fees)	40%	
	Prince Edward Island	300 (K-12)	38% Japanese 32% Korean 4% Canadian	Principal ✓ 100% Canadian certified (Half are Canadian teachers)	\$20,000 (+ additional fees)	50% ¹	
Hong Kong	Ontario I	1,800 (K-12)	Over 40 Nationalities 40% Canadian citizens	Principal ✓ 80% Canadian certified (62% are Canadian teachers)	\$26,133 (+annual capital levy or debenture)	40-60% (depending on the year)	
	Ontario II	600 (K-12) (1,600 by 2014)	80% Ethnic Chinese 35% Canadian citizens	Principal ✓ 100% Canadian certified (65% are Canadian teachers)	\$14,000 (+ additional fees)	60-80% (depending on the year)	
	Alberta	1,000 (K-12)	80-90% Ethnic Chinese 8% Canadian citizens	Principal ✓ 100% Canadian certified (90% are Canadian teachers)	\$12,000 (+ additional fees)	30%	
Macao	Alberta	830 (K-12)	39 Nationalities 8% Canadian citizens	Principal ✓ 100% Canadian certified (80% are Canadian teachers)	\$9,110 (+ additional fees)	27%	
China Guangdong Province	Ontario I	350 (Gr.10-12)	100% Ethnic Chinese	Principal ✓ 80% Ontario certified	\$9,121	75%	
	Ontario II	360 (Gr.10-12)	100% Ethnic Chinese	Principal ✓ 80% Ontario certified	(principal does not know tuition rates)	85%	
	British Columbia	Elective program for credit	100% Ethnic Chinese	Principal ✓ 2 BC certified teachers	extra cost for parents	-	
	British Columbia	255 (Gr.10-12)	100% Ethnic Chinese	Principal ✓ 100% BC certified for high school program	\$10,000	95%	
	Manitoba	300 (Gr.10-12) 190 (Int. School Side)	100% Ethnic Chinese in blended High School 20% Canadian citizens in international School	Principal ✓ 100% Canadian certified 90% Canadian Teachers	\$16,723	70-80% (both schools)	
	New Brunswick	180 (Gr.10-12) 185 (Int. School Side)	100% Ethnic Chinese in blended High School 22% Canadian citizens in international School	Principal ✓ 80-90% NB certified	NA	100% (blended HS)	

NOTE:
This chart shows the significance of the regional contexts in determining the nature of on the ground operations. In Korea, Japan, Hong Kong and Macao, Canadian schools start at the primary years and extend to high-school graduation (K-12). They are more 'international' in the make-up of their student bodies, and graduate matriculation to Canada is a little lower than Canadian offshore schools in China.

¹ Japan's situation is unique in that the Ministry of Education has been trying to address the continual decline seen in Japanese students' pursuits of overseas experiences. For a recent article commenting on this, see: <http://search.japantimes.co.jp/cgi-bin/nn.20110106f1.html>.

The information garnered from this cross-section of schools underscores the fact that a significant proportion of graduating overseas students flow directly into Canada's post-secondary system. Graduate flows are much higher in the offshore model as this pathway to Canada is an important objective in marketing and strategies of the schools. However, all schools encourage and promote Canadian post-secondary options for their graduates and all host no less than three Canadian universities per year eager to recruit international students with scholarships in hand.

This research has found the average population for a Canadian overseas school to be around 800 students per school.³⁶ Taking this average and multiplying it by the 70 Canadian international and offshore schools gives a total figure of approximately 56,000 students in Canada's offshore and international programs around the globe.

To put this into context, Prince Edward Island's total grade 1-12 student population for 2009 was 21,148. Thus the population of Canadian students offshore is over double that of Prince Edward Island. There is essentially the equivalent of a Canadian province of students (the majority of whom are not Canadian citizens) paying to learn and graduate with the Canadian curriculum overseas. This school cohort is also larger than the majority of public school districts in British Columbia, Alberta and Manitoba.

Canadian School Operations in Regional Context

Regional differences affect the nature of local operations for offshore and international schools. Although it is extremely difficult to determine the total numbers of international and offshore schools in China (as no central statistics are kept and the fast-pace of growth makes it difficult to keep track of new schools or closures), overarching regulatory procedures in China have not changed since Shuetze's 2008 paper stipulated:

2003 Regulations confirm that Chinese-foreign cooperatively-run schools are 'beneficial to public interest' and that their establishment 'forms a component of China's educational cause.' These schools – which cannot offer compulsory schooling (grades 1-9) – 'shall enjoy preferential policies ... and enjoy autonomy when conducting their activities.' (Art.4).³⁷

Thus, offshore schools are required to be non-profit, with fees collected by the 'Chinese-foreign' cooperation to be mainly used for educational activities and operations. This allows schools to earn a surplus, with the amount and extent of their profits determining the level of taxation on the school.³⁸

There are two significant points in China's regulations regarding offshore and international schools that affect the way in which Canada's activities in the country have been defined. The first is that Chinese students are not allowed to attend 'international' schools, so Chinese-foreign cooperative schools must run a blended or dual-track model. This means students are concurrently studying to fulfill graduate requirements for their Chinese high-school diploma in addition to requirements for Canadian provincial ministry graduation. For a Canadian offshore program to run in China, operational and regulatory procedures must be in co-operation with an already established local public or private school (as the Qingdao proposal outlined in the previous section illustrates).

The second significant point is that this blended model is only allowed at the high school level. All Canadian provincial government accredited offshore schools in China are high schools, running programs for grades 10-12 only. The blended program also essentially becomes an ESL program as Chinese students only really begin full-time course requirements in English in their second year. Having to study and graduate with two high-school diplomas offers little time to concentrate on improving English language abilities, and remains a challenge for school administrators.

This does not mean that Canada has no engagement at lower levels. One of the schools visited in Guangzhou runs a non-credit, BC Language Arts (English) program, marketed as an elective gifted program for K-9 students at a Chinese high school and operated (for profit) in conjunction with the Abbotsford, BC, school district. Thus, it is within China that the innovative Canadian offshore school model has seen the greatest growth. Certainly there is competition with other countries for English language programs or within international schools. However, Canada remains unique for having implemented an offshore schools model in the Asia-Pacific market with governments accrediting, regulating, earning fees and inspecting these programs.

Korea has seen a more recent rise in the demand for and growth of international schools as an educational choice for local parents, although the education sector remains highly centralized and controlled. Korea had a total of 45 international schools at the time of writing, of which the majority is English-based and located in Seoul.⁴⁰ The South Korean government has taken the initiative to encourage Free Economic Zones (FEZs)⁴¹, specific areas (mostly outside Seoul) intended to attract foreign direct investment (FDI). Essential to such an objective is to be able to provide quality living conditions for potential relocation of foreign workers to Korea. To this end, the government has encouraged the establishment of international schools, but there is competition, especially from China, to recruit international students to fill empty spaces.

The Uniqueness of Canadian School Operations in China:

The Case of Manitoba and New Brunswick Accredited Schools in Guangdong

The Chinese context for the operation of international and offshore schools offers fascinating insight into the Asian demand for a western degree. Visits to both Manitoba and New Brunswick-accredited schools in Southern China afforded a lens into Canada's activities in response. Both schools are located within China's southwestern Guangdong province. This area has a high concentration of foreign firms, manufacturing centres and multi-national communities. These two Canadian schools offer on their campus, two distinct Canadian educational programs catering to both an expatriate and Chinese community. Both schools were the entrepreneurial endeavours of Chinese businessmen, educated in Canada and dual passport holders.

Each school operates an international school composed of expatriate children of mixed nationalities from all over the world. About 20% of each school's student body is comprised of Canadian passport holders. The Manitoba and New Brunswick international schools are operated solely in English, from K-12.

On the same campus but in different buildings, a blended or dual-track Canadian and Chinese high-school program is run, with a 100% Chinese student

body in grades 10-12. Programs, courses and administration for both schools are operated separately from one another. Both schools are overseen by Canadian qualified principals and provincially certified administrators and teachers. Teachers and administrators essentially work on the same campus, yet at entirely different schools and programs.

The Manitoba principal at the international school acknowledged that having both schools operating on one campus makes the school much more than just a 'traditional' international model. To address English language challenges, the New Brunswick blended program encourages students to write other English language tests such as the TOELF or IELTS, along with provincial high-school English language assessment. At this school, grade 12 students are required to apply to three Canadian universities in their final year. The school has also established understandings with some Canadian universities that run ESL programs for first-year students. As such, this school boasts a 100% graduation acceptance rate to Canadian universities for 2009 and 2001. Close to 70% of these acceptances for both years were on scholarships as well. The Manitoba government includes both schools within the province's Governor General's award scheme. The top student from each school receives an Rmb 10,000 (approximately C\$1,500) scholarship to use toward post-secondary studies.



