Similar Goals and Dueling Agendas: Perceptions of Campus Internationalization and Equity Policy

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Recommended Citation

SIMILAR GOALS AND DUELING AGENDAS:
PERCEPTIONS OF CAMPUS INTERNATIONALIZATION AND EQUITY
POLICY

A dissertation submitted to the faculty of
San Francisco State University
In partial fulfillment of
The Requirements for
The Degree

Doctor of Education
In
Educational Leadership

by

Kathrina Anderson Bell

San Francisco, California

May 2013

CERTIFICATION OF APPROVAL

I certify that I have read Similar Goals And Dueling Agendas: Perceptions Of Campus Internationalization And Equity Policy by Kathrina Anderson Bell, and that in my opinion this work meets the criteria for approving a dissertation submitted in partial fulfillment of the requirements for the degree: Doctor of Education in Educational Leadership at San Francisco State University.

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POLICY

Kathrina Anderson Bell
San Francisco State University
2013

As the implementation of comprehensive internationalization becomes more commonplace at US universities, there are growing concerns about how policies and mandates driving internationalization impact existing campus programs. While comprehensive internationalization policy creates programs that provide educational opportunities to students, these programs on campus are likely to increase inequity. Based on a case study of a university, internationalization and equity policies were critically examined through document analysis and structured interviews. Using an organizational theory lens, this study assessed the level of congruency between the university's stated goals of equity and internationalization (espoused theories), with the day-to-day practices of the international and diversity offices (theories-in-practice). The results found that the reproduction of inequity was enacted due to incongruencies between espoused theories of higher education policy and their actual implementation in practice. These findings support the need for administrators to attend to designing organizational structures that facilitate task interdependence and collaboration between campus units, as well as the need to include equity metrics into key performance indicators.

I certify that the Abstract is a correct representation of the content of this dissertation.

_____   _____

Chair, Dissertation Committee   Date

PREFACE AND ACKNOWLEDGEMENTS

This dissertation is dedicated to my son, Maxwell Anderson Bell and my father Capt. (ret) Stephen Warren Anderson, whose enduring support, patience, and encouragement kept me afloat and on-course in the roughest seas.

I would also like to acknowledge the tremendous support of my dissertation committee for guiding me through this research process. Their patience and insight was invaluable as I progressed through all stages of this dissertation. I have learned so much from them and I am inspired to follow in their footsteps.

Finally I am indebted to the following individuals for their contribution large and small to the completion of this dissertation and the doctoral program: Dr. Robert Gabriner, Dr. Norena Badway, the members of Cohort X, Dee Lorigo, Marisa Thigpen, Dave Rudel, Veronika Malki, Sami Monsur, Helen Stevens, Linda Levine, Vern Granger, Eric Larson, Karen Fairhurst, Victor Hugo Aldrette, Doug Snyder, Dr. Francois LePage, Vaolele Stawiarski, Giulia Welch, Dr. Marilyn Jackson, Dr. David Wick, Leif & Gina Anderson, Denise "big D" Maduli Williams, Jon David Blake and my mother, who never had a doubt even when I had plenty, Maureen F. Anderson.

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Chapter One: Purpose of the Study

As the implementation of comprehensive internationalization becomes more commonplace at US universities, there are growing concerns about how policies and mandates driving internationalization impact existing campus programs. While comprehensive internationalization policy creates programs that provide educational opportunities to students, these programs on campus are likely to increase inequity. Based on a case study of a university, internationalization and equity policies were critically examined through document analysis and structured interviews. Using an organizational theory lens, this study assessed the level of congruency between the university's stated goals of equity and internationalization (espoused theories), with the day-to-day practices of the international and diversity offices (theories-in-practice).

The purpose of this study was to conduct a critical examination of the perceptions of comprehensive internationalization policy to better understand if the practices of the currently implemented internationalization plans are in line with stated university goals. By examining how the campus international and diversity offices understand and operationalize equity, the degree to which inequity may be reproduced at the university will be better understood.

US universities have responded to the demands of an increasingly globalizing world by developing ambitious, campus-wide strategic internationalization policies, most commonly referred to as *comprehensive internationalization,* with the goal of creating a more globally aware campus community (Hudzik, 2011; Green, 2012; Knight, 2004). As the implementation of comprehensive internationalization becomes more commonplace at US universities (Hudzik, 2011; Altbach & Knight, 2007; Green, 2012), scholarly research concerns are rising around how the policies and mandates driving internationalization are impacting existing campus programs (Trondal, 2010; Knight, 2010; Brandenburg & De Wit, 2011).   Additionally, recent research connects university policy implementation and the reproduction of inequity at university campuses (Kezar, Glenn, Lester & Nakamoto, 2008; Knight, 2010; Yang, 2003). Internationalization policy creates programs that provide educationally and professionally advantageous opportunities to participating students (Green & Olson, 2008) and the mere existence of these programs on campus are likely to increase inequity. Historically this has been the case (Knight, 2010).

Universities continue to develop and support campus equity initiatives, most often through implemented diversity plans, that work to increase access, opportunity and outcomes for all students with the goal of developing a more diverse and inclusive campus (Iverson, 2007; Knight, 2009; Clancy & Goastellec, 2007; Gerald & Haycock, 2006; Kezar, Glenn, Lester & Nakamoto, 2008). Viewed side by side both

internationalization and diversity initiatives strive to accomplish very similar overall goals, e.g. exposing students to a variety of cultural perspectives creating an inclusive community and cultivating an atmosphere that promotes openness and tolerance towards all people (Altbach, 2006; Hu-DeHart, 2000; Olson, Evans & Schoenberg, 2007). Despite the very similar wording of both campus international and diversity office mission statements, universities often house these two areas in different parts of the university and these units often have different organizational structure and culture models (Knight, 2010; Olson et al, 2007). This separation results in tensions and halted efforts in effectively supporting and promoting either initiative (Olson et al, 2007). Further discontinuity between the understanding of equity and the campus' stated equity goals contribute to tensions that have been shown to lead to competition for resources, recognition and space at the university (Murphy 2007; Olson et al, 2007; Knight, 2009).

Mainstream media has also recently taken an increasingly critical notice to the impacts of internationalization at universities, specifically around the topic of international student enrollments, such as, "Foreign Students flood U.S. Universities," (*San Francisco Chronicle*, 11/11/2012); *"*I'm Not Racist, but*," (*Redden, E. *Inside Higher Education,* 10/16/2012); "University Official Quits Over China Students," (Matier & Ross, *San Francisco Chronicle*, 10/23/2012).

The purpose of this study is to investigate the perceptions of how internationalization policy supports or inhibits campus equity initiatives. Understanding

how the campus international and diversity offices define and operationalize equity and by investigating the level to which the university's stated goals match with their day-to-day practice, the degree to which inequity may be reproduced will be better understood.

Comprehensive Internationalization: Definitions, Programs and Ideology

Universities have recently become more globally interconnected through investment, migration, and technology, so that ideas, languages, cultures and finances become have become transnational (Croucher, 2004; Anderson, 2008; Deem, Mok & Lucas, 2008; Parsens, 2009). One documented university response to the pressure of this worldwide globalization is the development and implementation of comprehensive internationalization plans (Hudzik, 2011; Knight 2010; Green, 2012; Trondal, 2010). Comprehensive internationalization is most often defined as a series of policies developed around the common campus goal of creating a more globally connected student and faculty body (Knight, 2010). Comprehensive internationalization describes the development and implementation of multi-faceted campus programs and activities that have a recognizable international dimension including: international recruitment of students and faculty, study abroad programs, and developing an international dimension to the academic curriculum such as, foreign language studies, international and area studies majors, (Hudzik, 2011; Green, 2012; Ellingboe, 1998).

International education in higher education has traditionally been focused on social justice and furthering cross-cultural understanding (Green & Olson, 2008; Dolby, 2010). Ideals fundamental to internationalization at US universities are closely linked to the goals and practice dating back to the vision of Senator J. William Fulbright, who believed that global peace and understanding could be achieved through educational exchange (Institute for International Education, 2012). The Fulbright Program has facilitated the movement of over 300,000 students and scholars to and from the United States over the past 66 years (Institute for International Education, 2012). Both the Fulbright Program and campus international offices espouse common goals of increasing world wide social justice, and human rights through the practice of educational exchange to build a more peaceful and tolerant global community (Knight & de Wit, 1995, Green & Olson, 2008; Dolby, 2010). Through direct contact with other cultures it is believed that students and scholars can more effectively learn about one another and work to eradicate intercultural issues and move towards a better understanding and acceptance of differing societies (Albach & Knight, 2007).

International offices at US universities continue to actualize the goals and practices similar to the Fulbright program by managing similarly focused programs that send US students to overseas universities and bring in students from overseas to US universities (Knight & de Wit, 1995). Until recently the merits of comprehensive internationalization plans, which are most often operationalized through international

offices, have enjoyed a large amount of support at the university, and have been

implemented unchallenged, subsequently continuing to grow in scope and size (Green

& Olson, 2008).

Common Goals: Campus Diversity and International Offices

> Both internationalization and multicultural education
> fields seek to help students comprehend the significance of
> human diversity, while at the same time addressing underlying
> commonalities, be they global or national. (Cortes, 1998
> p.117).

Universities typically implement campus equity initiatives through a centralized

diversity and/or multicultural office (Iverson, 2009; Olson et al, 2007). Similarly the

programmatic aspects of internationalization efforts are also centrally housed in the

international office at most universities (Green, 2012). The literature on both

multicultural and international education supports the claim that these two offices share,

among other things, a fundamental ideology in their approach to their goals and

objectives (Davis, 2013; Green & Olson, 2008; Olson et al., 2007; Cortes, 1998).

Olson et al. (2007) discuss values shared by international and

multicultural/diversity offices including: 1) a strong desire to transform institutional

structures and society as a whole, 2) the promotion of understanding and tolerance of

people who are culturally different and potentially marginalized by the university and

society, and 3) focused on an interdisciplinary approach with a definite preference for using experiential learning as a pedagogical tool.

International and multicultural/diversity office share similar challenges as well. In many instances these two offices lack a shared university consensus on its mission and goals (Cortes, 1998). They frequently find themselves narrowly defined and not well understood by the larger campus community, both from the academic and administrative sides (Davis, 2013). Additionally, these two offices tend to exist on the margins of the academic community and are not often viewed as integral to student learning and more likely to be considered a kind of academic or programmatic "add on" (Olson et al, 2007). Lastly, both the international office and the multicultural office have the potential to impact every level of the university- as they must traverse all major campus hubs from student affairs, faculty affairs, academic affairs as well as bursar's, registrars, alumni and advancement in order to successfully implement mandated policy (Olson et al, 2007). These offices generally occupy different spaces on campus, have different reporting structures and typically have limited contact with each other (Davis, 2013).

Dueling Agendas: Power, Prestige And Finite Resources

While the stated goals and values of internationalization policies may be similar or otherwise in harmony with diversity plans, there can be unintended negative impacts

to these programs through competition for limited resources, students, or administrative

attention (Olson et al, 2007). As more universities develop and implement

internationalization policies and the role of the international office increases in campus

power and prestige issues between international and diversity offices have surfaced

(Davis, 2013; Olson, et al, 2007). Recent issues around resource allocation, student

accessibility, and prioritization of agendas within the university have been cited as

contributing to a disconnect between two seemingly (based on their stated goals)

compatible university units (Goastellec, 2010; Anderson, 2008). This disconnect may

have roots in other areas due to many of these offices occupying different spaces on

campus, having different reporting structures and typically having limited contact with

each other (Altbach, 2006).

Figure 1.   Core Components of International and Diversity/Multicultural Offices

International Office	Diversity/Multicultural Office
External focus (mobility of students in and out of the country, overseas institutional linkages)	Internal focus on domestic students on campus
Quantitative evaluative measures for outcomes (number of: international students, participating study abroad students, overseas partnerships, etc.)	Qualitative evaluative measures (campus climate, student programming, activities of advisory boards and committees)
Roots from post World War II and Cold War era; with original academic focus on Area Studies and International Relations	Roots form educational and social reform movements from the 1960's and 70's
Promotion of peace and cultural understanding across borders	Promotion of tolerance and elimination of social oppression within the United States
Students served by international office perceived as affluent and privileged	Students served by diversity office perceived as marginalized and at risk.

Shared Challenges		Shared Values
Perceived disconnect from core university		Commitment to human rights and social justice
Offices are silo'ed and narrowly defined		Desire to transform institutional structures
Mission and goals not always well understood by greater campus community		Promotion of understanding and tolerance of culturally different and marginalized people
High risk to budget and staff cuts during resource allocation		Interdisciplinary approach with a strong focus on experiential learning

Statement of the Problem

This study investigated the perceptions of internationalization policy on campus equity initiatives at a US university that is well known for excellence in both internationalization and diversity policy, to gain a better understanding of the potential reproduction of inequity through the implementation of internationalization policy. The primary problem of research stems from recent studies that indicate several trends. The first trend indicates that campus inequities can be attributed to implemented higher education practices and policies (Kezar et al, 2008; Iverson, 2007; Bensimon, 2004), the second trend shows internationalization policy contains elements that further reproduction of inequity in higher education (Enders, 2004; Unterhalter & Capentier, 2010) and third that research has cited an increasing shift in ideology of internationalization (Knight, 2010) that appears to be growing without an adequate critical analysis (Brandenburg & de Wit, 2011). This study specifically explored the intersection of higher education organizational structure, internationalization policy, and campus equity initiatives. By examining how both the campus international office, which operationalizes internationalization policy, and the diversity office, which implements campus equity initiatives, understand and actualize equity, the level to which the office practices are congruent with campus equity goals was better understood.