Images from the New Brunswick School in Guangdong Province

The FEZs have been described by some as a 'double-edged sword' for Canadian endeavours in international education. If run successfully, they will positively brand Canadian education and become a conduit for post-secondary international student flows. However, they will undoubtedly lower the number of K-12 Korean international students looking to study in Canada. Already with an increasingly competitive K-12 market in Korea, the number of Korean students heading to Can-

ada has been shrinking in recent years, although Korea remains an important international student source country for Canada.⁴² Appendix V outlines in more detail the current context and operation of Canadian schools in South Korea.

The international schools situation in Hong Kong and Macao also demonstrates the attraction of international education for local middle-class parents. In Hong Kong, international schools remain separate from the SAR's education structures, yet are supervised by the Education and Manpower Bureau (EMB) and are officially listed as private schools.⁴³ Some international schools receive official subsidies, while all are defined as, "non-local curriculum and whose students do not sit for the local examinations...[they] operate with curricula designed for the needs of a particular cultural, racial, or linguistic group or for students wishing to pursue their studies overseas."⁴⁴

A point of interest –

Canadian provinces currently accredit 40 international and offshore schools in China. With projected increases, by the end of 2011, Canadian accredited schools in China will surpass the total number of international schools in all of South Korea.

The BC accredited MLES group in China has signed an MOU with an FEZ in the south of Korea to open a school within the next two years. The MOU will restrict the number of Korean nationals who can enroll in the school. The Trade Commissioner's office notes that the Government of Manitoba has been trying to establish a 'special agreement' with the Korean Ministry of Education, to create a school offering Manitoba curriculum in Incheon City. This project has yet to receive any government approval.

This government definition accords an understanding that Hong Kong citizens may choose an international school if the desire is to pursue higher education abroad. As educational transmigration is common in Hong Kong, international schools operate as a sort of preparatory stepping-stone for many students who have their sights set on post-secondary study in the

UK, Canada or the United States. Autonomy allows these schools to control the management, administration, curriculum and funding for the schools, and while being officially 'registered' under the government's EMB jurisdiction, the schools are able to market themselves freely to Hong Kong citizens, who in return are free to choose any type of school they desire and their economic status will allow.

Macao has an expatriate population nearing 50,000, or 10% of population of the territory. The operation of the only Canadian school offers insights into the nature of Macao's regulatory procedures for international schools. The school is officially classified as a private, non-profit school, a status that allows it to apply for partial government funding of anywhere between 30-40%. As in Hong Kong, there are no restrictions on local citizens attending international schools, and local citizens receive Ptas 1,000 (C\$120) per year to use as credit toward tuition costs. This partial government funding, in addition to tuition and donations, determines the three revenue streams for the school operations.

The Japanese context for the operation of international schools is the most backward compared with other regions as international schools remain completely outside the jurisdiction and scope of the Japanese Ministry of Education (MEXT). It is essentially a hands-off, open playing field for profit-driven international schools to operate as they choose. International schools remain officially 'unaccepted' by MEXT, and are loosely categorized and quantified under the 'Miscellaneous Schools' (Article 83) category, which also includes driving or cooking schools. International school credits remain for the most part un-recognized at Japanese post-secondary institutions and schools receive no cost or tax subsidies.⁴⁵ Recent changes allow for international school credits to be recognized at Japanese universities, but in most cases these agreements are for those international schools that have applied for gakkohoujin status⁴⁶ and most students who desire to enter a Japanese university must still sit for the rigorous Japanese exam which tests the student's knowledge of Japanese reading, writing and history, which most international high-school students do not study. However, non-traditional, or international education continues to be a trendy and desired alternative for many middle-class parents in Japan. The Japa-

nese Ministry of Education has even taken note of this and opened its own international school outside Tokyo, catering to this growing demand.⁴⁷

Canadian Overseas Schools and Linkages to Canada

There is no end to the potential these schools accord to strengthening ties and opportunities for Canadian communities abroad, and communities back home. These schools are active conduits through which social and economic opportunities and potential partnerships are built across the Pacific.

International and offshore schools are a part of the Canadian Missions' and Trade Commissioner Services' overseas networks. Interviews with Canadian Embassy staff and Trade Commissioners confirm their respective Embassy's support for and promotion of, Canadian international and offshore schools in their regions. The opportunities to establish two new offshore schools presented to the BC superintendents in the fall of 2010 in Beijing were facilitated by Canadian Trade Commissioners on the ground. In Korea, it is the Trade Commissioner's office that communicates new opportunities for international schools in an FEZ to potential Canadian educational partners. As one Canadian educational commissioner pointed out in an interview, educational partnerships are long-term partnerships between people, and Canadian schools are their own 'public-affairs' network of Canadian ambassadors promoting the reach and understanding of Canadian values and culture.

Most of the schools overseas engage in summer camps programs in Canada, whether facilitated through the ministries (as in the case of New Brunswick and PEI), or through individual school district partnerships. The Ontario school in Japan offers a summer residency program at the University of British Columbia and Simon Fraser University in BC. Many of these summer camps are opportunities for English language and cultural immersion, while generating international student revenue. Contractual agreements also exist for the delivery of web-based professional development for teachers or distance learning classes for students. Most schools have also established, or are looking to establish, exchange programs for teachers and practi-

cum opportunities for student teachers from Canadian universities. Some of the larger Canadian schools take two to three Canadian practicum students a year with the unique opportunity to gain international experience and exposure to Canadian activities in education beyond national borders.

Many Canadian international and offshore schools order textbooks and supplies from Canadian manufacturers and educational service providers as well. Ministry staff and school district partners facilitate this process in some instances, but most schools take it upon themselves to establish these business relationships. Many school principals alluded to the fact that Canadian education service providers could do more to connect with them to realize the potential to provide for and support the needs of the Canadian offshore education market. In some cases, they spoke more broadly about the potential for Canadian business to expand investments and presence within their local communities, utilizing the schools as a point of entry and networking. In other cases, they spoke about the accrediting Canadian provincial ministries taking more responsibility for establishing professional development and educational partnerships with communities and schools in Canada. Most often, it is individual teachers and school administrators who establish these links.

The bigger slice of the pie, as one principal put it, is the short- and long-term economic benefits stemming from international and offshore graduates flowing to Canadian post-secondary institutions. As cited, the majority of graduates from Canada's offshore and international schools choose Canada for their post-secondary studies. All of the schools encourage and promote Canadian post-secondary options for their graduates. Interviews also revealed that all host no less than three Canadian universities a year that send recruiters to overseas Canadian K-12 campuses with scholarship offers in hand.

One Canadian Embassy staff member in Beijing argued one only has to look at the economic benefits and cosmopolitan nature of Fredericton, New Brunswick to see the impact of international educational linkages. His argument was that as a result of Chinese international student flows from the New Brunswick schools in China, the Fredericton landscape has changed significantly over the last decade.

New Brunswick Offshore Schools took the initiative to invite practicum students from the Wilfred Laurier Master's Program in Social Work, to help establish a counseling program in China. As a Canadian program, the school felt this was an important part of the educational environment they wanted to create, especially in their highly rigorous blended program for Chinese high-school students.

The challenge of creating such a program within a cultural context unfamiliar with counseling and social work, proved to be a rewarding personal and professional experience for these Canadian students. The first practicum student was hired to work full time to establish a similar program at another New Brunswick school in China.

Qualifying 'Local' Benefits from Offshore Education in Nova Scotia

The Ministry's first international school in Abu Dhabi is owned by a Canadian citizen who resides in Nova Scotia for part of the year. Over the last few years, this owner has chosen to purchase classroom resources and educational materials from the local bookstore in Halifax. The first order translated into C\$30,000 in purchases from the store, and this local bookstore continues to provide for the schools learning and resource materials.

Long-term, the government believes that having Nova Scotia student's overseas will also put their universities on the global map, and create opportunities for new immigrants and business to set up back in the province.

One Canadian Embassy staff member in Beijing argued one only has to look at the economic benefits and cosmopolitan nature of Fredericton, New Brunswick to see the impact of international educational linkages. His argument was that as a result of Chinese international student flows from the New Brunswick schools in China, the Fredericton landscape has changed significantly over the last decade.

Many Canadian principals overseas pointed out many of their students' families have expectations of their children to return to China to work and or start busi-

nesses ventures.⁴⁸ It is difficult to quantify the potential this affords for future business, immigration and socio-cultural connections. It was also highlighted that it is usually the best and brightest students who win Canadian university scholarships and choose Canadian universities for their post-secondary education.

Canadian schools overseas experience increasing demand and growth for their programs and are constantly looking to hire new Canadian teachers to fulfill certification requirements. The Alberta accredited school in Hong Kong is projected to grow to 1,600 students in the next four years. The school is looking to hire over 100 new full-time Canadian certified teachers in the coming years. The Canadian school in Macao also projected a need for 50 new teachers over the next three years. Teachers at most schools are paid in local currencies, and make a little less or equal to teachers' salaries in Canada. However, their housing is usually provided for and they are accorded other living, personal or travel allowances. Many teachers spoke of the personal and professional benefits they have experienced through the decision to teach at a Canadian school overseas:

I was jaded after working for five years as a new teacher in Ontario. I was on temporary positions for four years! It was just supply teaching. There was a hiring freeze on no new contracts. I never really thought about teaching overseas before, but there was an opening in Hong Kong, with a generous moving allowance, for a full-time position. I am now in my third year and the experience has been amazing for my personal and professional growth. We have a MacBook for every student from Grade 5-12, the Canadian culture is alive and well, it is a supportive environment and the kids challenge you academically with no behavioural problems. They are motivated and dedicated. What I know now as a teacher, the way I have been able to work here, I feel fully confident of my ability to move and my experiences professionally.

Canadian teachers interviewed for this research, from schools in Hong Kong to those working in the Chinese offshore programs, were positive about their decision to teach overseas. They view their experiences as having given them a valuable global understanding, which they look forward to sharing once they return to Canada. As many Canadian provinces have hiring

freezes on full-time teachers, and minimal opportunities for on-call or substitute positions, the attraction of being able to offer hundreds of full-time Canadian curriculum teaching positions is substantial. In the BC case, the Maple Leaf Education System (MLES) of schools in China claims to hire close to 100 teachers per year. This would without question, make this offshore BC 'school district' the fastest growing BC-accredited program in the province.

Challenges Facing Canadian Overseas Schools

*As an offshore school we are on the front lines of recruiting international students and potential long-term immigrants to Canada, and we are doing it completely unsupported at the federal level. The offshore program is huge and we need to **make sure that the product we are delivering is supported** and sustained and not just filling seats. We need to make sure everyone understands what we are doing and how we need to move forward.*

Canadian Principal, BC Offshore School, Seoul, Korea

There are a myriad of unique challenges that Canada's offshore and international schools. These include but are not limited to: host society regulatory procedures, private agents, distance from and communication with Canada, recruiting long-term teachers, meeting teacher certification requirements, ESL challenges, keeping abreast of curricula changes, applying Canadian curriculum to international contexts, providing professional development for teachers, and inconsistency of inspectors. Both Canadian overseas administrators and provincial ministry staff shared many of the same concerns.

The most common challenge expressed by Canadian administrators was the perceived lack of support of overseas programs within Canada.⁴⁹ The eligibility requirements to use the Imagine Canada brand (administered in overseas locations by Canadian Missions and coordinated through a central office at the Department of Foreign Affairs and International Trade in Ot-

tawa) highlight this point. Only institutions in Canada qualify for its use. This negatively affects Canadian overseas schools as they are not afforded the benefits of marketing and promotional materials when participating in international recruiting fairs. The initiative is focused on marketing efforts for in-Canada schools; in essence the label becomes an ad-hoc means for quality assurance. Leaving out a substantial group of provincially accredited and inspected schools overseas that are involved in the same recruiting and education process, negates an opportunity for such schools to adhere to another 'Canadian' quality assurance structure. As one Canadian principal lamented:

We need to know about Canada's international education strategy – we receive no benefit from the Imagine brand. We have had no contact from that office. Canada's overseas K-12 schools need to be a part of this because our students are assets to any Canadian university and Canadian educational strategy.



In addition, Canadian administrators voiced the challenge of dispelling negative notions (especially regarding offshore schools) of students getting "a free ride" into Canadian post-secondary institutions. Administrators argue such opinions do little to acknowledge the incredible hard work and dedication of students, while perpetuating a lack of understanding of overseas programs. They also fail to recognize the hard work of Canadian teachers overseas, who are dedicated to helping their Canadian curriculum students achieve their educational goals.

Principals were quick to acknowledge that questionable local ownership and a lack of regulatory oversight in some cases did lead to poor quality Canadian schools.⁵⁰ Research has shown that in the case of Ontario's current moratorium and lack of provincial oversight for its K-12 overseas schools, the only thing sustaining the quality of Ontario schools overseas are strong operational models established from the outset, the dedication of teachers and administrators, or

inspection and regulatory requirements involved with other supranational accrediting bodies. All Ontario-accredited school principals commented that inspections play an important part in maintaining accountability and connection back to Ontario. However, the inconsistency of inspectors and thus inspections perpetuated a real lack of understanding of local operations, spotty provisions for teacher's professional development, and little else beyond a standard checklist of course requirements and teacher certifications.

The concern of a negative public image is therefore real as Canadian schools continue to increase their presence overseas and provincial ministries continue to accredit new schools. Public education curricula is inherently established and operated by governments for the purpose of educating their citizenry; there is no intrinsic need to attach for-profit models to the implementation of public programs. The problem is that the globalization of education has changed the nature of national education strategies. Thus debate and dialogue over the accreditation of overseas Canadian schools must move past questioning the validity of "selling" Canada's curriculum abroad, as this will not adequately address the real challenges already facing the operation of overseas Canadian schools or the growing demand.

All Canadian principals and administrators interviewed for this research spoke of the concern of maintaining a high-quality operation. They acknowledged that the quality of Canadian education and its reputation was the foundation from which they operated the schools. Accrediting and aligning themselves with other supranational accrediting bodies in international education

highlights the need for Canada and provincial models to keep up with international quality standards. Canadian educators thus throw the quality assurance challenge back to Canadian provincial ministries of education, educational service providers and Canadian society at large. With such a high quality educational product, what more could be done to protect the Canadian brand overseas and what is the responsibility of provincial ministries and public opinion in this regard? Moratoriums, lack of regulatory oversight, hands-offs inspection processes, minimal dialogue, transparency or connectivity are not long-term solutions.

There was a concern correlated to the negative public image, that Canada's offshore schools in particular are supported by Canadian taxpayer dollars. To address the issue, schools were asked if Canadian monies flowed into their schools and what monies flowed back to Canada. Not all could provide details for this, although all confirmed that no money was received from Canada for any of their operations or programs. In the Chinese and Japanese contexts, local owners kept tight control of the financial operations, which meant that in these cases, Canadian staff and administrators were unaware of financial details. The following chart provides a sample of the revenue flows to Canada generated from three schools. This chart highlights only a small part of the revenue generated for Canada through international and offshore programs as graduate student flows provide the largest economic value for the Canadian economy out of this operation. What can be ascertained is that revenue is generated for Canada through the accreditation, service provisions and inspection processes of international and offshore schools. This money goes to service providers and/or ministries of education:

Revenue Flows Back to Canada for 2009 (in C\$)							
	1. Inspection	2. Supplies	3. Exam Fees	4. Service Fees	5. Teacher Remittances	6. Other	1-4 Total
Hong Kong ONT	6,000 cost shared with other Ontario school	340,000	10,000 literature tests	-	-	-	356,000
South Korea BC	10,000	80,000	63,400 BC PEN Numbers	150,000	10-20% Teacher pay roll C\$1,400,000	-	303,400
Macao ALB	12,000	100,000	7,000	-	20%	3,000 Practicum teachers	122,000

There are two other challenges. The first is the English language, or ESL challenge, which exists especially in Canada's offshore schools in China.⁵¹ Research reveals that attaining a proficient English language level for students to meet graduation and/or university entrance requirements is a significant challenge. This also makes it difficult for Canadian-based educators at all levels to be convinced of the benefits of the dual track offshore model.⁵² The dedication of Canadian teachers and administrators is not enough to overcome this challenge alone, and offshore schools would appreciate more dialogue and direction to find viable solutions to the problem. It is quixotic to assume that closing down these schools is the answer to addressing the problem. As this research has revealed, the offshore school model in China is only set to grow, with provincial ministries fully involved in expanding the programs. Chinese regulatory challenges do not allow for full Canadian curriculums to be run from K-9, and as such, also perpetuate the problem.