Connection between Policy, Internationalization and Reproduction of Inequity

Research reports that policy development is shifting from an internally assessed and academically focused decision to externally influenced and politically driven policy change in higher educational institutions (Gerald & Haycock, 2006; Kezar et al, 2008). Factors influencing this trend include the challenge of developing new financial resources in an era of decreased public funding for education (Stier, 2004), and the pressure placed on universities to stay current in research and innovation in an ever changing and fast paced environment (Clancy & Goastellec, 2007). These changes put higher education in the position of *reacting* to crises instead of *anticipating* change and developing a proactive strategy independently. Stromquist (2007) interprets this change in priorities as a new positioning for higher education in which the university's knowledge is now at the service of the external other. The external pressure from government and industry (Altbach, 2006) for universities to develop new policy, such as comprehensive internationalization, creates new risks for worldwide inequity such as brain drain, academic elitism, diploma mills and commercialization of education (Knight, 2010; Jiang, 2008). Unterhalter & Carpentier (2010) report that, "despite a documented growth in higher education worldwide, policies within higher education still favor the hegemonic structure and perpetuate inequities associated with gender, class and race" (p. 16). Still, even with this acknowledged hegemonic influence, internationalization is seldom critically scrutinized and discussions around

comprehensive internationalization policy tend to be, "generally idealistic and founded in taken-for-granted assumptions" (Stier, 2004, p. 84).

Shift In International Education Ideology and Critical Analysis of Internationalization

Knight (2010), widely regarded as leader in international education research reports that "internationalization is becoming one of the most important and complex forces in higher education (p. 187)." This growing phenomenon is now starting to see an emerging backlash to nearly a decade of uncritical acceptance of the positive merits of internationalization on global higher education (Unterhalter & Carpentier, 2010). Recent research in international education suggests that internationalization may be making an ideological shift from its traditional discourse of *peace through educational interaction* to a more neo-liberal, profit-making rationale (Knight, 2010; Goalstellec, 2010; Cantwell & Maldonado-Maldonado, 2009). Brandenburg & de Wit (2011) encapsulates this sentiment of change in a recent publication.

> Internationalization has become the white knight of higher education, the moral ground that needs to be defended, and the epitome of justice and equity. The higher education community still strongly believes that by definition internationalization leads to peace and mutual understanding, the driving forces behind programs like Fulbright. While gaining moral weight, this content seems to have deteriorated: The form lost its substance. Internationalization has become a synonym of "doing good" and people are less into questioning its effectiveness and essential nature; an instrument to improve the quality of education or research. (p. 16)

Researchers point to the need for critical evaluation of internationalization policy as a means to expose its negative sides as well as to counter the overwhelming uncritical acceptance of it as a positive force for higher education (Yang, 2003).   When examined critically internationalization is seen as furthering the following negative effects: employing economic standards as benchmarks for success (Altbach, 2006; Yang, 2003), creating a tension between academic commercial motives and traditional academic curriculum (Knight, 2009; Enders, 2004; Horta, 2009;), and empowering the concept of education as an export and/or a commodity to which capitalistic values are applied (Mok, 2007; Unterhalter & Carpentier, 2010).

Purpose of the Study

The purpose of this study is to investigate how a mid-sized, private, university that is nationally recognized for both its efforts in internationalization and social justice understands equity in its goals and practice towards internationalization. The primary questions guiding this research are:

1. How do the reported practices of the international and diversity offices relate to the stated campus goals of internationalization and equity?

2. How does organizational structure influence the perception of campus internationalization initiatives?

This research explores how internationalization policy is perceived towards campus equity efforts as understood by the diversity office of the case study university. The outcome of the research is to propose an understanding of equity to integrate into internationalization policy and develop a set of variables that can be operationalized to measure the degree to which equity is represented by this policy.

By understanding the relationship between the conceptualization of internationalization and its policy in practice, a critical view of internationalization will be developed that can allow a confrontation of the existing cultures and structures that support it. This critical examination intended to better understand how internationalization is articulated as a concept and operationalized through practice. The equity issue most compelling is the fact that all of the internationalization policies work towards providing opportunities and these opportunities provide great advantage to students (Coryell, Durodoye, Wright, Pate, & Nguyen, 2010). If this advantage is only going towards those students that can afford it or have the social capital to seek out particular opportunities than the existence of these policies and programs is likely to increase inequity (Clancy & Goastellec, 2007). Research is necessary to understand whether there is a construct around equity with the thinking of and about international programs on campus. This research explored the perceptions, espoused goals and theory-in-practice of internationalization by conducting an in-depth, single case study at

a university recognized for excellence in both internationalization and social
justice/equity.

Research Questions, Propositions, Operational Definitions

This study examined how equity is defined and practiced through the
implementation of campus international policy at a case study university highly
regarded for its commitment to both internationalization and diversity. The primary
research questions guiding this study are:

1. How do the reported practices of the international and diversity offices
   relate to the stated campus goals of internationalization and equity?

2. How does organizational structure influence the perception of campus
   internationalization initiatives?

Several propositions will be investigated to form a better understanding of how
internationalization policy may contribute to the reproduction of inequity through the
goals and practice of the campus international office. The propositions guiding the
research are as follows:

a) A campus that lacks an understanding of equity as it relates to its
   internationalization policy will contribute to an increase of inequity.

b) The international office and diversity office will have contrasting organizational structure, which will contribute to divergent understandings of student equity.

c) Incongruence between the written goals and stated practices of campus offices will contribute to campus inequity.

Key Terms And Operational Definitions

a. **Comprehensive internationalization policy** is defined as a series of agreed upon practices around the common campus goal of creating a more globally connected student and faculty body (Knight, 2007). Internationalization generally functions as an umbrella term for institutional programs and activities that have a recognizable international dimension, such as student and faculty exchange, study and work abroad, international development activities, foreign language studies, international studies, area studies, joint degree programs, and comparative studies (Green & Olson, 2004).

b. **Equity initiatives or diversity (action) plans** are official university policy documents that serve as a direct means through which universities formally advance and influence policy for building an equity, inclusive campus communities (Iverson, 2007). The plans often underwrite the support of a separate diversity or multicultural office to implement and support these initiatives.

c. **Student mobility** is the phrase used to describe students who undertake all or part of their higher education experience in a country other than their home country (IIE, 2012). Student mobility in the United States refers to both incoming (international) students and outgoing, (study abroad) domestic students (IIE, 2012).

d. **International students** are defined as students who have been admitted from another country to a US university to complete a degree program and will stay in the US for the duration of their degree (Childress, 2009).

e. **Study abroad students** are domestic students earning a degree at a US university who elect to participate in a program that allows them to complete part of their degree program (usually one semester during the junior year) at a university out the United States (IIE, 2012).

f. **Multiculturalism** is the acceptance of cultural difference and real equity in the exchange between cultures (Olson et al., 2007).

g. **Educational equity** is the understood as the provision of equal access, opportunity, and outcome for all students and faculty (Bensimon, Dowd, & Harris, 2007).

h. **Diversity** is the inclusion of a compositional difference of people as defined by ethnic, cultural and socio-economic criteria (McGee-Banks & Banks, 1995).

Theoretical Framework

This study explored the intersection of higher education organizational structure, comprehensive internationalization policy, and campus equity initiatives at a case study university well known for excellence in both internationalization and equity. By examining how the campus international and diversity offices (which operationalized equity initiatives) understand and operationalize equity as well as investigating the level to which the offices' goals match with their day-to-day practice- the degree to which the potential of education reproduction of inequity was better understood.

Education reproduction theory is useful in helping us understand how campus policy may be including or excluding certain populations. Bourdieu's (1986) theory on social capital and reproduction is widely cited a means for understanding equity in education. His theory delineated three forms of capital: social, cultural and economic with each form possessing its own rules and definitions (Bourdieu, 1986). His primary focus examines how culture is used by the elite class as a means of maintaining power and prestige. The concept of social capital is of special significance as applied to higher education research because it is concerned with actual or potential resources, which are linked to possession of a durable network of institutionalized relationships and cultural capital understood as institutionalized in the form of educational qualifications (Bourdieu, 1986). Bourdieu (1986) also theorized "educational institutions, rather than

being socially neutral are part of a larger universe of symbolic institutions that

reproduce power relationships. Based on this framework understanding the existence of

social and cultural capital is key when examining the role of higher education policy

development that focuses on increasing the global development of students and staff. If

internationalization is serving to make institutions more elite and at the same time more

accessible, then policy makers should be aware of the inequitable effects of policy that

move the university in that direction.   Lingard, Rawolle & Taylor (2005) examined

policy sociology in education through the lens of Bourdieu's notion social field and

concluded that in the context of globalization, the field of educational policy has

reduced autonomy in policy production. Tierney (1991) noted that the strength of

Bourdieu's theory is that it allows us to better understand how "micro-practices" are

connected to the larger social and culture forces to reproduce inequities. The construct

also enables policy makers, such as senior administrators, and policy implementers,

such as staff and faculty, to better communicate about the impacts of new or existing

policies to the campus community. Bellamy (1994) cited her understanding of

Bourdieu's theory as a means of explaining why policymakers may seem unable or

unwilling to develop policy that is more inclusive. She explains that Bourdieu's habitus

of cultural, social and economic capital, explains why people develop policy that may,

intentionally or otherwise, reproduce the same advantages and disadvantages within the

educational system. Iverson (2007) also notes that implemented policy, in general, implies consensus and may actually ignore any voices without the benefit of agency.

Critical theory strives to understand how a social norm comes to be accepted even though it reproduces social inequality (Ayers, 2005). As the basic principle of critical discourse analysis is that discourse is the medium through which economic, social and cultural processes transpire (Fairclough, 1998), it is a compelling and appropriate method through which to examine the university documents of the case study university. Fairclough (1998) explains that critical discourse analysis applies linguistic and semiotic analysis towards social problems, such as structures of dominance and oppression. Furthermore, critical discourse analysis understands that authority in language produces discourse(s) that create social processes as a means for maintaining power and dominance (Fairclough, 1998). Additionally, critical discourse analysis helps to provide a means for uncovering ideological underpinnings of the text as well as an investigation of the role of language and language use in the (re)production of dominance and inequality (Ayers, 2005). Critical discourse analysis also offers a mechanism to examine the form and function in language and how it correlates that relationship with specific social practices (Gee, 2005). Finally, Fairclough (1998) emphasizes that as power groups use discourse to structure social institutions their ideologies and worldviews gain dominance and authority. These

dominant discourses then determine the meanings assigned to social practices consequently reinforcing potential power inequities.

Conceptual Framework

This study incorporated a particular theoretical framework to better understand the degree to which the goals and practices of the international office and diversity office were contributing to the potential social reproduction of inequity at the case study university. Using organizational learning researcher Argyris's theory of action of "espoused theory vs. theory in use" (Argyris, 1974), this study will examine whether there are disconnects between the goals stated in internationalization policy, and the practices that are in the day-to-day operation of the international office. Under Argyris's (1974) *theories of action* construct, people make decisions based on their subconscious "mental maps" (p. 3); these maps assist them in knowing how to act in a work situation. These subconscious mental maps "guide" people in the manner in which they plan, implement and review their actions. According to Argyris (1974), few people are consciously aware of these mental maps nor are most people able to identify specifically why they select the course of action that guides their behavior. This split between what people say they do and what they actually do is known as the theory of action (Argyris, 1974).   Theory of action has two main identifiers:

Espoused Theory –   the words we use to convey what we do or what we would

like others to think we do.

Theory-in-practice   the action(s) that govern actual behavior

Making the distinction between espoused theory and theory-in-practice allows

for one to ask questions about the extent to which the behavior fits the espoused theory.

Argyris (1974) further explains that an organizations effectiveness can be measured by

assessing the congruence between espoused theory and theory-in-practice. This research

employed this theory to better understand how and why stated goals in written

university documents--strategic initiatives, mission statements, and evaluations may be

different from reported information gathered from interviews with key stakeholders.

Figure 2: Conceptual Framework for Research
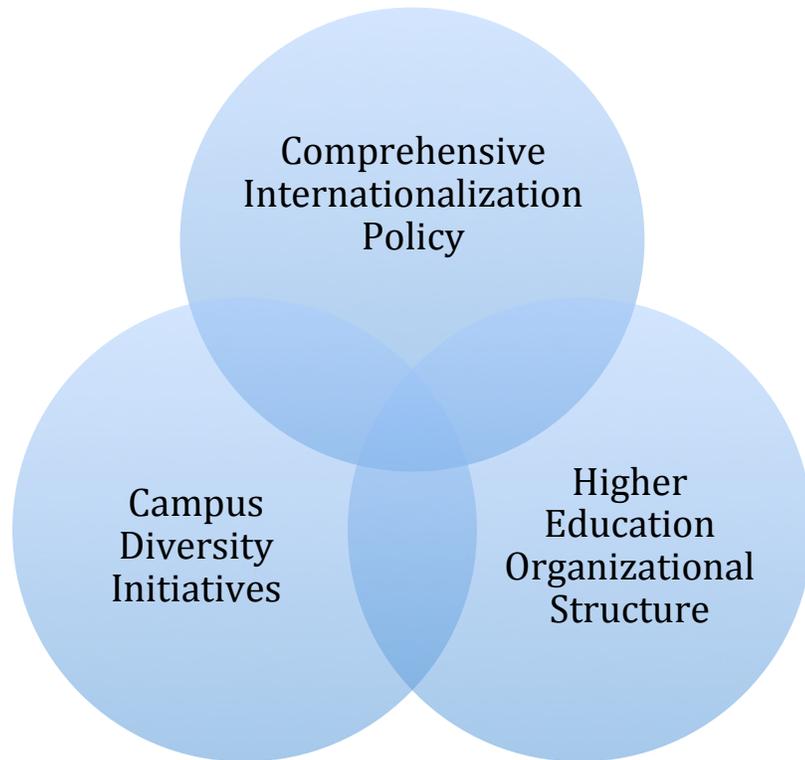
Justification For Study And Significance Of Study

> In order to bring about change in an institution, individuals must see, on their own, and as clearly as possible, the magnitude of inequities (awareness). They then must analyze and integrate the meaning of these inequities (interpretation), so that they are moved to act upon them (Bensimon, 2004 p. 46).

This study intends to contribute to educational leadership preparation and practice by examining how policy may contribute to campus reproduction of inequity. This study is meant to inform campus leaders about the value of addressing potential inequities when developing, implementing and evaluating new and existing policy. Internationalization policy creates programs that provide educationally and professionally advantageous opportunities to participating students (Green & Olson, 2008). The mere existence of these programs on campus is likely to increase inequity; and historically this has been the case (Knight, 2010). Organization structures and action theory are frameworks that are static, established, and accepted by the mainstream education researchers (Kezar, 2001). Studying these through this framework helps educational leaders to understand why hegemony is so powerful and gives practical advise on more equitable means to develop and implement policy (Iverson, 2007).

All organizational cultures are resistant to change and norming (Kezar, 2001). The norm will often go to preserve the privilege of those who have the most power (Bourdieu, 1986). Consequently, diversity offices charged with implementing equity initiatives may be negatively affected by internationalization policies despite fundamentally similar goals. There is currently no academic investigation of the issue. In order to ensure the continued success of both diversity plans and comprehensive internationalization policies, efforts must be made to determine the ways in which the two agendas interact and impact each other. This research will allow educational leaders to make an informed effort in reducing the impact of social reproduction of inequity by having a better understanding of the imperative to include equity into the discussion around the development, implementation and evaluation of new policy. This framework is hoped to guide educational leaders and policy makers to reduce or eliminate negative impacts of policy and improve cooperation, and provide for mutual success for the campus as a whole.

Conclusion

As an educator in field of international education for over 15 years, I have seen tremendous potential of this field to transform institutions and change students' lives; but I am unsure of how the field relates or responds to campus equity issues. In the literature I found definitions of equity in higher education, definitions of

internationalization and even data that referenced some potential problem areas in internationalization; such as disproportionate program participation rates, concerns of brain drain/gain from overseas and the limiting of opportunity for local students. But very little in the literature adequately names or identifies equity issues in internationalization.

This is a qualitative study about understanding ways in which internationalization policy and equity do and do not intersect. Further research may be necessary to understand whether there is even a construct around equity within the thinking of and about international programs at universities. I examined this intersection by looking at a campus that is internally and externally highly regarded for its commitment to both internationalization and equity to better comprehend the existing connections and disconnections between them.

There is an equity concern because increasing resources are allocated to implement internationalization policies and opportunities for students are being created or denied base on these initiatives. Equity isn't just about disproportionate numbers. It's the awareness that opportunities and resources are not the same and that the connections that are created and the responsiveness of institutions to individual needs are not always the same for each group (Bensimon, 2005). Equity and internationalization aren't normally terms that are put together, but there are reoccurring themes that show a concern for who internationalization policies and programs serve

and do not serve. This research brings these two areas together under a critical lens to better inform campus leaders and policy actors of the potential of policy to reproduce social inequity.

Chapter Two: Literature Review

The purpose of this study is to investigate the perceptions of campus

internationalization and diversity initiatives. By examining how both the campus

international office and the diversity office understand and operationalize the concept of

equity in their goals and practices it is hoped to be able to better understand the

following research questions:

1. How do the reported practices of the international and diversity offices
    relate to the stated campus goals of internationalization and equity?

2. How does organizational structure influence the perception of campus
    internationalization initiatives?

This literature review supports the need to research and examine issues related

to internationalization and it's perceptions on existing campus initiatives. To this end,

this literature review examines higher education research on university

internationalization plans, campus diversity policy and university organizational

structure.   It seeks to clarify the literature on campus perceptions of both

internationalization and equity and examine current research around higher education

organizational structure with the goal of establishing a better understanding of the gaps

that may exist between equity and internationalization policies in US universities. It

will accomplish this by synthesizing published research relevant to these topics and

issues.

This literature review is divided into three primary sections. The first section develops a foundation for understanding the rapid growth and motivation for the recent implementation of internationalization plans at US universities over the past decade. It includes an overview of various definitions of internationalization and globalization, gives a brief historic background of internationalization, and also provides a typology of internationalization that allows for a clear understanding of the three primary ideologies represented in research on internationalization.

The second section provides a basis for understanding how equity is defined and understood in higher education research literature, highlights the differentiation between equity and diversity, discusses the intersection of equity and internationalization, gives an overview of research around equity and higher education policy and concludes with a typology of understandings of equity in higher education.

The third section explores the literature related to higher education organizational structure as it relates to general university policy development and implementation. It will also investigate the two separate intersections in the literature: comprehensive internationalization and organizational structure and also equity and university organizational structure.

Growth and Motivation of Comprehensive Internationalization

> Among the myriad of changes facing higher
> education, none is more compelling than the need to provide
> campus environments that prepare students to live and
> function productively in a business and social milieu of great
> cultural, economic and linguistic diversity. If today's people
> are to be able to move comfortably in many different
> cultures, they must have the advantage of a global education.
>
> (American Association of State Colleges and Universities,
> Task Force on Global Responsibility, 1998, p. 5)

In the fifteen years since the American Association of State Colleges and Universities Task Force on Global Responsibility identified the compelling need to develop university environments that promote global education, U.S. universities have seen a dramatic growth in the adaption and implementation of comprehensive internationalization plans (Green, 2012; Hudzik, 2011).

The most commonly cited definition of comprehensive internationalization comes from the widely respected researcher Knight (2004) who defines comprehensive internationalization as a process of integrating an international or intercultural dimension into the teaching, research and service functions of a higher education institution. Knight's (2004) definition understands internationalization as a process that is self-initiated by an institution of higher education to meet specifically determined goals.   Similar understandings of the internationalization phenomenon exist in the

higher education arena. American Council on Education (ACE) the leading higher

education association and an authority in advocacy and data collection around

internationalization, promotes their understanding of internationalization as a strategic,

coordinated process that aligns and integrates international policies, programs and

initiatives (Green, 2012). Internationalization is also understood as a valuable and

advantageous opportunity for US universities to position themselves as more globally

oriented and internationally connected (Green, Dao & Burris, 2012). Hudzik (2011), a

prominent internationalization researcher uses similar language to define

comprehensive internationalization as "a [institutional] commitment, confirmed through

action, to infuse international and comparative perspectives throughout the teaching,

research, and service missions of higher education" (p. 1).

Comprehensive internationalization policy is generally intended to facilitate the

following campus initiatives: increase the global awareness and cultural competency of

students and faculty though policies and programs that: increase international student

enrollments, expand the number of domestic students participating in study abroad

programs, and redesign university curriculum to include multi-cultural awareness and

language competency in already existing curricular goals (Hudzik, 2011; Green, 2012;

Altbach & Knight, 2007). Outside of the US, the multi-national, Organization of

Economic Co-operation and Development (OECD), of which the majority of developed,

first world countries are members, defines comprehensive internationalization in higher

education as the "integration of an international/intercultural dimension into all the activities of a university, including teaching, research and service functions" (OECD, 1999, p. 5).

Historical Background of Internationalization in Higher Education

Historically universities have always been internationalized in various forms (Dutschke, 2009; Healey, 2008). European universities established in the 15th and 16th century taught in a common language, Latin, and placed a high value on transnational scholarship across the world that was sustained throughout the medieval and Renaissance periods (Healey, 2008). Between the 18th century and World War I, universities' international efforts were focused on export of education, through colonization and through an emphasis in the production and dissemination of research publications (Knight & de Wit, 1995). Most scholars agree that the modern international education movement stems from the post-World War II/Cold War period (Olson et al., 2007). In this era governments from western and communist countries took an active effort to recruit and finance students from developing countries for both political means as well as for idealistic endeavors (Healey, 2008), such as the doctrine of peace through educational exchange as visualized by Senator William J. Fulbright in the late 1940's (Jiang, 2008).

Globalization vs. Internationalization

It is important to delineate the distinction in the literature between 'internationalization' and 'globalization,' which are commonly and confusingly used synonymously with each other (Altbach, 2006). The research literature acknowledges the clear links between globalization and internationalization and is in general agreement regarding the differentiation (Knight, 2007; Stromquist, 2007). Globalization is defined as "the flow of technology, economy, knowledge, people, values and ideas across borders" (Knight & de Wit, 1997, p. 6). Mok (2007) uses a similar definition of globalization as a, "recent and unalterable, worldwide, economic phenomenon" (p. 435). This phenomenon is understood to be fueled by economic, political and societal changes resulting from innovations in information, technology, mass air-travel and the growing dominance of English as the common language of business and education (Healey, 2008; Mok, 2007). Globalization is seen to be responsible for the widening, deepening and accelerating of worldwide interconnectedness (van der Wende, 2001). Increasingly, universities find themselves subject to this worldwide phenomenon, which has had the tendency to manifest itself through a changing of university level processes (Altbach, 2006).

Internationalization, by comparison, is the localized response of universities to the downward pressing social, economic and political force of globalization (Altbach & Knight, 2007).

> In a networked environment in which every higher
> education institution is visible to every other, and the weight
> of the global dimension is increasing, it is no longer possible
> for higher education institutions to seal themselves off from
> global effects. (Marginson, 2007, p. 5)

Researchers see internationalization in higher education as a process initiated and

implemented by campus administrators with goals focused on creating a more globally

aware campus community (van der Wende, 2001). With common goals of increasing

students' global awareness, foreign language knowledge and cultural competency, higher

education administrators have increasingly prioritized the development of

internationalization initiatives (Marginson, 2007). These initiatives are actualized

through three primary policy areas at the university: international student recruitment,

student outbound mobility (also known as study abroad), and curriculum development

(Childress, 2009). Olson (2005) describes internationalization in higher education as

being broad-- affecting departments, administrative units, curriculum, programs and co-

curricular activities, as well as deep--best expressed through the institutional culture,

values, policies and practices.

Internationalization and Higher Education Policy

Internationalization is a growing trend in US higher education (Hudzik, 2011;

Knight, 2010; Green, 2012). Recent research identifies the rapid increase of

internationalization as a key institutional policy in US higher education over the past

decade (Hudzik, 2011; Knight, 2010; Green, 2012). According to ACE's most recently

published report, *Measuring and Assessing Internationalization* (Green, 2012) in 2011,

"93 percent of doctoral institutions, 84 percent of master's institutions and 78 percent of

baccalaureate intuitions surveyed, perceived that internationalization has accelerated on

their campuses in the past three years" (p. 6). This report further cited that funding for

internationalization initiatives increased at 47 percent of the responding universities or

held steady (27 percent) since 2008 (Green, 2012). Assessment of university

internationalization policies has also risen substantially, as the rate of universities

performing a review of the impacts of internationalization efforts increased significantly

in the preceding six years (Green, 2012).

A major component of most universities' internationalization strategy is the

recruitment of international students and the international mobility of domestic students,

also referred to as *study abroad* (Green, 2012). The most recent available research

indicates that the numbers of international students enrolling at U.S. universities is

increasing (Bhandari & Chow, 2012). *Opendoors,* a nationally published report on

international student mobility trends at US universities, reports that international student

enrollments increased by 6.5% students from academic year 2010/11 to 2011/12

(Bhandari & Chow, 2012). Research from outside the US also indicates that worldwide

student mobility is increasing (Coryell, Durodoye, Wright, Pate & Nguyen, 2010;

Horta, 2009). The OECD (2010) reported that global mobility of students and faculty

increased over 11% between academic year 2009/10 and 2010/11.

US students participating in study abroad programs have steadily increased over

the past five years (Bhandari & Chow, 2012). *Opendoors* reports that in the 2011/12

academic year 274, 604 US students studied abroad. This represented an increase of

4% over the previous year's participants (Bhandari & Chow, 2012).

Motivations for developing a comprehensive internationalization plan

In terms of understanding the major drivers for the increase of implemented

campus internationalization plans researchers point toward the following factors: the

perceived commodification of higher education, competition/international rankings, and

increasing pressure from accreditation agencies (Cantwell & Maldonado-Maldonado,

2009; Stromquist, 2007).

Researchers refer to a growing focus on the business aspect of universities as the

commodification of higher education (Cantwell & Maldonado-Maldonado, 2009).

Stromquist's (2007) research on higher education reveals university movement away

from a culture traditionally separated from business towards one with increasing focus

on entrepreneurial activities. Stromquist (2007) asserts that higher education is making

a transition to internationalization as a guise to increase international student

recruitment and enrollment. It is common practice for universities to recruit

international students as a mechanism for increasing university revenue through additional tuition and fees not charged domestic/native students (Cantwell & Maldonado-Maldonado 2009). In this respect, internationalization is seen as a response to declining public funding for universities (Taylor, 2004). Altbach and Knight (2007) see the push for international student enrollments as a desire for the commercial advantage of Northern Hemisphere countries to capitalize on less developed countries in the southern hemisphere. Their description reflects the general tone of internationalization research: "current thinking sees international higher education as a commodity to be freely traded and sees higher education as a private good, not a public responsibility" (Altbach & Knight, 2007 p. 130).

Commodification of higher education is seen to pose a threat to education equity by reducing higher education access to students that are less able to pay a free market rate for higher education (Cantwell & Maldonado-Maldonado, 2009). Restricting access to an increasingly more costly higher education perpetuates social reproduction by insuring that only the upper classes benefit from the better earning potential afforded by a university education (Stromquist, 2007). In this scenario students from lower socioeconomic classes compete for access to the university not only with wealthier students in their own state, but also wealthier students from abroad who represent a greater source of revenue for universities (Taylor, 2004).

Universities have moved from a traditionally isolated position to increasingly becoming more interconnected and reactive to external world events while also becoming more competitive with each other (Mok, 2007). The popularity and importance of global university rankings, such as those published annually by *US News & World Report* and *The Times,* has seen a dramatic increase over the past decade (Marginson, 2007). Green's (2012) data from the recently published *Measuring and Assessing Internationalization* reports that international rankings have increased in influence as an indicator of university performance. This shows a growing trend for rankings to be the basis for new policy, priorities and resources in higher education (Green, 2012). Marginson's (2007) review of global university ranking systems noted that the number of enrolled international students and the number of foreign-born faculty are now included as ranking factors for a growing number of universities. The inclusion of internationalization elements in ranking systems leads universities to focus on policies that will result in increased numbers of enrolled international students and students participating in study abroad programs (Marginson, 2007). Knight's (2010) research also recognized this trend and points to the increased competition among universities for prestige and rankings as a strong external pressure for universities to adopt comprehensive internationalization plans. Additionally Mok's (2007) research revealed rankings to be a strong motivator for the development of campus internationalization plans.