The second challenge articulated by Canadians abroad spoke of the difficulty of maintaining linkages back to Canada. For all, the opportunity to work within a Canadian educational structure in a foreign country proved to be beneficial both personally and professionally. However, many noted that regulations concerning overseas residency status and taxation actually encouraged disengagement from Canada.⁵³ Many expressed difficulty in buying homes or qualifying for bank loans (to invest and maintain residential ties to Canada) as regulations were inclined to discriminate against Canadians living overseas. Confusion was felt over the best way to engage with these complex regulatory procedures, and some expressed concern over the recognition of their overseas work experience and skills in the Canadian job market.

One Canadian parent in Hong Kong expressed strong concerns over the message Canada was sending to its overseas citizens. Her sentiments here reference recent changes to Canada's citizenship act:

The concerns expressed above echo conclusions of the Asia Pacific Foundation's 2010 policy paper on Canadians Abroad. This argued that Canadian policy on its overseas citizens is somewhere between 'disengaged' and 'incoherent,' essentially limiting Canada's

As international Canadian parents, keeping a connection to Canada was very important for us. As parents we chose a Canadian school, and have been conscious to return to Canada at least once a year, to instill a sense of patriotism in our children. However, with the new citizenship law, and the taxes we have to pay as non-residents... is like a big arrow through the heart. We invest in our country, and it makes no sense... Canada is cutting off the links we worked so hard to instill in our children as international Canadians... We always thought we would go back to Canada and so would our kids. But it's all up in the air now as our kids grow older...

interaction with its 2.8 million citizens abroad, while concurrently prohibiting overseas citizens from building stronger attachments to Canada.⁵⁵ More needs to be done on a policy level to assure support and understanding of the increasing mobility and lifestyles of international Canadians.

IV - Critical Issues and Regulatory Oversight: Addressing Responsibilities

The globalization of education has significantly impacted the way education is pursued and attained at the compulsory level. These changes impact national and international education goals and programming, particularly as they intersect on an international axis.⁵⁶ The APF Canada report argued in 2008 that the globalization of education need not be misconceived as the "privatization" of a public good in Canada. This paper has supported this notion by articulating that Canada has long been engaged in the marketization of education services as part of Canada's activities in international education. With zero taxpayer dollars flowing into the operation of international and offshore schools, these institutions provide a number of short- and long-term economic benefits and linkages back to Canada. Canada is also unique in having government oversight of accrediting and inspecting the operation of Canadian international and offshore schools.

Who solves and takes responsibility for the challenges faced by the schools and Canadians abroad, to ensure a sustainable high-quality operation? An analysis of current quality monitoring mechanisms in Canada's

post-secondary education framework reveals a fragmented approach; quality mechanisms must overcome provincial jurisdiction and sector-level disconnects to identify value-added quality assurance practices across the board.⁵⁷ This parallels the challenges facing Canadian international and offshore schools. As argued, increasing transparency and more dialogue to share best practices and support Canadian educators, operations and clients outside Canada is vital to ensuring Canada's participation in international education remains competitive and of high quality.

All key players must share the responsibility to move forward. A more transparent and coordinated effort to connect and support best practices both within Canada and in regional contexts will help grow regulatory proxies for institutional monitoring and accountability. Non-Canadian citizens are actively purchasing Canadian curriculum and Canadian citizens are actively engaged in teaching and spreading Canadian values, education and opportunities. Shaping and changing local regulatory structures are difficult and ambitious at best. Thus, Canadians involved at all levels must be accountable and cooperative to provide the best educational service overseas.

Canadian Federal Government

International education is not only the responsibility of Canadian provincial ministries and individual institutions; it is also a federal responsibility. The Imagine Canada initiative was established to provide a Canadian branding strategy. By doing so, Imagine Canada inadvertently plays the role of a quality control mechanism overseas. As quality for overseas school operations is of top priority, excluding them from an opportunity to adhere to this mechanism of quality assurance, emanating from Canada, undermines accountability in international education strategies.

It is not the aim of this research to suggest a broad, overarching federal body take on the obligation of regulating what is provincially mandated and an otherwise autonomous engagement. However, the federal government has an obligation to decide whether it is necessary or desirable to "have an agency, external to institutions, with some responsibility for monitoring in-

stitutions' quality or quality assurance."⁵⁸ This is ever pressing when provincial institutions are operating beyond Canadian borders.

Thus, the federal government should reassess its eligibility rules for the Imagine Canada initiative, and involve this office to work in conjunction with provincial and overseas bodies looking to create accountability mechanisms for overseas programs. As well, more overarching support for overseas educational activities need to be voiced at the federal level, to assuage public misconceptions, recognize the continued and growing demand for Canadian education overseas, and to protect the Canadian brand on a global scale, as international education expands.

Recognizing the need to ensure support for Canadian educators and school operations overseas, in 2009 CBIE requested federal funding to support an initiative to create an umbrella organization that would oversee the "efforts of Canada's international and offshore schools."⁵⁹ This proposal was never realized, and Canadian schools on the ground still maintain a desire for regional connectivity and increased support from a national brand. In light of this and other factors, the federal government could take the following steps to ensure a more proactive and supportive engagement:

- increase support and funding for international education.
- reassess Imagine Canada's brand eligibility regulations to include overseas Canadian schools.
- offer Imagine Canada as a supportive partner in the coordination of an umbrella organization that would include national education bodies such as CBIE, CMEC international and CAPS-I, to become a mechanism through which accountability mechanisms could be extended to international and offshore schools.
- better articulate and educate Canadian Trade Commissioners to support and sustain overseas Canadian educational institutions and international education objectives.
- reassess policies which oversee an increasingly mobile population of Canadians citizens abroad.

Canadian Provincial Ministries of Education

As one provincial ministry representative articulated, there has always been a healthy spirit of cooperation and competition in education between the provinces. This research has shown that there is room to reassess current regulatory and legislative processes, to share best practices as demand for provincial curricula continues its rapid upward trend, especially in China. Currently, the Council of Ministers of Education Canada (CMEC) is a platform through which to address and coordinate separate provincial activities in international education.⁶⁰ However, there has been no formal discussion of the issue of overseas accreditation of schools.

There is room, while not overstepping provincial jurisdictions, to strengthen support for smaller ministries in particular, to tighten quality control of overseas operations. Increased inter-provincial dialogue could:

- assuage public opinion and increase support for provincial strategies in international education.
- encourage connectivity between overseas schools, provincial school districts and post-secondary institutions.
- review teacher accreditation processes and the possibility of inter-provincial certification for teachers in international contexts.
- aim to share best practices.

Within current provincial frameworks for the accreditation of overseas schools, provincial ministries should regularly review their regulatory structures to ensure:

- oversight exists to ensure overseas owners of Canadian schools maintain transparency of operational procedures.
- Canadian administrators are included in all administrative and educational decisions within schools.
- learning outcomes and curricula are meeting local contexts and are relevant.
- professional development mechanisms are available for Canadian educators.
- ESL challenges are addressed.
- inspection processes are rigorous and consistent.

Overseas Canadian Schools

Canadian educators overseas desire stronger mechanisms to support the operation of their schools and establish stronger linkages back to Canada. Since research began for this paper in the fall of 2010, there has been movement among Canadian principals in East Asia, working in conjunction with the Canadian Bureau of International Education, to realize a regional body of Canadian offshore and international schools. As one of the organizers expressed:

As the majority of Canadian curriculum schools are in Asia it [establishing an umbrella organization] is a good chance for us to network and build familiarity with the schools among parents, administrators, and teachers who often move from school to school in Asia. We want to build stronger ties with our governments, more public support and understanding, and to build long-term stability. Professional development and conferences would also be a major benefit, as well as coordinated efforts for human resources.⁶¹

Through a regional body, Canadian administrators and educators could work together to:

- ensure overseas Canadian schools are supported in federal marketing and branding strategies.
- ensure provincial accreditation and regulatory procedures recognize local contexts.
- lobby for necessary changes in provincial accreditation structures as operations grow and change over time.
- ensure teacher support and professional development mechanisms are established.
- share best practices to overcome ESL challenges within the schools.
- share best practices for a sustainable offshore schools model.
- share best practices and connect with other schools accredited by the same province.
- encourage student and/or teacher exchange programs within the region, and to Canada.
- coordinate efforts to work with Canadian post-secondary institutions for marketing and recruiting of international students.