In sum, universities find themselves in an increasingly competitive environment and are compelled to improve their rank on global lists (Mok, 2007). In order to do so universities implement campus policy addressing factors used to produce the rankings, including number of international students and faculty. However, the research fails to thoroughly examine how a large population of international students and/or faculty contributes to the relative value – most often touted under the contribution of diversity- of a university. Additionally the literature devotes very limited critique on the decision mechanisms used to determine new policy related to comprehensive internationalization, noting that very often upper level administrators make these decisions without input from faculty, staff or students (Stromquist, 2009; Childress, 2009). This behavior is justified by the explanation that ranking issues affect the business side of the university (e.g. increasing enrollments), which lies out of what is perceived as the *academic* role and/or contribution of the faculty (Yang, 2003).

Typology of internationalization

Research literature reveals many divergent and complex rationales of comprehensive internationalization in the higher education setting (Knight, 2010; Hudzik, 2011; Green, 2012; Olson, 2005, Stier, 2004; Taylor, 2004). Two researchers created specific typologies with which to better organize the many and varied rationales. Knight (2010) categorizes rationales in four groups: social/cultural,

political, economic, and academic with the acknowledgement that internationalization

has the tendency of being used in the manner that best suits an institution's purpose.

Stier (2004) speaks of three separate ideologies on internationalization: idealism,

instrumentalism and educationalism. For the purposes of this literature review I have

adapted pieces from both Stier (2004) and Knight (2010) to create my own categories of

internationalization rationales (Figure 2). The areas include understanding

internationalization from an idealistic, economic and curricular perspective. Examining

internationalization from these categories allows for a clearer understanding of the

myriad of perspectives, goals and strategies involved in the complex nature of

internationalization. The internationalization categories appear to be equally

represented in the literature. The categories also seem to break down along

organizational structure lines.

Figure 3

Typology of Understandings of Comprehensive Internationalization

Ideology	Ideal *Internationalization policy as an ideal*	Economic *Internationalization policy as economic priority*	Curricular *Internationalization policy as educational priority*
Focus	The moral world	The global marketplace	The individual learner
Vision	To create a better world	To develop global revenue streams	To facilitate personal and educational transformation
Goals	Mutual understanding across cultures, tolerance of diversity, and social change	Economic growth; exchange of knowledge for profits	Learning enrichment, new perspectives, personal transformation and growth
Strategies	Provide global knowledge, facilitate insight, generate empathy and compassion	Recruitment of international fee paying students and professional training programs	Stimulate self-awareness, and self-reflections (study abroad), foster intercultural competence
Measures	Increased international mobility and exchange	Increased revenue from new markets	Increase in cultural Competency for students/faculty
Critiques	Arrogance, victimization, Ethnocentrism	Brain drain, wealth disparity, cultural imperialism	Academic arrogance, chauvinism, individualism
Organizational group	Staff administrators	Senior level administrators	Faculty members

Table adapted from Stier, J. (2004). Taking a critical stance toward internationalization ideologies in higher education: idealism, instrumentalism and educationalism. *Globalisation, Societies, and Education,* 2(1).

Internationalization Policy as an Ideal

The first category of internationalization is an understanding of the area from an idealistic perspective. Stier (2004) understands the primary audience of focus for internationalization in this category is the moral world. This audience is seen to have an idealistic point of view and readily promotes its hope for the creation of a peaceful and connected world community. The primary goals under this category include: mutual

understanding across cultures, facilitation of respect and tolerance of diversity, social change and wealth redistribution and social justice (e.g. Olson, 2004; Dutschke, 2009). Strategies employed towards internationalization goals in this category include: providing the campus with programs that develop global knowledge, facilitate cultural insight, and generate empathy and compassion for foreign cultures. These strategies are generally actualized through the promotion of study abroad programs and the creation of services in support of international students on campus (Coryell et al, 2010).

Critiques of this sub-group see the tendencies for practitioners in this mindset to come off as potentially arrogant, culture (US) superiors that see the rest of the world as victims in desperate need of salvation (e.g. Mok, 2007; Stier, 2004).

The university culture most commonly associated with this understanding of *idealistic internationalization* is the staff members (non-faculty) that occupy the entry-level and mid-level administration (non-management) positions (Stier, 2004). They are traditionally at odds with the management level administration over lack of resources and harbor a general feeling that those at the top under appreciate their efforts (Green, 2012).

Internationalization Policy as Economic Priority

The second category understands internationalization from an economic perspective. Its primary focus is on the global marketplace (Cantwell & Maldonado-Maldonado, 2009; Burnett & Huisman, 2009). The subscribers to this perspective seek

to capture a piece of this global market by developing international revenue streams for the university and view success in terms of economic and revenue growth (Enders, 2004; Deem, Mok & Lucas, 2008). Stromquist's (2007) research on higher education reveals university movement away from a culture traditionally separated from business towards one with increasing focus on entrepreneurial activities. Stromquist (2007) asserts that higher education is making a transition to internationalization as a justification to increase international student recruitment and enrollment. Additionally important to this view is the push to develop new markets in the growing and newly competitive "knowledge economy" (Horta, 2009; Altbach and Knight, 2007).

Common internationalization strategies used at universities to capture this knowledge economy include: active and aggressive recruitment of international fee-paying students, development of professional training certificate programs for international (non-student) groups, and the development of external university programs such as satellite campuses, and dual/double degree articulation agreements (e.g. Healy, 2008; Horta, 2009). Altbach and Knight (2007) see this push for international student enrollments as a desire for the commercial advantage of Northern Hemisphere countries to capitalize on less developed countries in the southern hemisphere. Their description (Altbach and Knight, 2007) reflects the general tone of research: "current thinking sees international higher education as a commodity to be freely traded and sees higher education as a private good, not a public responsibility" (p. 291).

The primary measure of success for these strategies is the increased revenue from new markets. These metrics are recorded through the growth of international student enrollments, the number of active certificate programs and the number of dual/double degree students from abroad (Middlehurst & Woodfield, 2007).

Critiques of this perspective accuse of universities of exploitation of under-developed countries through brain drain by luring international students away from their home countries (Cantwell & Maldonado-Maldonado, 2009; Stromquist, 2007). It is also often asserted that this aspect of internationalization leads to increased global disparity and is a form of cultural imperialism (Middlehurst & Woodfield, 2007; Stier, 2004; Taylor, 2004).

The university culture most commonly associated with *economic internationalization* is the senior administration/management area (Stier, 2004). This culture is generally in the position to create policy around this understanding of internationalization, which may explain the increasing pressure to increase international student enrollments and other economically focused initiatives (Knight, 2010).

Comprehensive Internationalization as a Curricular Priority

The third frame for understanding internationalization policy is through an educational lens. The focus for this perspective is on the individual learning process with the greater vision emphasizing educational development in an international context

(Stier, 2004 & Knight, 2010). Goals for this area include learning enrichment and attainment of global perspectives and knowledge (Taylor, 2004). Themes of global citizenship and cultural learning were prevalent in Taylor's (2004) case study research on global collaboration in higher education.   Personal transformation and individual growth for students and faculty also rate very highly as objectives for educational international policy (Knight, 2004). Taylor (2004) found in his research that the primary internationalization emphasis focused on interdisciplinary teaching, development of new forms of study such as, area studies, and increased enrollment in foreign language majors. Strategies for educational internationalization seek to develop a curriculum that stimulates self-awareness and self-reflection (Coryell, et al., 2010). Additionally, curriculum and programs such as global studies majors that foster inter-cultural competence and overseas study abroad are highly encouraged at universities with a devoted strategy towards internationalization (Childress, 2009).

The primary measure of success of educational internationalization is to increase in cultural competency for students and faculty. Cultural competency presents some difficult issues for education administrators, as it is a difficult concept to quantify (Parsons, 2010).   Assessment and development of learning objectives for cultural competency are areas recommended for further study as internationalization is perceived to be fueled by quantifiable data (Coryell, et al, 2010). Parsons (2009) study on US students determined that internationalization efforts resulted in increased levels

of student self-reported cultural competency. Another measure of internationalization from the education perspective is the increase in majors and/or courses of study that emphasize cross-cultural learning, such as international studies, ethno-cultural, and language majors (Stromquist, 2007).

Some criticisms against educational internationalization are academic arrogance, chauvinism and individualism (Stier, 2004). Kehm & Teichler (2007) found that international faculty at the case study university were valued less for their inter-cultural contribution and more for the perceived contributions to more easily measureable international research outputs. Stromquist (2007) also reported a disassociation between teaching faculty and research faculty --with faculty involved in international research occupying more tenure positions and an increase in non-tenure and part-time teaching faculty.

Researchers agree that faculty share the largest part of developing and supporting the educational internationalization strategies (Stromquist, 2007; Childress, 2009; Olson, 2005). This group is reported to feel isolated (Childress, 2009) in their efforts towards communicating their understanding of campus internationalization. They are often at odds with senior administrators in their differing interpretations of internationalization goals. The senior administrators are seen by this group to be focused more on international student recruitment and revenue over curriculum internationalization and cultural competency (Olson, 2005).

Understandings of Equity in Higher Education

"Inequity in education can be defined as differences in
accessibility that cannot be explained only by academic abilities."
(Goastellec, 2010, p. 123)

This section of the literature review provides a basis for understanding how

equity is defined and understood in higher education research literature. There is a

significant body of literature devoted to research on equity issues in the higher

education context. Much of the research spans a recent period from the mid 1990's

until present day. This section will cover four main areas: a review of differentiation

between equity and diversity, an examination of the intersections between equity and

internationalization, a discussion around the equity and higher education policy and

finally a typography of understandings of equity in the higher education research

literature.

Equity vs. Diversity in Higher Education

Based on my data collection and my research of the literature on equity in higher

education, discontinuity exists in understandings between equity and diversity.

Understandings of equity are frequently challenged by diversity language and

definitions. A common perception focuses on the assumption that diversity is an

indicator of the level of equity existing on a campus. This conceptualization is

challenged and discounted by prominent equity researcher Bensimon (2004):

> While celebrating ethnic and racial diversity on our campuses is
> laudable, it is not the same thing as achieving equity. We must
> deliberately remove the conditions that deny equitable outcome
> for all students. (p. 46)

The conditions that Bensimon (2004) alludes to form the basis for a generally

accepted understanding of equity as the institutional provision of equal access,

opportunity, and outcome for all students and faculty (Olson et al, 2007; Knight, 2009;

Bensimon, 2005).   Researchers also encourage the understanding of equity by focusing

on an opportunity discourse such as, "the university's obligation to fulfill the role as

engines of opportunity" (Gerald & Haycock, 2006) and "equity is equality of

opportunity" (Clancy & Goastellec, 2007).   Emphasizing the issue that diversity is not

equal to equity and that focusing only on diversity will not achieve equity has become a

common assertion in higher education research (Kezar et al, 2008; Danowitz & Tuitt,

2011).   Equity isn't just about disproportionate numbers of certain types of students.

Its primary focus is the concept that opportunities and resources are not the same for all

students and that the connections that are created and the level of responsiveness of

institutions to individual needs are not always the same for each group (Bensimon,

2005).   Diversity is understood as the inclusion of a compositional difference of people

as defined by ethnic, cultural and socio-economic criteria.

Intersection of Equity and Comprehensive Internationalization

Equity and internationalization aren't normally terms that are put together, but there are reoccurring equity themes around access, opportunity and outcomes that demonstrate a concern for those who internationalization policies and programs serve and do not serve. Internationalization policy generally results in the creation or expansion of international offices that offer opportunities such as student mobility programs, which provide participating students with a greater advantage, both educationally and professionally (Green & Olson, 2008). Research further indicates that equity and education may be linked through institutional change (Bensimon, 2005; Iverson, 2007). Olson et al (2007) report that concerns of equity, social justice and human rights put increased pressure on all phases of university life. Well meaning attempts to create an internationalized campus may unintentionally reinforce practices that reproduce exclusion and inequity (Altbach, 2006).   This is may be true when increasing tuition revenue from a larger enrollment of international students motivates the internationalization strategies. Yang (2003) points the rising importance in higher education of financial contributions from international student tuition with the increase of redesigning education offerings and programs based on a profitability margin.

Equity and Higher Education Policy

The purpose of this research is to confront the way that internationalization has been predominately understood among higher education scholars and policy makers and explore how this understanding has worked its way into practice. Education research indicates the potential of implemented university policy to contribute towards inequity (Iverson, 2009; Gerald & Haycock, 2006; Kezar, Glenn, Lester & Nakamoto, 2008). Knight (2010) reports that, "the tendency of higher education to reproduce and sometimes even to accelerate socio-economic and other divisions is recognized in all countries and virtually all countries attempt to reduce barriers and to extend access and participation specifically to those marginalized by social class, language, ethnicity, and isolation" (p. 8). She further states that internationalization is one of the major forces impacting and shaping higher education as it evolves to meet challenges of the 21st century (Knight, 2008).   Cantwell & Maldonado-Maldonado (2009) further connect inequity and campus policy through their research in assessing how the understanding of inequity has led to social reproduction in higher education institutions through the actions of policy makers. Further, Bensimon (2004) also emphases the point that policy bares the responsibility and that, "student inequities often arise from institutional practices not from student deficiencies" (p. 126).   Researchers agree that diversity

agendas are the policy vehicle generally used at universities that emphasize social justice and equity (Iverson, 2007; Hu-Dehart, 2000).

Typology of Understandings of Equity in Higher Education

As a researcher I had difficulty understanding all of the varying definitions and complexities of educational equity. Many times the concepts of social justice, equity, equality and diversity were used interchangeably. The typologies produced by Knight (2010) and Stier (2004) were exceeding useful in providing a clear, organized framework for understanding the various interpretations of internationalization. As I waded through the equity literature I attempted to better understand it by creating a typology that used the same categories as the chart I had adapted from Stier (2004) and Knight (2010). The result was the creation of a typology that organizes the higher education understandings of equity in four main categories. These approaches are grouped in the following categories: access, opportunity, outcomes and social justice (table #4). This section will delineate each of these categories to provide a better understanding of how equity is approached and researched in higher education studies from the past decade.

Figure 4

Typology of Understandings of Equity in Higher Education

Key Concept	Access	Opportunity	Outcome	Social Justice
Focus	Incoming freshman and transfer students	Continuing students	Graduating students and alumni	Historically marginalized populations
Goals	Racially and socio-economically diverse student body	Inclusive and active student body; increased diversity in majors	Increased graduation rates for diverse students, improved employment opportunities, positive campus recognition	Overcoming the hegemonic structures to increase educational equity
Strategies	Affirmative action, Increased need-based funding opportunities	Increased participation in student activities, improved pedagogy and programming, inclusive excellence	Outreach, tutoring and advising services for at-risk students. Structural and curriculum changes to facilitate graduation	Awareness and empowerment building
Measures	Acceptance rates for racially and economically diverse students	Higher participation in student activities by racially and economically diverse students	Increased completion of underrepresented students	Equality of access, opportunity and outcomes in education
Critique	Stops short, admission is no guarantee of success	Potential for exclusivity, and decreasing campus integration	Preservation of prevailing ideology without true transformation.	Sustaining change and transformation

Equity of Access

The bulk of the literature on equity in higher education approaches equity from an access perspective (Albach, 2006; Clancy & Goastellec, 2007; Douglass, 2005; Goastellec, 2010; Knight, 2009). This perspective is student focused and specifically targets the following populations: high school graduates, incoming freshmen and transfer students (Douglass, 2005). The measures for access are primarily reflected in

the acceptance rates at higher education institutions for racially and socio-economically

diverse students (Knight, 2010; Goastellec, 2010). The primary goal for universities

focused on equity of access is an ethno-racially and socio-economically diverse student

body (McGee Banks & Banks, 1995). Strategies discussed in the literature around

equity of access included affirmative action, alternative application selection criteria

and an increase in need-based funding for students with financial disadvantage

(Douglass, 2005; Altbach, 2006). As Clancy & Goastellec (2007) describe, "equity is

understood through increased access to university and through implementation of

specific programs and policy in admissions" (p. 22). Douglass (2005) reports that

enrollment access is shifting from what was once an internal academic decision to one

that has become more external and politically driven process. More recent literature has

begun to critique the equity of access understanding as "stopping short" in its service to

marginalized students (Goastellec, 2010). Tierney (1999) asserts that admission alone

does not alleviate the equity of achievement gap in higher education and that other

factors must be considered to insure the success of all students at university.

As education researchers move away from equity as solely an access issue an

increasing amount on research is focused on the available opportunities as an

understanding of equity in higher education (Iverson, 2007; Kezar, Glenn, Lester, &

Nakamoto, 2008; Olson et al, 2007). Equity of opportunity in higher education

primarily impacts continuing students (Iverson, 2007). Its goals are to foster an active

and inclusive student body through a variety of institutionally supported programs, clubs and activities (Kezar et al, 2008). Measures for success are understood in higher participation rates in student activities by racially and economically diverse students (Iverson, 2007). Common strategies employed at universities to increase equity of opportunity are: increased funding and resources for student affairs divisions, the creation of student activities task forces, and the establishment in a few cases of a central office devoted to campus diversity initiatives (Unterhalter & Carpentier, 2010). An existing critique of understanding equity through opportunity stems from the potential of student groups to increase exclusivity, which may lead to student clumping around their own identity cluster (Kezar, et al, 2008).

The most recent trend for understanding equity in higher education is focused on student outcomes (Gerald & Haycock, 2006). This research is focused on graduation as the defining outcome for students (Gerald & Haycock, 2006; Unterhalter & Carpentier, 2010). The goals for equity of outcomes are increased graduation rates for ethno-racial and economically disadvantaged students, improved rates of employment offers to recent graduates and an enhanced campus reputation (Unterhalter & Carpentier, 2010). Strategies employed for these goals include increased funding for expansion and development of outreach services such as tutoring, mentoring, and advising for at-risk and first generation students (Iverson, 2007). Measure for successful increases in equity

of outcome are assessed through higher retention and graduation rates (Gerald &
Haycock, 2006).

Organizational Structure and Policy in Higher Education

This section explores the literature related to higher education organizational
structure as they relate to general higher education policy implementation. Higher
education institutions are under increasing pressure to make transformative changes due
to financial constraints, international competition, pressure to develop initiatives that
promote campus diversity and multiculturalism, and assessment and accreditation
requirements (Kezar, 2001). From a review of research on organizational structures in
higher education it is clear that higher education institutions develop, implement and
evaluate change very differently from other types of organizations (Birnbaum, 1991;
Bergquist, 2008, Sporn 1996). Kezar (2001) asserts that successful implementation of
strategic plans in higher education depend on a clear understanding of the structure and
culture of the university. The factors that determine the success or failure of a university
policy are often attributed by researchers to the loosely coupled organizational nature of
universities (Weick, 1976) and frameworks that recognize these distinctions are
recommended for implementing and evaluating strategic planning (Kezar, 2001).
Research suggests several higher education-specific frameworks through which to
evaluate an organizational change including organizational structure and organizational
culture (Kezar, 2001; Bolman & Deal, 1997). This section will summarize recent

research relevant to organizational structure as it relates to campus internationalization and equity initiatives.

Organizational Structure and Comprehensive Internationalization

There is a small, but important body of literature exploring the topic of organizational structure and comprehensive internationalization (Trondal, 2010; Enders, 2004; Taylor, 2004). The existing research focuses primarily on the impact of organizational structures on the successful (or unsuccessful) implementation of internationalization plans. The research data reveals two primary components that affect the implementation effort: 1) the level of university centralization and 2) the type of governance structure in place (Trondal, 2010; Enders, 2004; Taylor, 2004).

A decentralized campus environment is most commonly cited as a primary factor thwarting internationalization efforts in the majority of empirical data reviewed (Cantwell & Maldonado-Maldonado, 2009; Olson, 2005; Taylor, 2004; Van der Wende, 2001). Kehm's (1999) research showed that centralization of responsibilities, budget, and communication led to both improved transparency between key stakeholders at the university and an increase in institutional commitment to internationalization. Childress (2009) in an empirical study involving over 70 universities established that the level of campus decentralization affected not only the success level of internationalization implementation of strategies but also the degree to which the internationalization plans were developed.

Centralization is commonly compared with the concept of loose coupling

(Weick, 1976) which describes the multiple, competing, and often-inconsistent demands

and priorities that face an educational institution. Trondal (2010) cites loose coupling

as a hindering factor towards increasing the internationalization agenda at a case study

university and empirically argues the need to balance both the needs of faculty and

university leaders to successfully implement new policy. Stromquist's (2007) research

identified loose coupling as a factor in enabling university administrators to emerge as

powerful decision-makers. These administrators further took sole responsibility for

shaping internationalization policy even as it related to academic content and academic

governance, areas traditionally regarded as the domain of the faculty members

(Stromquist, 2007).

Governance structure is cited by research data as an influential structural factor

for implementing internationalization plans (Olson, 2005; Hser, 2005). Governance in

the literature is referred to in multiple ways. Olson (2005) reported the critical nature of

faculty "buy in" as a means for insuring that the campus internationalization effort was

a shared goal among key campus stakeholders. Faculty engagement was also seen to

play a very strong role in successful implementation of internationalization policy in

Hser's (2005) review of 59 universities engaged in internationalization efforts.   Faculty

autonomy was cited (Childress, 2009) as both a hindrance and an asset in developing

shared strategic internationalization plans.   Stohl's (2007) research reflected on the

existence of "top-down" management as a barrier to engaging faculty in the internationalization process. Similarly, Kehm (1999) spoke to instituting a 'bottom up" approach to reach university-wide consensus towards internationalization goals, starting with the faculty and working its way up through mid-level managers and ultimately to senior level administrators. Reporting an empirical connection between research intensity and internationalization Elkin, Farnsworth & Templer (2008) reported that the universities with a shared strategic focus that included both faculty and administrators had higher levels of internationalization success.

Organizational Structure and Equity in Higher Education

Much research is devoted to understanding how equity is perpetuated in higher education and it is generally agreed upon that organizational structures and culture can enable or hinder campus initiatives towards equity (Ayers, 2005; Kezar et al., 2008; Enders, 2004; Bensimon, Dowd & Harris, 2007). Structures of inequity in society are reflected in university structures and internal practices. According to Unterhalter (2010), "despite a documented growth in higher education world wide policies *within* higher education still favor the hegemonic structure and perpetuate inequalities associated with gender, class and race" (p. 16). As our world continues to evolve, new structures in universities are emerging to meet new demands on higher education, which increase the internal differentiation through competition for resources and power within the university framework (Enders, 2004). This has led to a more competitive culture

within the university. Though it may not always be actualized, higher education

organizations are responsible for building sound managerial and organization measures

for ensuring equitable conditions for all students (Kondakci et al., 2008).

Configurations or power relationships within the university organize and frame

the policy that contributes to producing a system that reinforces existing inequities

(Goastellec, 2010). Bourdieu (1986) suggests that in order for educational institutions

to reduce the impact of social reproduction equity must be addressed. This is

identification of equity should occur in all organization structures and implemented

policies. As equity is a somewhat intangible concept to measure, many educational

organizations do not make the effort to address it (Bensimon, 2005). Also, according to

Unterhalter (2010) an increase in managerial forms of governance at universities may

view the concepts of equity, democracy and sustainability as "too costly in time, money

and status" (p. 18).

Conclusion and Implications

Based on a review of the literature there exists a tremendous potential for

internationalization plans to transform and change institutional policy that results in

increased global awareness and cross-cultural competency for the entire campus

community. I reviewed the literature and found data that defines equity in higher

education and definitions of internationalization, but very little that links these two

together. There is a potential natural affinity that lends itself to a mutually beneficial relationship between international offices and diversity offices. Do both recognize this? Are they acting on it? How do they feel about one another? How can this relationship be leveraged in service of equity?

The literature about internationalization has been less clear about the impact that these change policies has on other campus offices. This research sought to understand the relationship between international offices and diversity offices at a university campus to investigate the degree to which policy of comprehensive internationalization (CI) is addressing campus equity issues. The perceptions of what is being understood as the espoused goals of the university through its the defined mission and strategy statements were critically analyzed (through critical document analysis) and then further examined as to how these policies are implemented (through interviews with key stakeholders), to explore whether they appear to be supporting similar goals or hindering one another.

Chapter Three: Methodology and Research Design

This is a single case study of a private university located in an urban area in the Pacific Northwest. For purposes of confidentiality the university is given the pseudonym West Coast University (WCU).   The intent of this research study is to investigate how a mid-sized, private university, which is nationally recognized for both its efforts in internationalization and social justice, understands equity in its goals and practice towards internationalization. The primary questions guiding this research are:

1. How do the reported practices of the international and diversity offices relate to the stated campus goals of internationalization and equity?

2. How does organizational structure influence the perception of campus internationalization initiatives?

The following section introduces the research methods selected for this study. The first subsection describes the data best suited to the research and the general approach to analyzing this data set. The second subsection includes a description of the specific analysis methodology chosen for the data and the rationale for selection of this framework. The third subsection provides the process and tools used in the analysis, and the fourth subsection describes the process of selecting the data to be analyzed.

Context and Site Selection

Since this study is focused on questions of process, case study methodology was appropriate as it is the "preferred strategy when 'how' or 'why' questions are being posed" (Yin, 2003, p.1). Case studies also help us understand the areas between what is written and what is done (Bogdan & Biklen, 2008). Using a small case study design the researcher can gain a more in-depth understanding of the selected university and have the opportunity to pay careful attention to detail, context and nuance, at the expense of a wider understanding of knowledge that would be generalized across a larger number of universities (Yin, 2003).

The case study university is a mid-sized, comprehensive, private university. As the research concerns itself with understanding how equity is defined and maintained as it relates to specific internationalization policy, I sought to research a campus that is recognized as an innovative leader in both the fields of internationalization and social justice/equity. West Coast University (WCU) was identified as an ideal case study location because it has won national awards for both internationalization and diversity. U.S. News and World Report (2011) ranked WCU in the top ten of the United States' *Most Diverse Campus* award. This award was published in a nationally circulated magazine and is referenced multiple times in information on the web and in

promotional documents produced by WCU. The university uses language on its web

site and in university documents that indicate that the level of campus diversity is

considered a positive measure of the campus' high-level commitment to equity. For

this reason I used this criteria to select WCU for this aspect. WCU has also, within the

past 5 years, been the recipient of the nationally awarded *Senator Paul Simon Award for*

Comprehensive Internationalization. This national award is given annually to

universities that exhibit significant growth and commitment to furthering international

education goals. Additionally WCU is distinguished for its multi-faceted, campus wide

efforts addressing social justice issues such as the campus diversity council, and campus

conversations lecture series. As a private university it useful to study because it has

made a deliberate social justice policy without the legislative impetus that public

universities are obliged to comply with.

Data Collection

This is a qualitative case study about defining the ways in which

internationalization and equity do and do not intersect at a case study university, which

prides itself on its commitment to both equity and internationalization. The research

sought to understand whether there was a construct around equity with regards to

university's stated goals and the actual reported activity of internationalization policy. I

collected data through document analysis, and in-person interviews. These data sets were reviewed after being coded to see if the way I interpreted a particular theme was supported or different from other data. This also helped formulate answers to the research questions that were developed. This method is used to confirm independently that one source is an accurate representation of the whole (Yin, 203; Denzin & Lincoln, 1994). The data did reveal some independent discontinuity and in some cases a difference was seen between the data sets that added to the bigger picture of the data collected. This section will discuss the methods, document analysis, and interviews I used to collect the data.

Document Analysis

Documents serve an important purpose for this study as they allow for the examination of exact information (Denzin & Lincoln, 1994). Most universities in the process of developing a comprehensive internationalization plan generally include these goals in their formal publications such as: mission, vision, values statements, strategic plans and web-based information. These types of documents provide critical data for understanding how the case study university understands and speaks about their internationalization process. The study of university documents is intended to expose the relationship between institutional goals and actual practices in light of equitable (or inequitable) educational distribution during internationalization. The process of

comprehensive internationalization in higher education is an example of a process

informed by ideological practices (Ayers, 2005). Examining university documents

reveals connections or linkages between these dominant ideological practices, and the

way that they inform institutional priorities (Tierney, 1991; Ayers, 1974). The

documents further speak to the importance of discourse analysis as a means to explore

the way equity issues are framed in official, public documents (Taylor et al., 1997).