- advocate and provide suggestions to internationalize provincial curricula where appropriate.
- ensure Canadian visa and immigration issues are clearly defined and articulated for international students.
- lobby for more support and policy change which allow more linkages and support for Canadian citizens abroad.

V - CONCLUSIONS

Canada's engagement with its international and offshore schools requires a greater appreciation of the work of Canadian teachers and administrators abroad. It requires an appreciation of the overseas demand for our high quality of education and educational services, and support for those who engage in its dissemination. It also requires a real effort to open communication and create transparency to help support and sustain a high quality of operation of the Canadian brand of education overseas. As noted, there is a 'province' of mostly non-Canadian educational clients following provincial curricula overseas, and Canadians would be amiss to not support this group of Canada-focused students.

As non-Canadian citizens are actively purchasing Canadian curriculum and Canadian citizens are actively engaged in teaching and spreading Canadian values, education and opportunities, all key players from the federal to schools level must share the responsibility of challenges of this initiative. Canadians involved at all levels should be accountable and cooperative to provide the best educational service overseas.

There is considerable room for further research to better articulate and understand certain aspects of the international and offshore accreditation process.⁶² Some suggested areas include:

- comparing the costs and benefits across different provincial accreditation models.
- reassessing and examining costs and benefits of BC's Bill 34 legislation.
- examining regional contexts in Asia and the demand

for Canadian education to assess long-term sustainability and trajectories.

- examining the necessity to increase federal funding for international education.
- examining the viability of establishing a Canadian overseas education brand that would compete with IB and other supranational accrediting bodies.
- reassessing the economic impact of student flows from Canadian international and offshore schools.
- defining the linkages and economic opportunities stemming from Canadian schools abroad.
- defining the number of jobs and opportunities created for Canadians through overseas Canadian schools.
- examining and defining the benefits of offering Canadian curriculum to non-Canadian students.



APPENDIX I

Interview Questions

ASIA PACIFIC FOUNDATION OF CANADA

Research Project: Canada's K-12 Engagement in Asia

Canadian Schools in Asian Societies

Objective: While Canadian K-12 schools in East Asia increasingly localize in response to changing demands for education, there is little analysis available describing how and what this localization looks like. In this context, this research aims to: 1) characterize Canada's K-12 engagement in Asia 2) define what makes these schools "Canadian" 3) identify how these schools create and sustain linkages to Canada and 4) articulate the challenges and policy implications for continuing this educational engagement with Asia .

BACKGROUND [This information will be used to help understand the general operations and history of your school.]

1. How did your school begin?
2. What procedures and funding processes existed to open your school in Asia?
3. Why are you located where you are?
4. What curricula, educational programs, do you offer at your school?
5. What are the objectives (mandate) of your school?
6. What are your tuition rates? Are they comparable to other schools? What does tuition money fund?
7. How would you describe your role in the K-12 milieu in _____ ?
8. Can you describe how you market your school and your target audience?
9. Does your school create opportunities for Asian societies and students? If so, how and why?
10. Do you encourage your graduates to attend post-secondary in Canada?
11. Do Canadian post-secondary institutions actively recruit your graduates or offer scholarships to them?
12. Can you describe your relationship with the _____ Ministry? What support do you receive from them?
13. Do you consider your schools as being an important part of Canada's international education strategy? If so, how or why?

CANADIAN CONTENT [This information will be used understand what makes K-12 schools overseas "Canadian."]

Please comment on how each category below, helps define these K-12 overseas schools as "Canadian":

Students	Are students Canadian or have ties to Canada? Explain and quantify if possible.
Teaching Staff	Are teachers Canadian or Canadian certified? Explain and quantify if possible.
School Administrators	Are administrators Canadian or have Canadian experience? Explain and quantify if possible.
Physical Building	Has Canadian design, products or themes been incorporated into the building?
Marketing/Promotions	Is your schools 'branded' as being Canadian? If so how?
Curricula	Is a Canadian curriculum being utilized? If so, how?
Regulatory Procedures	What regulatory considerations fall under Canadian jurisdiction?
Funding or Investments	Do you receive any funding from Canada?
Revenu	Do you send any revenue back to Canada? Through inspections, exam fees or otherwise?
Programs & Services	Do you offer any other programs or services that feature Canadian content?
In what other ways do you define your school as "Canadian"?	

LINKAGES [This information will be incorporated into the Asia Pacific Foundation of Canada's Canadians' Abroad research project. This section aims to highlight the nature of linkages created by Canadian institutions and Canadian citizens living and working outside of Canada. It aims to highlight the potential and opportunity for beneficial two-way partnerships.]

Please provide your perspective on whether each category below creates the potential for long-term linkages to, or for, Canada through these schools:

1) People Component	Students: Are the majority of graduates attending Canadian colleges and or universities? Alumni connections? Teaching Staff & Admin: Are there practicum opportunities, programs or services (PD) that connects back to Canada? Diaspora networks: Do you connect with Canadian communities outside of Canada?
2) Canadian Content	In terms of the physical building, marketing/promotion, curricula and programs or services. For programs/services: Do you offer any programs, services that expand the Canadian ties, networks and or opportunities?
3) Business & Revenue	Are Canadian investors able to be a part of these operations? Are there opportunities for growth and or long-term revenue for Canada?
4) Other	

Challenges and Policy Implications [This information will be used to indicate what challenges exist for the operations and long-term viability of Canadian schools overseas.]

CHALLENGES

What challenges do Canada's K-12 schools overseas face in the following areas?

Host-Society Regulatory and or Operational Policies	
Canadian Regulations for Overseas Schools	Applicability and support?
Federal versus Provincial Jurisdiction for Education	Applicability and support?
Quality Control of Operations	
Funding or Investments for long-term sustainability	
Operating Canadian Curricula outside of Canada	
Recruitment of Canadian staff, administrators for operations	
Competition from other players: UK, Australia, US ...	

Connection to Canadian Post-Secondary Institutions	
Canadian Public Opinion	

Please comment on any other challenges that exist:

1. What factors, in your experience, help make your school run successfully outside of Canada?
2. What lessons have you learned from your involvement in the K-12 market overseas?
3. What policy improvements would you like to see if Canadian K-12 schools continue to localize overseas?
4. What future plans do you have in this sector (Canadian K-12 schools overseas)?

The information obtained here will be used for the purpose of our final report on the status of Canada's K-12 schools overseas. This report will be made publicly available on our website. No personal, institutional or organizational identifiers will be retained in the final report that may be used to identify individual respondents. Anonymized quotes may be used.

Raw data will only be accessible and used by designated project members of the Asia Pacific Foundation of Canada.

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APPENDIX II

Snapshot: Comparative Regulatory Procedures for the Accreditation of Provincial Curricula

One consistent regulation across all provinces is that teaching and administration staff at international and offshore schools be Canadian or provincially trained and certified. There are stipulations that allow teachers to be hired and go through provincial accreditation processes during their first year. Ontario is the only province that sets their overseas Canadian teacher certification at 80% of their total staff. Staffing for offshore and international schools is usually the responsibility of the Canadian school administrators. In the case of British Columbia, the BC Agent as well as school district business partner, can and does in some cases take responsibility for hiring and recruiting of teaching qualified teaching staff. As the schools operate in a highly mobile and fluid international situation, all Canadian international and offshore schools hire yearly for new teachers.

Course requirements for graduation also differ from province to province. Nova Scotia requires a minimum of 18 credits in the final year of high-school to graduate, allowing for up to four electives, which in the case of China, can be transferred from Chinese language and literature for example. In contrast, BC outlines that in order for overseas students to graduate with its provincial Dogwood diploma, 48 credits are needed, of which 28 can be electives and 4 derived from provincial exam courses. Credits can also be transferred from a select 'exempt' local course list (such as local history, language and fine arts). BC also stipulates that instruction in grades 11 and 12 must have been in English, and review of the course content confirms an 80% match with BC provincial learning outcomes for the applicable course. Ontario and Alberta requirements stress the number of instructional hours per course credit to meet graduation requirements. Having no high-school provincial examination requirements, Ontario requires 110 hours of teaching time per credit allocated over 149 days of instruction during the year; Alberta stipulates 125 hours of instruction for core course requirements. A Canadian principal in Hong Kong shared his view that provincial comparisons for academic rigor in overseas accreditation requirements, combined with versatility and understanding of local contexts, were significant factors in determining which province to approach for accreditation.