The data gathered from additional university documents was compared with interviews.

Jackson (1998) states that critical discourse analysis "attempts to provide an account of

the role of language, language use, and discourse of communicative events in the (re)

production of dominance and inequality" (p. 3). An institution's infrastructure can be

better-understood and described through document analysis (Tierney, 1991); and

policies are the actions through which the university promotes the ideology it supports.

A primary advantage of document analysis is the unobtrusive nature of the data

(Tierney, 1991). Once the document is available it can be accessed and assessed in

many ways at any time, without relying on outside parties (Yin, 2003). Document

analysis also helps the researcher develop specific questions about the case study

institution that can be followed up at the interview stage (Denzin & Lincoln, 1994).

Understanding how university documents define and understand internationalization

also serves to inform the interview protocol and help prepare for a more productive and

well-informed interview.

Rationale for critical discourse analysis

This study used a method of document analysis that incorporated a critical theory framework. Critical theory strives to understand how a social norm comes to be accepted even though it reproduces social inequality (Ayers, 2005). As the basic principle of critical discourse analysis is that discourse is the medium through which economic, social and cultural processes transpire (Fairclough, 1998). It is a compelling and appropriate method through which to examine the university documents of the case study university.

Document selection

This document analysis examined publicly available documents from the case study university to gain a perspective of the campus administration's understanding and interpretation of internationalization. The analysis sought to inform the research about how the university defines concepts of equity and social justice through their internationalization policy.

It was the intention to collect the most appropriate documents as possible. The process of this study involved gathering a selection of publicly available documents that would reveal information about the policy and practice of internationalization and diversity at the case study university (e.g. mission statements, strategic planning

documents, and press releases). Documents were then scanned for references to diversity, equity and social justice.

The following documents were selected for the purpose of this paper to analyze:

- Vision, Mission and Values statement (a)
- WCU Earns Internationalization Recognition (b)
- WCU 2020 Planning Document (c)
- Diversity and Cultural Office mission statement (d)
- International and Study Abroad Office mission statement (e)

Interviews

The data collection began with the document analysis and then proceeded to interviews. By using this sequence I was better acquainted with the overall campus's approach to the internationalization and had a solid background as to the internationalization policies already in effect by the time I began speaking with individuals directly. Additionally, using this method I was able to round out the collection of data with follow up questions of topics not addressed in the document analysis.

Rationale for Interviews

The choice of interviews as one method of data collection was intended to identify understandings of internationalization and equity by a key group of the campus decision makers comprised of influential faculty, staff and senior administrators (Yin, 2003). The interviews also allowed the researcher to glean perceptions of internationalization policy implementation from these various groups.

Participant Selection

Initially, I intended to invite equal groups of individuals from the diversity and international area for an interview. But due to the fact that the international side is much bigger I ended up inviting significantly more international area staff than diversity staff. Of the three individuals that represented leadership roles in the diversity area on campus, including the Cultural and Diversity Office, all three responded positively. Eight individuals associated with campus internationalization were also invited to an interview. In this group three gave no response and five responded positively. I commenced with my interviews and conducted five of the eight scheduled interviews when two participants, through an email, abruptly informed me that they had been instructed to decline the interview and not speak with me. This turn of events happened to coincide with some negative press the university had recently withstood regarding issues with international students. I sent two subsequent emails to the senior administrator responsible for the international area, but never received a response. A total of seven interviews were conducted and broke down as follows:

Diversity staff (3 participants)

This group included upper-level and mid-level administrators with responsibility in two separate areas devoted to implementing the campus diversity mission. One

representative reported directly to the Provost the other two reported at the vice presidential level.

International staff (3 participants)

The representatives from this group included staff from the International Office, Faculty Led Study Abroad programs and a college-level internationalization committee member. Despite being blocked from conducting additional interviews, this was a fortunate combination of representatives because I was able to gather a perspective from each of the main internationalization areas: international student enrollment, study abroad, and curriculum internationalization.

Faculty involved with both international and diversity issues (1 participant)

This individual was initially invited with the international group but as a faculty member had significant experience with the campus diversity goals as well. For this reason I separated this individual from the other two groups.

Interview Structure

The questions for the interviews were based upon the research questions and propositions for the study. The structure of the interview was repeated with each of the interviews and this protocol directed the flow of the conversation by outlining specific

questions and topics for discussion (Creswell, 2005). This structure helped ensure that the research questions were addressed during the course of the interview. Three types of interview questions were employed: main, probing and follow up (LeCompte & Prissle, 1993). The main questions were used to address important points under investigation that directly correlated to the study's research question. Second, probing questions were asked to obtain additional insights into the main questions. Lastly, follow up questions were asked to pursue and discover additional layers of meaning that may have been embedded in the participants' responses to the main and probing questions. By employing multiple types of interview questions, I believe I maximized the collection of relevant, pertinent data.

Data Analysis

Documents

Critical discourse analysis allows us to better understand how social institutions construct meanings and practices through language and the development of shared ideology (Fairclough, 1998). It provides a means for the examination of dominant discourses. To apply this analysis to the documents collected from the case study university, themes within the discourse were traced back to the discursive practices. In order to perform this analysis I followed the process outlined by Gee (2005), according to which the documents were examined with the use of four analytic tools. I used the

analytic tools described by Gee (2005) to bring out recurring themes. The four analytic

tools are: *social language, situated meanings, discourses* and *conversations*. Each

document was examined using each of the four tools.

Interviews

All interviews were recorded and transcribed verbatim. The transcriptions were

performed by a professional agency. I used two levels of coding to organize the data. In

the first level I identified codes for emergent themes and text segments that relate to

each code (Creswell, 2005). As much as possible, I employed "in vivo" codes

(Creswell, 2005), which are codes that reflect participants actual wording.   This helped

maintain validity of the data. The categories of themes I initially started with came

from the review of the literature and the document analysis. As I reviewed each

transcript I kept these categories in mind with the intent to keep a consistent

comparative across all of the transcripts.

In the second level I conducted pattern coding in order to group initial codes into

a smaller number of themes (Creswell, 2005). Through the coding and preliminary

exploratory analysis (Creswell, 2005) I developed themes from the literature review and

document analysis. From this point I connected and sought to inter-relate the apparent

themes through the process of layering the analysis (Creswell, 2005). The initial theme

categories were:

- Definition and rational of internationalization
- Organizational structure, stated goals and practices
- Intersections of equity and diversity in an internationalization context

This initial category group provided a basis for illuminating the perceptions of equity, diversity and internationalization at WCU. From these themes more specific sub-categories (i.e. shared goals, decentralized organizational structure, and motivation) helped to further delineate the varying degrees of value placed on comprehensive internationalization and its role in WCU's equity goals.

Limitations of Study

As with any research one can expect to have limitations regarding the credibility and dependability of the findings. Despite the intention of collecting research data from the university's administrators and faculty, the possibility existed that the number of actual interviews conducted would be too limited. It is possible that a larger sample would have elicited a greater range of perspective as to the role of internationalization policy at the campus. Though document analysis poses many advantages, Yin (2003) warns against biased selectivity with the sample data. This means that it is very important to be thorough in the documentation review and to avoid looking for the documents considered most relevant by the researcher. I selected documents that fit established criteria as a means to avoid biased selectivity.

Additionally I did not collect data from students or other staff at the university and this may have placed a limitation on the type of perspectives being gathered around internationalization at the campus core. Similarly, the qualitative nature of the study may have posed some restrictions on the data analysis process. It is possible that the participants' responses are subject to issues of social and political rank that would affect the bias and perspective of the data. Participants may try to show a very favorable angle of the university and be less critical and honest about the issues of internationalization on the campus. The fact that respondents shared negative data indicated that they were comfortable speaking about both the strengths and weaknesses of the institution. It is hoped that through analysis of the interview and document data that this area could be minimized as much as possible.

Statement of ethical considerations

Participation in the study involved minimal risk to the participants. One potential risk to participants of the study was loss of privacy. This risk was minimized by keeping all research data in a locked cabinet/desk in a secure location and in password-protected files to which only I had access. In addition, names or other identifying information were changed or omitted in the study. All digital recordings of interview data will be destroyed after one year.

Researcher Bias and Subjectivity

I have no relationship with the other participants except that we share a profession in the administration of higher education as well as professional interest in international and multi-cultural issues. I did not have previous personal knowledge of any of the identified participants.

Validity

Credibility and dependability are important concerns in qualitative educational research (Yin, 2003). As credibility refers to the trustworthiness of the findings methods for testing the strength of the research design will be implemented (Creswell, 2005). For this study I employed two data sets to help insure validity. Using the process of two separate data sources, methods of data collection, and analysis will be evaluated to determine if the evidence can be supported from multiple sources (Creswell, 2005). For the purposes of this research I analyzed the methods of data collection through document analysis and interviews. The strength of the documentation and interviews provided in-depth insights into the perspectives of the key actors in the understanding of comprehensive internationalization under investigation complimented by the strength of documents in their supply of exact details.

Generalizability

As the case study is a single case study in which n=1, the results of the research may not be generalized to all universities implementing internationalization policy (Yin, 2003). Results may not be generalizable given the qualitative research design. The intent of the research is to gain an in-depth understanding of campus-specific definitions and relationships. Because these are not already defined I will focus my energy on getting to know a single campus. The greatest power of qualitative research is to define and observe (Creswell, 2005). Though careful observation, inquiry and analysis I intend to conduct a research study that will examine the goals as written and the implementation in practice around comprehensive internationalization policy.

Chapter Four: Report of Findings

Overview

   The purpose of this chapter is to present the findings of the collected data. This

chapter will specifically examine the perceptions of administrators, faculty and staff

regarding WCU's internationalization policy and campus equity initiatives through

document analysis and interview data.   The information is presented in thematic

categories that are derived from careful analysis of interview and document analysis

data and seek to answer the primary questions that guided this research:

1. How do the reported practices of the international and diversity offices relate to the stated campus goals of internationalization?

2. How does organizational structure influence the perception of campus internationalization initiatives?

   This chapter will begin with a brief review of the context of the case study site

and then it will then move to a discussion of the four main themes: typologies of

internationalization and equity, espoused theory, theory-in-practice, and organizational

structure.

Institutional Context

West Coast University (WCU) is a private, comprehensive, university founded over 100 years ago. The university is located in a highly multi-cultural, metropolitan region in the western United States. As a mid-sized university, it currently enrolls approximately 12,000 students, of which 65% are undergraduates and 35% are enrolled in graduate study including special/non degree programs. WCU offers 45 fields of study at the undergraduate level and 30 graduate degree programs. Similar to other comparable universities, WCU's undergraduate population is demographically disproportionately female. According to WCU's website approximately 65% of the undergraduate students received a form of financial aid comprised of both need-based and merit-based awards. WCU's international student population comprises over 10% of the total student enrollments. International students at WCU represent over 75 different countries with largest percentage of students coming from Asia. According to information from the university's web site WCU's sends approximately 400 students per year on some type of study abroad program. These programs include the following options: semester/year length exchanges, faculty short-term programs, specialty programs and externally organized overseas opportunities.

The Findings

The bulk of the useable data was the interview data. The document analysis

data often supported and sometimes challenged what was being heard from the

interviews. Most of the reported (interview) data focused on specific program outputs

as opposed to program goals. Often the practices (or outputs) were spoken about as

being the goals, which served to greatly limit the scope of the goal. For example, much

of the respondent data around internationalization goals focused on the smaller

internationalization component of increasing international student enrollments. On the

equity side, the practice of offering need based financial aid emerged as the proxy for

defining equity goals at the university. This phenomena is recognized in the literature

as resulting from the process that shows that as people are seeing and reporting the

work they do, there is a tendency to move the focus from the goal to the more specific

output and/or practice (Agryis, 1974; Tierney, 1991). This section will discuss findings

under the following areas: typology, espoused theory, theory-in-action and

organizational structure.

Typologies

The typologies introduced in the literature review (Figure 3, p. 41; Figure 4, p.

52) delineated ways in which U.S. universities define and understand

internationalization and equity. The internationalization typology is derived from two

existing internationalization typologies from Stier (2004) and Knight (2010). It

provides three main categories for understanding different aspects of

internationalization policy: as an ideal, as an economic priority and as a curricular

enhancement.

The equity typology is an original conception derived from the plethora of

definitions of higher education equity in the research literature. The typology provides

a framework for organizing the various groupings of equity that exist in higher

education research. As I reviewed the data, I made an attempt to identify the case study

university's typology category for equity (Figure 4, p. 52) and internationalization

(Figure 3, p. 41).   Both documents and interviews were examined to determine where

WCU would fit on the typologies and to determine if the separate data points would

have congruency on the typologies.

Internationalization Typology

The data from the interviews indicates incongruence between the university's

stated goals and the perceived university practices by university staff and faculty. From

review of the document analysis data, WCU fits into the category of *curricular*

enhancement in the internationalization typology (Figure 3, p. 41). The mission

statement and strategic plan use language to establish goals that promote transformative

student learning, personal growth and stimulate self-awareness, such as "WCU will

graduate globally responsible students" and reference to developing a "global campus

community" through international visitors, students and staff. The documents revealed

only limited discussion around the *ideal* category, mentioning increasing students'

"global knowledge" and cultivating a "diversity of perspectives to be understood in a

global context". The documents made no mention of economic priorities of

internationalization, such as increasing student enrollments. WCU's documents portray

a university that is focused on internationalization goals related to increasing students'

cultural competency and education transformation through global encounters.

When the document data are contrasted with the interview data, the economic

priority category on the internationalization typology becomes the prominent discourse.

Staff and faculty readily spoke about the economic motivations of the university in

implementing internationalization policy- especially as it related to international

students. Data from staff and faculty are representative of the sentiment expressed by

all interview participants.

> *Staff Int'l:* Giving students a global perspective is part of the university rhetoric of why internationalization is good. But everyone understands that internalization is part of the university's effort to expand the ways in which we generate revenue here.

> *Fac Other:* The [internationalization] goals include international student recruitment; because they bring more money, it's a reality that exists right now.

Equity Typology

The equity typology was developed as a tool to better understand the many conceptualizations of equity in higher education (Figure 4, p.52). The four primary categories of access, opportunity, outcomes and social justice help to organize university equity priorities in a succinct manner. There was significant congruency in the discourse espoused through university documents and the reported activities of staff and faculty around diversity and equity goals at WCU. Documents and interviews both placed a high priority on financial access to the university as the primary means to operationalize goals of equity. Faculty and staff reported that adequate funding support is provided by the university for programs that advance students towards equity goals of opportunity, inclusion and successful outcomes.

> *Staff Div B:* One way that we look at our mission of diversity and inclusion is primarily through aiding and providing aid and access basically to students who otherwise would never get the chance at a [higher education] institution.
>
> *Staff Int'l:* I think engagement is really the key word around to enhancing all students' education through diversity and just sort of elevating students and faculty and staff's consciousness making the university a really safe and open place for all people.

The reviewed documents spoke to "building empowerment" for students and staff and expressing a priority towards "sustaining equitable change and transformation." These statements reflect a shared commitment towards equity from a

social justice perspective and play a prominent role in the discourse of university documents.

Espoused Theory

My study of university documents focused on a better understanding of the relationship between institutional goals and individual practice in light of equitable (or inequitable) educational distribution. As I selected documents for analysis I focused my attention on documents that were both internally (for campus use) and externally (for public consumption) available. In this regard I sought the most publically available documents that spoke to the goals of both the equity and internationalization missions of the university. These types of documents provided critical data for gaining insight as to how the case study university understands and speaks about their institutional priorities. I selected the following documents:

Figure 6. List of Documents

Document Name	Document Description	Code
WCU Mission and Values Statement	Highly accessible, web-based, one-page document highlighting the mission and vision of the university	a)
WCU Earns International Recognition	Internally published article on WCU's Public Affairs website detailing the national recognition the university earned through its international activity	b)
WCU 2020 Planning Document	Web-based strategic plan for the university by 2020	c)

Diversity and Cultural Office Mission Statement	Web-based mission and goals statement for the Diversity and Cultural Office	d)
International and Study Abroad Office Mission Statement	Web-based mission statement for the International and Study Abroad Office	e)

The documents were analyzed through two specific lenses. One lens focused on the perceptions of international and equity concepts. Of special note was observing the prominence of one discourse over the other and of noting how each discourse referenced the other. In many instances diversity was linked to the success of international endeavors and visa-versa. Secondly, documents were scrutinized for references to goals in the areas of achieving stated commitments to equity and internationalization. The purpose was to develop an understanding of the priorities that the central administration put forward and to better analyze the context in which stated goals in written university documents differed from reported information gathered from interviews with key stakeholders. The documents revealed two main themes: perceptions of internationalization, perceptions of equity. The following section will discuss the findings in each of these categories.

Perceptions of Internationalization

University documents emphasize two primary internationalization goals: global perspective, and global community.   The global perspective is identified in the mission vision statement in the following way; "the university will provide global perspective

through exposure to faculty, staff and students from other countries" and " a global perspective will be used to educate future leaders."   Developing global perspective is the most common rationale discussed in the literature for developing a campus comprehensive internationalization plan (Knight, 2010; Green, Dao & Burris, 2012). These shared values include strategies directed at increasing international student enrollment, participation in study abroad and integrating international into the curriculum. Additionally the mission statement of the international office indicated that its goals focused on "promoting the global mission of the university" and "exposing students to a multiplicity of values and achievements."

The concept of global citizenship is another perspective that is highlighted in university documents. The WCU 2020 planning document states a goal of, "developing students to succeed and contribute professionally across the globe" and "creating students that are globally responsible." A similar concept is expressed in the mission/vision statement, " the university will cultivate a globally responsible campus culture through the recruitment and retainment of diverse staff and faculty."   The mission statement of the international office also speaks to "increasing programs for study abroad, off-site programs and global service learning that challenges students to become global leaders."

An additional perception of internationalization focused on an aspect that surfaced in both the university documents and the interviews. This area concerned who

internationalization policy was intended to serve. Based on review of the university

mission and strategic plan the stated focus of internationalization policy is targeted at

providing a "global perspective to all students." Through critical review of the

discourse, it appears that this global perspective is intended for a specific portion of the

campus population – primarily domestic students. The university mission statement

says, "This global perspective is transmitted to our students through exposure to faculty

and students from other countries." The perspective appears to focus on one aspect as

an "us learning about them" as opposed to "us learning with them" conversation. This

language serves to create a polarization of the university community into domestic and

international students. It sets an exclusionary tone that promotes a sentiment that

"faculty and students from other countries" serve a singular purpose to "expose"

domestic students to a global perspective. The benefit for foreign faculty and students

is not addressed.

Perception of Equity

University documents were in alignment with the data reported from the

respondents. Both the university mission and planning documents referenced diversity

as being a "distinguishing trait" of the university as well as a component of "quality"

education. In contrast to internationalization, equity is spoken about in the present tense

which gives the impression that this is a state of being that has already been achieved

and will continue to be maintained. The documents make reference to quantifiable

evidence of diversity in the form of recognition as, "one of the most ethnically diverse

universities in the U.S." A somewhat problematic issue was the mention in the mission

statement of diversity in the form of "75 different countries represented on campus."

As established through examination of internationalization international students' role

at the university is to "expose" domestic students to other cultures to provide a global

perspective.

A second main theme that emerged from the data regarding perceptions of

diversity and equity was a pervasive understanding of the shared values of the

university around equity and diversity. The university mission statement focuses on

advancing, "a diversity of perspectives, experiences and traditions," "social

responsibility through university curriculum," and "enrolling, supporting and graduating

a diverse student body." Documents from the cultural diversity office speak to,

"collaborating with campus offices to provide programs and resources that enrich the

campus climate for diversity and inclusion." The strategic plan also included goals that

focused on, "enriching the curricular and co-curricular programs related to diversity."

This goal is considered an "elemental" component of the university and is spoken as

being a "valued" part of the university culture.

Theory-In-Practice

In order to ascertain information about the actual practice of work being performed at the case study university, interviews were conducted with key stakeholders in the international and diversity area.

Research Participants

The participant group consisted of seven university administrators. Those who agreed to participate in a 60 minute interview came from three distinct campus areas: people directly associated with the diversity mission of the university, people directly associated with the university's international focus and members of the faculty (figure 5, p. 88). Of this group three staff represented the diversity side, this included two members from the university-wide cultural and diversity center. Representatives of the international side were two faculty members with administrative responsibilities directly related to campus internationalization goals and a senior member of the international office staff.

Additionally the data was analyzed from an organizational structures perspective. This perspective divided the participants' responses into three primary groups: staff, faculty and senior administrative staff (Figure 5, p. 88). From this perspective there were three faculty members, three staff members and one senior administrator. All participants were forthright and candid with their comments

regarding internationalization and equity at WCU.

Figure 5 Participant Data

	Diversity	International	Other	Total
Faculty		2	1	3
Senior Admin	1			1
Staff	2	1		3
Total	3	3	1	7

Participant Profiles

Faculty Int'l A: A veteran faculty member with over 20 years in academia. As associate dean this faculty member led the college's internationalization strategy. Also has previous experience leading student trips abroad and advising students for study abroad opportunities.

Faculty Int'l B: A mid-career faculty member with a current release from teaching load to coordinate a special short-term study abroad program.

Faculty Other: A mid-career faculty member with extensive experience working in a discipline with a large number of international students. This faculty member also had experience working with domestic and international student life issues.

Senior Admin: A mid-career administrator with a professional focus on student life and diversity issues. This administrator has been working at WCU for less than 5 years.

Staff Div A: An early-career administrator with experience at two universities working in student live and diversity offices.

Staff Div B: A mid-career staff professional with extensive experience in working with diversity issues at WCU.

Staff Int'l A: A mid-career staff professional with extensive experience at several universities working in the international office to supervise programs related to international students

As stated in chapter three, access to additional members of the international office staff was restricted mid-way through the data collection process. This may have been directly related to a flurry of negative press in the national media about international student issues. Subsequent requests to interview staff were given no response. Upon review of the collected data it was determined that there was an adequate cross-section of international and diversity perspectives from which to draw meaningful and useful conclusions.

Perceptions of Internationalization

Comprehensive internationalization is a concept that is widely used and understood in many different ways at WCU. To provide a better understanding of the participants' perspective on internationalization all interview subjects were asked to offer their own definition of internationalization at the start of the interview. Interviews

revealed two primary understandings of internationalization: motives and rationales of internationalization policy, which included several subcategories, and an articulation of the beneficiaries of the internationalization policy. Each of these areas provides insight into the congruency between how the university understands internationalization and how the individual campus players conceptualized internationalization and their role with it.

Motives and Rationales for Internationalization

The most common perspective shared among the participants was an understanding of internationalization from a motives and rationale standpoint. Participants spoke to the motives of internationalization in three ways; as an education trend, as a progression towards the future 21st century university model, and as a means for economic gain and revenue generation.

Under the first category, internationalization was seen as a trend that is pervasive in U.S. higher education and is popular at the moment. This perspective was shared by faculty but not by staff, leaving the general impression that faculty may not have entirely "bought in" to the stated campus goals of internationalization and that faculty perceive internationalization as less of a long term, permanent additional policy and more of a passing educational fad.

> *Fac Other:* I think internationalization is a hot issue in higher education right now. It's always been on the forefront in people's minds. It has forced the universities to think about the strategy for internationalization.

Fac Int'l B: What else drives it internationalization? Our identity, who we are. [WCU] considers the internationalization of the community [valuable] and wants to reflect that. And also [this is] just a trend in education in general.

A second sentiment was reinforced in from the interviews about how internationalization is driving the creation of a new type of university; and these future universities will be making decisions and changes that will shape the modern concept of university education in the 21st century.

Senior admin: The university is looking at the 21st century opportunities, which includes the internationalization piece. Because we all know that – in our internationalization strategy, there is something that the university is clearly saying. There are opportunities and goals that an institution can have in regard to who's in the classroom; who's teaching; who's on the leadership team; and who's at those decision making tables?

Staff Div B: Internationalization. It means a lot of different things. I really think it's sort of a learning process for the university.

The third motivation theme was that of internationalization for revenue generation; and it elicited the most emotion from respondents. Faculty and staff were very direct with regard to their thoughts on the perceived revenue-generating motives behind the increase in internationalization policies at the campus. Revenue generation as a motive was only referred to when respondents were speaking about the parts of internationalization policy involving the recruitment of full-fee paying students from overseas. Other internationalization programs, such as study abroad or curriculum internationalization were not connected by the respondents to revenue generation.

Fac Other: The [internationalization] goals include international student recruitment, because they bring more money… it's a reality that exists right now.

Fac Intl B: I think the one thing that institutions dance around is the rationale of why we have international students here. No one wants to say it but internationalization is for business.

Staff Int'l: Providing a global perspective for the campus and the curriculum is a secondary goal. Everyone understands that internalization is part of the university's effort to kind of expand the ways in which we generate revenue here.

Beneficiaries of Comprehensive Internationalization

A second perception of internationalization focused on an aspect that surfaced in both the university documents and the interviews that concerned who internationalization policy was intended to serve.   The perspective appears overwhelmingly one sided as an "us learning about them" as opposed to "us learning with them" conversation. The consideration about what the international students might gain from their experience at WCU was also lacking. The interviews revealed this polarization of the student body in this way.

Fac Int'l B: If we're really bringing these students in to bring something to the campus community we have to articulate what is it that we are hoping they're bringing. Is it their world view? Is it their cultures and traditions? What is it? Is it for a specific academic program? Is it a particular way of thinking that we want to infuse into the curriculum or is it we just simply want to expose our students to other international students?

Additionally, a senior administrator spoke of globalizing the campus as a means to

enhance the educational experience for the domestic students.

> *Senior admin*: International students on campus as a strategy for
> diversifying the campus is a driver for sure, but I also think that it's not
> only diversity for diversity's sake. It's the experience of having different
> individuals from various cultural backgrounds and different ways of
> learning and knowing, engaged with our students.

This faculty member directly addressed the role that international students serve for the

domestic students:

> *Fac Int'l A:* And so that our students have-when I say, "our students,"
> I'm talking about really domestic students- have an opportunity in their
> undergraduate and their graduate experience work with individuals from
> other places in the world.

Summary Perceptions of Internationalization

Two major themes emerged from data analyzed about perceptions of

comprehensive internationalization. The first theme focused on motives and rationales

of internationalization. Staff and faculty spoke to the trend of internationalization in

higher education as well as the interpretation of internationalization as a comprehensive,

campus-wide endeavor that resulted in programs such as study abroad and international

student enrollments. From an *espoused theory vs. theory-in-practice* perspective there

was some differentiation between the university's stated internationalization goals and

the perception of individual stakeholders from the diversity and international office. In

examining how internationalization is understood there was incongruence between the

stated goals and the perceived practice. The university's primary stated goal of global perspective through internationalization contrasts with the reported practice of internationalization of revenue generating purposes. Revenue generation was not an articulated motivation present in the universities mission statement or strategic plan. A specific economic rationale for internationalization is not present in any of university documents reviewed, though the documents did articulate a priority for the graduates to succeed and contribute professionally across the globe. The literature is rife with theoretical research regarding the increase of internationalization policy as a response to economic globalization with the goal of generating tuition revenue as public funding for higher education decreases (Enders, 2004; Eade & Peacock, 2009; Jiang, 2008;)

The second main internationalization understanding revealed congruency between university documents and interviews.   This congruency was the creation of a polemic between international and domestic students. Both the documents and the interviews understood internationalization as a benefit for specifically for domestic students, to provide them with "exposure" to different cultures that would contribute to their development as a "global citizen."

Perceptions of Equity and Diversity

Universities typically implement equity initiatives through a centralized diversity and/or multicultural office (Iverson, 2009; Olson et al, 2007). Equity is

frequently, though incorrectly, measured through metrics of diversity and quantified

through ethno-racial, socio-economic and family status (e.g. first generation students)

data (Bensimon, 2004). As mentioned in chapter one there is a certain amount of

ambiguity and confusion around the definitions of equity and diversity. Through the

interview analysis, it is clear that diversity is understood at WCU as a measure of

equity. Equity is mentioned in the university mission and strategic plan as essential for

fulfilling the shared goals of social justice. This is in contrast to the literature, which

emphasizes a clear differentiation between equity and diversity, specifically indicating

that, "diversity doesn't equal equity" (Bensimon, 2005, p. 4).