A review of the regulatory details also reveals that some provinces are more fastidious than others in ensuring professional development (PD) for teachers and ESL initiatives within offshore schools. The student bodies of offshore schools are usually comprised of non-native English speakers and English remains the primary challenge for many students studying to meet Canadian graduation requirements. In the case of BC offshore schools, regulations stipulate that students must complete an English Language Assessment – administered by a BC-certified teacher or the principal of the school – before being accepted into the program. ESL support must be provided for those students who are accepted, but do not automatically meet English requirements. Similar protocols are stipulated in other provincial regulations to meet ESL requirements and challenges. Research has revealed that local owners of some offshore Canadian schools do not allow the Canadian principals to take a role in entrance procedures and or student recruitment. There is room for more provincial oversight in such cases as local students are allowed into Canadian curricula with no involvement by Canadian administrators on the ground and/or ESL support services. In such instances, principals and teachers are left to their own creative devices to incorporate less proficient students into Canadian curricula and classes. High school English-based classes only begin in the last two years in the Canadian schools in China.

The distance between the schools and provincial bodies means that communication, up-to-date resources, and adequate PD for teachers challenge the nature and quality of the operations on the ground. These challenges and issues will be addressed in more detail in the next section, which highlights the voices from the schools in East Asia visited for this research. Some provinces put more effort than others into ensuring that Canadian teachers overseas are supported and provided with the most up-to-date information and resources. In the BC example, provisions are in place to address student discipline and parental appeals, as well as supervision and evaluation (of BC teachers and principals) yet no formal regulation sets the school authority to provide profes-

sional development for teachers. Many school administrators take it upon themselves to provide PD for their teachers whereas some provinces clearly stipulate that five days of professional development be allocated in the school calendar per year. Other provinces maintain professional development standards through inspection processes, and/or coordinate seminars or support-programs for Canadian teachers offshore.

Queen's University Job Fair: A Recruiting Perspective

The annual teacher recruiting fair organized through the Faculty of Education at Queen's University is a popular destination for many administrators from Canadian international and offshore schools to recruit for new teachers. International opportunities and representation are an important part of the annual recruiting fair. The Faculty of Education at Queen's articulates that they have a responsibility to "broaden the skills and perspectives of their teacher candidates" with a mission to create opportunities in a wide range of international settings such as schools, NGOs, ESL and public systems.

In 2010, 170 of the 740 Bachelor of Education candidates selected an international students teaching program. In a typical year, 10-15% of Queen's graduates teach internationally upon graduation. Many experienced teachers and principals are also placed in international positions through the opportunities presented at the fair. The annual fair sees representatives from 100-150 schools from overseas attend to recruit Canadian teachers for teaching posts. Last year 13 Canadian international and offshore schools attended, nine of these from the Asia-Pacific region.

The Faculty of Education sees international teaching experiences as contributing to the personal and professional growth of their teachers. However, representatives of the fair commented that Canadian international and offshore schools need higher standards and rigidity in terms of inspection processes (other than just accreditation) to remain competitive. Although many Canadian international and offshore schools "do a good job," the argument was made that accreditation for US curriculum or IB curriculum schools remain more comprehensive and rigorous. Fair organizers see that the "organic" nature of the growth and demand for the Canadian high-school diploma continues, without being limited to China, and as such, quality and inspection processes in Canada need to remain competitive.



APPENDIX III**Snapshot: The Maple Leaf Education System – British Columbia’s First Offshore School**

The Maple Leaf Education Systems (MLES) began its BC-certified school in 1995 in Dalian China. Solicited by a wealthy Canadian-educated Chinese entrepreneur in 1995, the BC Ministry considered the timing right to accept the proposal to open a BC high school in China with the full authority to administer the BC program to graduate Chinese students with the Dogwood diploma. Two former BC Ministry staff currently work to oversee much of the business activities in China (including the former BC Inspector for Independent Schools who now acts as BC Agent), and MLES continues to lead BC’s China engagement with 22 schools in China alone.

Schools range from kindergarten to high school with 1,400 staff (of which 240 are Canadian-certified teachers) and 8,250 students are registered in all their programs. Tuition at BC-certified Maple Leaf high schools in China is approximately C\$5,000 per year. The argument made by school administrators is that this is a much cheaper option for Chinese students wishing to attain a western high-school diploma, than moving overseas as an international student. The average yearly tuition and living costs for international students in BC is estimated to be between C\$13-15,000 per year.

MLES’s activities and objectives not only reflect the ongoing demand for Canadian education in Asia, but also their business confidence and leadership in pursuing new markets in the region.



APPENDIX IV

Snapshot: British Columbia's Story – A School District Engagement into Offshore Schools

British Columbia's New Westminster School District #40 (SD40) took the initiative in 2002 and incorporated their business company to become a legally registered corporation. The SD40 Business Company (SD40BC) reports to a Board of Directors, which in turn reports to the school district Board of Trustees. Their mission as stated on their website is to “provide funds to the School District 40 by supplying quality fee-based educational programs and services.” The SD40BC acts as the ‘service provider’ of the BC Program, with a senior staff member being the BC Agent (liaison between the Ministry and business company) for their one offshore school operation in Wenzhou, China. This school began in 2006 with only 22 students, and has now grown to 250 students. The Business Company services encompass all regulatory, administrative and operational functions in running the school as well as operating other programs and services for ESL through the Progressive Academic Canadian English (PACE) Program, and a wide-range of professional development programs and services for teachers.

The New Westminster School district took out a C\$1M loan to put up the operating capital to begin this business initiative. It charges per-student fees for their services through the offshore school, as well as other program fees. All the revenue generated from the company flows back into the local school district. The Business Company admits that local Chinese taxation and regulatory procedures caused problems in the beginning, and there was a steep learning curve. Representatives also said that teacher turnover has been a challenge. Their most recent financial audits reveal that it took eight years for SD40BC to net a six-figure profit of which a portion will go to pay off the interest on the loan.

The schools district has been the target of criticism by media for its forays into entrepreneurship. Regardless of these setbacks and challenges, the SD40BC maintains the view that their operations and overseas initiatives are mutually beneficial to the school district and for the students in China. As the business company states, “current legislation creating the Business Company to deal with the offshore operations is great as it fosters close strong cooperation between the foreign entities /organizations and our school districts, rather than setting up [central models] separately.” Representatives insist that the pros outweigh the cons; that through their school and educational services they are able to expand global understanding within the district and curriculum, while fostering closer ties between Canada and China. They choose to view themselves as ‘active’ agents in educational flows, and have articulated plans to expand with another school in China.

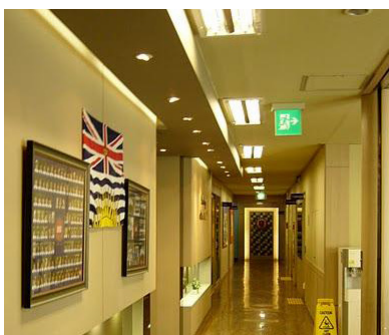
The Delta school district in BC is an example of a district that actively recruits international students (international student numbers have tripled over the last year from 30 10-12 year olds to 100 students in 2010), yet have not pursued the offshore model because of persistent concerns of the school district's administrative capacity, and ability to maintain a high-academic standard offshore program. Although receiving no less than ten requests from Korea and China a year to begin an offshore model, addressing English language challenges remain of top concern for the school district. The potential economic benefit of establishing an offshore school is not enough for this school district to justify running a ‘watered’ down program for financial gain. Other provincial models are more centralized to address accountability, ensure equitable participation, and disbursement of benefits from international activities -- the BC model is not conducive to this.

APPENDIX V

Snapshot: Canadian Schools in South Korea's Education Market

Opportunities abound for Canadian education on the ground in Korea. This is highlighted by the recent move by Ontario's private all-girls Branksome Hall, to establish a branch campus in an international English education city in the southern island province of Jeju. Branksome Hall Asia is governed by the Special Act on Establishment and Operation of Foreign Educational Institutions in Free Economic Zones and Jeju Free International City, and is set up in coordination with the Korean government. This agreement stipulates that only 30% of the enrolment will be allotted to Korean nationals. In the case of the BC offshore school located in Seoul, there is no such special legislation as the BC school does not operate within a FEZ. The Korean government views this school as a private company, providing education-related services and offering a high-school degree which is not recognized in Korea. Branksome Hall Asia will be recognized as a school in Korea, whereas the BC offshore school is not.

For the BC offshore school, a separate 'special' agreement was established which places no restrictions on enrolling Korean nationals (the student body is 90% Korean). A private Korean investor started this school and the Canadian principal points out that this 'local' connection was key in being able to negotiate the complicated local political and regulatory environment. Although questions remain over the long-term sustainability of their current agreement, the school administrators see huge potential for Canadian schools to expand in Korea, and have seen their own program grow from 99 students in 2008 to 317 students, based solely on word-of-mouth promotion. The school is currently a K-9 institution, growing each year toward becoming a full K-12 operation with its first graduation cohort set for 2014. The school runs a well-administered, highly supported, high-quality educational program, with impressive facilities and dedicated BC-certified teachers. Korea presents a promising market, yet government cooperation is integral to realizing new overseas school projects. The priorities of foreign investment, opportunities and educational attainment persist, and it remains to be seen how these goals will coalesce in policy objectives for international education on both sides of the Pacific.



Images for the BC accredited School Korea

APPENDIX VI

Snapshot: The Canadian International School in Hong Kong

**The Canadian International School in Hong Kong CDNIS:
A Transparent, High-quality, Canadian Model for
International Education**

The CDNIS was founded in 1991 as a non-profit organization, on the recommendation of the Hong Kong government which wished to expand the number of international schools offering western curricula. The government provided a ten-year, interest-free loan and land on which to operate. The current school boasts an award-winning architectural campus, which includes building materials, wood, and a totem pole, from Canada.

To generate capital, the school operates a debenture program to raise funds for operational and building costs. This system is understood as a benefit to parents as it cancels the need to pay a capital levy. Parents may also sell their debentures once their children graduate, often at a higher price than they bought in.

A Board of Governors oversees school operations, with representation from both the HKSAR Government and the Consul General of Canada in Hong Kong. Representatives of the Canadian Chamber of Commerce, the Chinese Canadian Association and the Canadian Club of Hong Kong also sit on the board. This board structure ensures accountability and oversight for the “centerpiece of the Canadian community in Hong Kong.”

The school is accredited with the Ontario Ministry of Education, but is fully authorized as an International Baccalaureate School. Current enrollment is 1,800 students, with waiting lists for entrance at every grade. Forty percent of the students are Canadian passport holders. Of the 170 teachers on staff, 62% are Canadian citizens and 80% are Canadian certified according to the Ontario requirements. The school was voted Hong Kong’s leading international school for the third consecutive year in a row, and was one of only three Ontario private schools (out of 700) to achieve full marks for 2008 and 2009 in the Fraser Institute’s Report Card measures and rankings.

Forty to sixty percent of graduates (depending on the year) attend post-secondary institutions in Canada, and the school has a full-time staff member who is charged with alumni affairs and event programming. The school has played host to Heads of State and government representatives, as well as hosting Canadian events such as the Banff Film Festival. Two to three practicum students fulfill their teacher training experiences at CDNIS per year, through agreements made with universities in Ontario. Canadian teachers express a level of fulfillment with their work and the active and engaged student body.

Within this context, school administrators insist that Canada has much to learn about the international education field.. They believe that more could be done at both provincial and federal levels to facilitate networks and support for international education strategies. Highlighting how accreditations from bodies such as IB and WASC ensure marketability and competitiveness for overseas schools. , administrators suggested Canada could look to establishing its own national accreditation system to better protect its reputation abroad, and create a quality assured international education strategy.

- ¹ Roslyn Kunin and Associates. Economic Impact of International Education in Canada. DFAIT, July 2009. Executive Summary p. vii. This value is only for total education exports to the top ten Canadian international student source countries.
- ² The December 2010 OECD Programme for International Student Assessment (PISA) had Canadian high-school students ranked at 6th in the world (above the OECD average) in reading, mathematics and science.
- ³ Ong, Aihwa in Joanna Walters L. Emergent Geographies of International Education and Social Exclusion. 2006 p.90
- ⁴ The uniqueness of Canada's model was determined through research and interviews. Interviews with a representative from the US Department of State, Office of Overseas Schools, November, 2010 also confirmed the nature of US engagement.
- ⁵ Waters, Johanna L. Emergent Geographies of International Education and Social Exclusion. Antipode. Blackwell Publishing 2006, p. 1056.
- ⁶ Dolby, Nadie and Aliya Rahman "Research in International Education" Review of Educational Research, September 2008: 709.
- ⁷ Canadian international and offshore schools were visited in Korea, Japan, Hong Kong, Macao, and Mainland China. This original research was conducted across East Asia over a three-week period in the fall of 2010, while three more school administrators participated through online correspondence. Direct reference to school identifiers has been omitted in areas to protect confidentiality
- ⁸ The five national associations are: the Association of Canadian Community Colleges, the Association of Canadian Universities and Colleges of Canada (AUCC), Canadian Association of Public Schools – International (CAPS-I), Canadian Bureau for International Education (CBIE) and Languages Canada. The media release for June 29 2010 can be found on the AUCC website at http://www.aucc.ca/publications/media/2010/consortium_int_edu_marketing_06_29_e.html
- ⁹ Discussions with TC offices in Korea, Japan, Hong Kong and China all support this conclusion. They are mandated to help facilitate the continued use of Canadian curricula in their overseas locales. For a discussion on the commercialization of the TCS, see Embassy Magazine's September 22, 2010 article: Is Foreign Affairs becoming Canada Inc.?
- ¹⁰ Speech given to the 2010 Canadian school superintendent's Hanban tour by Ambassador David Mulroney. Beijing, October 17, 2010.
- ¹¹ CIC, Facts and Figures 2009 <http://www.cic.gc.ca/english/resources/statistics/facts2009/index.asp> . There were 85,140 foreign students in Canada in 2009 and the provincial increase since 2008 is for all provinces except Newfoundland and Labrador. Numbers may be greater when taking into account short-term students. However, when placed on a global scale, Canada only captured 3% of the global market of international students in 2006 compared to 7.2% in Australia and 22.8% to the United States as indicated by UNESCO figures for 2006.
- ¹² NAFSA; Association of International Educators. The Economic Benefits of International Education to the United States: A Statistical Analysis, 2009-2010. The US regulates its overseas international schools activities through the US Department of State, Office of Overseas Schools. NAFSA is a US-based global association of individuals working to advance international education, exchange and global development. The United States also has accreditation bodies such as the Western Association of Schools and Colleges (or WASC), a world-renowned accrediting association that many Canadian international schools choose to affiliate with. Discussion on accreditation will continue in a further section of this paper.
- ¹³ Australian Government, Stronger, simpler, smarter ESOS: Supporting International Students, Education Services for Overseas Students (ESOS) Act 2000 Review. 2010
- ¹⁴ CBIE, Submission to the House of Commons Standing Committee on Finance, Ottawa, Ontario, August 2010.
- ¹⁵ Shuetze, Hans, Canadian Offshore Schools in China. 2008 Asia Pacific Foundation Research Reports
- ¹⁷ See Robert Benzies, Scholarships for foreign students under fire, Nov. 4, 2010 published in The Star. For a counter argument, see Amit Chakma, Why international student scholarships are good for Canada, Nov. 11, 2010. Chakma argues that Canada must be an active player in the recruitment of the ever mobile top talent pool of 'global players.'
- ¹⁸ Table 1 lists the number of officially certified Canadian international and offshore schools as of October 2010. This information was compiled from Ministry websites and confirmed (in most cases) in emails with Ministry staff. The total number of international and offshore schools listed by DFAIT and the Canadian Information Centre for International Credentials (CICIC) is 62 and 68 respectively.
- ¹⁹ The Department of Education in Newfoundland and Labrador acknowledged that because of an unfortunate incident with a school in China, it decided not to renew accreditation for the school, and has not been involved in offshore schools since. There are no current plans to reconsider this, although the Ministry eluded that if more resources were available, it may reconsider. (Interview September 2010).
- ²⁰ International Education Strategy, Manitoba Education 2009 -2013.

²¹ The low-prioritization of offshore and international educational activities has adversely challenged and stifled some of Ontario's existing schools operating in East Asia, affecting inspection processes and thus quality control. Confusion also remains as to how an Ontario school district can independently partner in establishing a new overseas 'Ontario' school. The legislative framework in Ontario thus requires significant reassessment to meet the demand for international education both within the province and with its overseas schools.

²² Interview with Ontario Ministry of Education, November 5 2010.

²³ Interview with AEI Inc Director and former NB Ministry of Education staff, September 9, 2010. See <http://www.aei-inc.ca/Index.html>.

²⁴ Fallon, Gerald and Jerald Paquette. "Introducing a Market Element into the Funding Mechanism of Public Education in British Columbia: A critical policy analysis of the School Amendment Act, 2002," in *McGill Journal of Education*, 44:2. 2009 p. 143-144. For a critical review see also Poole, Wendy, Neo-liberalism in British Columbia Education and Teacher's Union Resistance. <http://www.ucalgary.ca/iejll/vol11/poole> . (accessed December 20, 2010)

²⁵ See http://www.gov.mb.ca/ie/pdf/ie_strategy2009.pdf .

²⁶ See <http://www.gov.mb.ca/ie/pdf/statementofbenefits.pdf> .

²⁷ Garnered from evaluation report shared by overseas Alberta certified school for June of 2010.

²⁸ Garnered from evaluation report shared by offshore Ontario certified school in October 2010.

²⁹ Edwards, J. et al. Outsourcing university degrees: implications for quality control. *Journal of Higher Education Policy and Management* 32:3, June 2010. p. 304.

³⁰ Interviews conducted in fall of 2010 with the BCTF. See also, Kuehn, Larry "School District Business Companies," *British Columbia Teachers' Federation (BCTF)*, September 2003. <http://bctf.ca/publications/NewsMagArticle.aspx?id=9064>.

³¹ Interviews conducted on September 8, 2010.

³² Organized by the Hanban/Confucius Institute arm of the Chinese Ministry of Education. The main objective was to build opportunities for Chinese language classrooms in Canadian schools.

³³ The Chinese government stipulates that Chinese students are not allowed to enroll in international schools. Thus, the Canadian offshore program in China is a dual-track, or blended program, where students concurrently study to fulfill high-school graduation requirements for both the Chinese diploma and Canadian high-school diploma.

³⁴ Shuetze, 2008.

³⁵ Japan's situation is unique in that the Ministry of Education has been trying to address the continual decline seen in Japanese students' pursuits of overseas experiences. For a recent article commenting on this, see: <http://search.japantimes.co.jp/cgi-bin/nn20110106f1.html>.

³⁶ This was determined from the total student populations (included projected enrollment of the Ontario school in Hong Kong) from the 16 school administrators who participated in this research. Interviews with the Maple Leaf Education System (MLES) in China confirmed 8,250 students are enrolled in their 22 'Canadian' schools, with 4,000 of those as part of their BC accredited offshore and international schools.

³⁷ Shuetze, 2008. p.9.

³⁸ Shuetze, 2008. p.10.

³⁹ Background and region specific information was provided by the Canadian Trade Commissioners' Office, Canadian Embassy in Seoul.

⁴⁰ For more Korea-specific information see <http://www.isi.go.kr/>.

⁴¹ For more information on the Free Economic Zones, see the government's promotional site at <http://www.fez.go.kr/> .

⁴² As articulated through email correspondence with a Canadian Trade Commissioner in Seoul, December 2010.

⁴³ Yamato, Education in the Market Place: Hong Kong's International Schools and their Mode of Operation. Comparative Education Research Center (CERC) Monograph Series No. 1: The University of Hong Kong, 2003:10.

⁴⁴ Ibid.

⁴⁵ Recently some schools have started to receive tax breaks as educational institutions. However, this does not paint a complete picture as not only are ethnic schools restricted from applying for this special status, but doing so actually requires giving up a lot of autonomy and independence over curriculum which most schools and administrators are not willing to do.

⁴⁶ This status gives local authorization and 'officially' recognized educational bodies within the local community. However, most international schools do not bother with this process as receiving gakkouhoujin status has onerous requirements (usually requiring more capital than schools can provide) for facilities, maintenance, curriculum changes and responsibilities for teaching Japanese kokugo or literature and kanji characters. These requirements threaten the freedom most schools cherish to facilitate their own curriculums and philosophies to shape school policy. As well, most schools are happy to stay within their internationally recognized authorizing bodies (such as the International Baccalaureate of IB accreditation) to substantiate their curriculums and teaching methods.

⁴⁷ Makuhari International School in Chiba prefecture, Japan. See <http://mis.ed.jp/>.

⁴⁸ See APFC May 10, 2010, Intention after Graduation: A Survey of International Students in Canada from P.R.China which found that nearly a quarter of Chinese international students surveyed, said they would return to China after graduating from university in Canada.

⁴⁹ The Federal Government allocated \$5M over five years for this project beginning in 2007. This office is mandated to coordinate marketing efforts and speak to quality assurance, promoting the use of Canadian curricula overseas. In comparison the UK government has reinvested in the promotion of its Education UK brand with approximately £27 million (C\$50 million) over two years through the Prime Minister's Initiative. (This is in addition to core funding for the British Council, its main promotion organization.) In Australia, the government has increased funding for marketing activities to around C\$20 million per year for its main education promotion.

⁵⁰ Interviews with ministry staff illustrate that those charged in the ministries with the responsibility of inspecting schools realize this has been a problem in the past. Many provincial ministries have closed schools as alluded to in previous sections. Provinces that administer and accredit schools and have established high regulatory standards (such as New Brunswick or Manitoba) acknowledge that many initial inquiries do not pass the first stage of applications because of financial or regulatory requirements that ensure viability and quality control measures and many interested parties cannot satisfy these.

⁵¹ For the schools visited for this research, French was not really part of the curriculum, and French is not being taught in the Asian 'offshore' models. Some principals said French is not really applicable in their environments. French language issues are among the areas that need further research.

⁵² Interviews with CAPS-I, October 26, 2010.

⁵³ For more on attachment and Canadian Diaspora policy, see Zhang, Kenny. Attached, Less Attached or Not Attached? Participation in Canada of Canadian Overseas Citizens. Project Paper Series 10-02. June 2010.

⁵⁴ See <http://www.cic.gc.ca/english/citizenship/rules-citizenship.asp>. Bill C-37, An Act to amend the Canadian Citizenship Act (April 2009), to grant citizenship to address 'lost Canadians.' Amendments also preclude Canadian citizens from passing citizenship down to children born abroad after one generation. This change has had a significant impact on the rights of Canadians living abroad.

⁵⁵ Zhang, 2010.

⁵⁶ Zupanc, Gunther K. H and Marianne M. Zupanc. Global revolutions in higher education: the international schools' perspective. International Schools Journal, Vol. XXIX No.1 November 2009. p. 50.

⁵⁷ Canadian Council on Learning - CCL, Challenges in Canadian Post-Secondary Education: The Challenge of Demonstrating Quality in Canadian Post-secondary Education. 2009.

⁵⁸ Woodhouse, David, "Quality assurance in higher education: the next 25 years," Quality in Higher Education 4, No.3, United Kingdom: 1998, 257-273 in CCL, 2009.

⁵⁹ Interview with CBIE, September, 2010.

⁶⁰ See <http://www.cmec.ca/Programs/intrep/Pages/Default.aspx>. Council of Ministers of Education Canada's international body, coordinating efforts for international strategies and activities.

⁶¹ Email correspondence with Canadian principal involved in the initial discussion currently happening to create an umbrella organization. December 2010.

⁶² More academic inquiry can be found measuring the quality assurance of offshore schools and national government bodies in Australia. As international education strategies are administered through the Australian federal government, more time and effort seems to be accorded to creating accountability measures and standards. A recent example of one such paper is Choon Fion and Boey Lim, Understanding Quality Assurance: A Cross Country Case Study. Centre for the Study of Higher Education. Faculty of Education, University of Melbourne, 2008.

⁶³ Asia in the case of this research include South Korea, Japan, Hong Kong and Macao, and part of China.

⁶⁴ Asia in the case of this research include South Korea, Japan, Hong Kong and Macao, and part of China.

⁶⁵ For more detail on the history, background and operations of MLES, see the 2008 APFC paper by Hans Shuetze.

⁶⁶ See <http://www.sd40.bc.ca/sd40bc/index.htm> for more information on the SD40BCA telephone interview was conducted with a SD40BC representative in December 2010.

⁶⁷ See article by Niki Hope, Eight years later, a six-figure profit. September 29, 2010. Published in the New West Record.

⁶⁸ The Canadian Trade Commissioner in Seoul pointed out that as officials from Jeju Free International City Development Center were deeply involved in the Branksome Hall Asia project, it can be concluded that some concessions were made to attract Branksome Hall, such as provisions for land use and/or subsidies for infrastructure building.

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