For the purpose of this research, perceptions about how WCU achieved its stated

goal of social justice through educational equity, data were obtained through

questioning individuals about programs and policies established through the campus

diversity effort. This area was comprised of the cultural and diversity center that was

organizationally situated in student affairs but with a close relationship to the vice

president for academic affairs. Responses about campus equity elicited information or

factual data about three areas relating to university equity goals: access to the university

through financial support for specific campus populations, understanding diversity as a

shared campus goal and finally, and inhibitors to campus diversity.

Firstly, the most common understanding of equity was through the equity of

access concept (Figure 4, p. 52). This concept understands equity as being achieved by

providing university access, in the form of admissions and financial aid, to marginalized

populations based on ethno-racial, socio-economic and/or generational status.

> *Senior Admin:* That's how we practice our commitment to diversity; specifically- for historically, under-resourced students that come from ethnic minority communities of Latino, African-American and Native American descent.

The most commonly cited marginalized population was that of *first generation* students.

This category of students is recognized as needing additional support from the

university due to their status as being the first member in their family to attend a

university.

> *Fac Other:* The figure is about a third of our students are first generation [students] going to college. And so, our level of diversity is super high.

Respondents also understood diversity to be a measure of socio-economic and ethno-

racial characteristics.

> *Senior Admin:* [WCU] serves underprivileged, lower socio-economic as well as students who are coming from more recent immigrant groups. And so they fall into those under-resourced categories.

> *Fac Int'l A:* Along ethnicity we are super diverse. And the socio-economically, we have some very affluent people because tuition is expensive. A third are first generation and are getting a lot of [financial] assistance.

As with internationalization, equity was conceptualized and spoken about through a

domestic student perspective. Programs supported by the university to specifically to

promote inclusive access were programs focused on domestic students. Access was

reported to be provided to students with need through university financial assistance

programs.

> *Staff Div A:* On the domestic side, my perception is that WCU [admissions] looks at student potential and not [the] ability to pay. We -- like many private universities, offer a tremendous amount of financial support. We're giving those students a chance because we see potential in them, and then we have a number of programs with our first generation students, like the Summer Bridge program.

> *Senior admin:* Those financial aid stats are really high. It's up in the 78th percentile of students. Really high. So there's a lot of institutional aid. Outside of salaries and benefits, the highest expenditure in the university's expense sheet is our institutional aid.

This support is perceived to be coming from the very highest representatives of the

university.

> *Staff Int'l*: WCU does a lot to provide access to first generation students. This is something the president talks about a lot. He says, things like, we could be just cherry picking the best students who have the most personal funding for school and that could be our student body at WCU-- but we don't do that.

Staff also understood equity in reference to inclusive programming and co-curricular

activities:

> *Staff Int'l:* I think like engagement is really the key word around, you know, programming, policies and both enhancing all student's education through diversity and just sort of elevating students and faculty and staff's consciousness making the university a really safe and open place for all people.

> *Staff Div A:* Based on what I know social justice here [at WCU] is about providing opportunities to everyone. All students need to have the same opportunities. [Including] access to an adviser anytime, any day and other programs to help them do well at WCU.

The second perception of equity understanding showed that participants shared the belief that WCU is meeting is stated goals of educational access and opportunity for all students. Interviewees were happy to provide empirical data about the successes of the university in this area. This data was also prominent on the university's mission and values webpage.

> *Staff Div B:* we are listed in the top ten of the most diverse universities in a national ranking. I mean, that would be like a concrete sort of indication of our commitment to our values.

> *Senior admin:* Part of going back to that high commitment of giving institutional aid for students-- we do it because we believe that these students have to have these kind of diverse engagement with people, and young people and individuals from diverse geographic areas in order to be able to have the type of a Liberal Arts Education that we believe that they need when they leave.

All of the participants were aware of the WCU's strong commitment to social justice, equity and diversity. The respondents painted a picture that portrayed this goal as the top university priority and that diverse perspectives are important and valued. The sentiments were very much in line with the discourses from the university mission and strategic goals statement.

> *Faculty Int'l A*: In the department that I teach in there's more of an embracing of different cultures. There's more of a celebration of cultural diversity. It's definitely the message that we need to accept and appreciate different cultures and focus on cultural diversity, multicultural issues, and social justice.

>*Staff Div B:* One way that we look at our mission of diversity and inclusion is primarily through aiding and providing aid and access basically to students who otherwise would never get the chance at a university education

A comment from a senior administrator indicated that the university's deliberate and strategic funding of her office and other programming come from a sincere university commitment to equity and social justice

>*Senior admin:* I think there was clearly an opportunity for the institution to sit back on its laurels and just assume that because of our geographic locale that our enrollment would be diverse. But that they took some affirmative steps to first of all quantify what does that mean for us [to be diverse] and to qualify it as well.

The third major theme present in the discussion around campus equity was the articulation of inhibitors towards a diverse campus. The respondents mostly spoke to the need for financial resources to support university access to under-represented groups.

>*Senior admin:* That's how we look at our mission of diversity and inclusion is primarily through aiding and providing aid and access basically to students who otherwise would never get the chance.

Uninformed faculty and staff also are perceived to inhibit the campus diversity mission. In some cases the sentiment that issues of diversity and equity needed to be taught and disseminated in deliberate manner.

>*Fac Int'l A:* I mean with diversity -- there's a literature. When I was associate dean I gave my dean a mini course on what Chicano means in

California. I mean the history of that term and what you actually really
need to know, you know? You really need to know that here.

In another instance, professional development is recognized as an important mean for

educating the campus community around the goals of campus equity.

> *Senior admin:* You've got to keep all your people trained and their
> professional development towards diversity and intercultural engagement
> has to be ongoing. If you want to have people that can respond to all the
> drama [in student life] you've got to have culturally literate staff
> members.

The emphasis for keeping the message of diversity and equity ongoing was reiterated in

a comment from a senior administrator who faces a constant challenge to keep diversity

issues at the forefront with campus key stakeholders, both at the top and bottom.

> *Senior admin:* I had people, honest people, when the [diversity] office
> first opened who said, "Why do we even need a diversity office anyway,
> aren't we diverse enough? Don't we always make the US News World
> Report top most diverse schools in country?"

This challenge is also spoken to in the literature as a means of keeping the diversity

discourse alive and at the forefront of university policy discussions (Iverson, 2007;

Tierney, 1999)

Summary Perceptions of Equity and Diversity

There was significant congruency in the discourse espoused through university

documents and the reported activities of staff and faculty around diversity and equity

goals at WCU. Documents and interviews both placed a high priority on financial

access to the university as the primary means to operationalize goals of equity. Faculty

and staff reported that adequate funding support is provided by the university for programs that advance students towards equity goals of opportunity, inclusion and successful outcomes.

Respondents understood diversity to correspond to the university's stated goals of equity through programs and policies that: enhanced student access to the university, provided opportunities that encouraged the retention and graduation of students, and fostered an inclusive, integrated campus community. The university's mission and vision of social justice through educational equity is well understood and shared by members of the staff, faculty and administration. All respondents clearly articulated the university's stated mission of enrolling students from a diverse background and recruiting diverse, highly qualified faculty. Respondents also shared the perceptions that the university gives significant financial support to students in order to achieve this goal. Many were readily able to give factual data regarding the percentage of students receiving financial assistance. Respondents also identified *first generation students* as the group that constitutes the most "diversity" at the university.

Intersection of Internationalization and Diversity Policies

A third theme emerged from the data that blended the issues of internationalization and equity. This theme was called the *intersection of internationalization and equity* and had the following sub themes: diversity as a

domestic student construct, common equity issues between international and domestic

students, and equity issues being addressed at the university.   Participants were able to

offer a clear understanding of this intersection and how internationalization was

supporting or inhibiting campus equity initiatives.

A theme developed from comments by the respondents exposed perceptions

about whether internationalization policies, such as increased international student

enrollments, or development of new study abroad programs supported or inhibited

existing campus equity initiatives. A staff member voiced a specific concern about an

increase in the distribution of finite resources devoted to international students.

> *Staff Div B:* Yes, I think some people are feeling like there's other communities of students [in need of resources] that they've been trying to get attention and resources for and haven't been successful, and now suddenly, there's money and energy and staffing and new programs being developed and funded specifically for international students.

Concerns were also stated about the tendency to divide international and domestic

students in terms of definitions and resourcing of services.

> *Staff Div B:* WCU has a very, inconsistent definition and approach to not only internationalization but also working with international students. It's seen as separate, international students and then domestic students. My area is seen as a place where a lot of programs and initiatives come out that are directed more towards domestic students and not intended for internationals.

As previously articulated by the interview participants, WCC promotes equity of access

through institutional aid. Many respondents indicated that this measure is only

currently applicable to domestic students.

> *Staff Int'l:* WCU doesn't offer any international student scholarships.
> We have some teaching assistantships and things like that, but they're not
> exclusively for international students. I think we could do more and I
> would love to see a merit based scholarship be available for our
> international students.

> *Senior admin:* [Institutional scholarships] are not currently available to
> international students. I think, in theory, they [international students]
> could compete. We have a special university scholar scholarship, you
> know, a merit based scholarship. But my perception is that it's very rare
> that an international student gets picked up or considered for that one.

Faculty respondents also seemed unsure if international students would be

eligible for financial aid in the future, and one faculty member made a connection

between the need to support diversity in the international student side in order to be

truly equitable.

> *Fac Other:* Most of the international students are not eligible for
> financial aid, and so there's very little aid that's going to international
> students. I'm not sure if the policy for institutional aid for international
> students ever will change.

> *Fac Int'l A:* I'm not sure exactly if providing financial assistance to
> international students is going to happen, but I do know that we do want
> to diversify our international student pool. We're probably going to have
> to be faced with how we're going to start looking at what are the missed
> opportunities and access that we could be providing for international
> students that maybe coming from other geographic areas and may not
> have type of support network, and financial means to enroll in the
> institution.

As reported in the previous section the interviews revealed an understanding that diversity is a concept that defines and describes the *domestic students only*. This was especially prevalent when the discussion focused on institutional aid for under-served students.

> *Staff Div A:* Well you know for domestic students, the largest diversity engagement [program] that university does, is clearly through institutional aid.

> *Senior admin:* The institution really does reach out to domestic students, that is-- the historically under-resourced groups, as well as, what we call the kind of "new" under-resourced groups that are emerging and continue to emerge.

The diversity office was also identified as primarily providing services for domestic students.

> *Staff Div B:* WCU has an inconsistent definition and approach to not only internationalization, but also working with international students. They [students] are seen as separate groups: international students and then domestic students. The diversity center is seen as a place where programs and initiatives come out that are directed more towards domestic students.

Additionally, there was concern voiced about the financial needs of domestic students losing ground to the international student revenue discourse.

> *Senior admin:* What the discussion around revenue generation and international student enrollment does…it diminishes the numbers of individuals that are domestic and that the university is supporting [through institutional aid].

Secondly, despite a reoccurring discourse that divided the student body into two distinct and separate groups, all of the respondents were able to articulate the ways in which international students and domestic students that represent diversity at WCU had common equity issues in terms of university access, available opportunities, positive academic outcomes, community integration, and exposure to a hostile environment.

> *Fac Other:* If the institution determines that, "Yes, having international students on campus is something that we want to do for reasons X, Y and Z" then we have to have the support services in place to really help these students transition and become fully immersed in the university culture and climate. And not be treated as these distinct and separate others, but as WCU university students.

Equity for all student populations should be addressed at the top level and through strategic initiatives is also something that was emphasized by the respondents.

> *Fac Int'l B:* The strategy [to increase international student enrollments] is forcing the university to think about, "What is the purpose of bringing international students to the campus?" And if you're going to speak of ourselves at an international university, what support are we providing both to those students coming over and our existing students in terms of educating them on how to be welcoming and receptive and open to students from different cultures and backgrounds.

A staff member currently responsible for programs targeted to assist at-risk students made it clear that s/he sees the students as students and does not separate students based on domestic or international status.

> *Staff Div B:* I maintained a relationship with the recruitment and retention [office] simply because we serve many of the same students -- the student population that both gets recruited and needs to be retained.

This staff person spoke to the importance of training the entire campus of how to work

with the special needs of international students.

> *Staff Div B:* It [international vs. domestic students] gets framed as a
> question of separate but equal. And I think that we are doing
> international students a disservice if all of the services outside of the
> international office are not equipped, trained and ready to work with
> international students.

Retention of students also emerged as an outcome based measurement of equity.

> *Staff Int'l:* The other attention that's being placed on international
> students is when you look at retention rates, they [international students]
> have the lowest retention rate for all of our students.

> *Staff Div B:* WCU has always had this tradition of having international
> students. But we're seeing this increase in international students, that we
> don't seem to be tapering off anytime soon. We want to keep these
> students and retain these students. What programs and services do they
> need to stay at WCU and be successful at WCU?

Integration of students within the campus community was also seen as issue common to

international and domestic students. Speaking directly about incoming domestic

students this administrator spoke of the university's commitment to building an

inclusive campus community.

> *Senior admin:* From the very onset that the students arrive we think
> about how are they [domestic students] are introduced to the campus
> community. How do we create experiences that are individual to their
> needs yet does not lead to, what I call, a ghettoized experience?

Relating directly to the experiences of international students this staff person framed

integration as a social justice issue.

> *Staff Div B:* The diversity and cultural center sees the integration of
> international students as a social justice issue for our international
> students. Making sure that they feel that this is a welcoming inclusive
> environment is important.

> *Fac Int'l A:* Integration of international students is a huge issue that isn't
> happening. And so when people say anything about x group of
> international students that are together, I say, it does happen and it's
> going to continue. It goes on with the domestic students too. It's our
> opportunity as higher professionals to figure out what are job is helping
> to nurture and to facilitate that integration.

This staff member echoes a previous sentiment from another colleague that the issues

are the same for international as well as domestic students.

> *Staff Div B:* I try to address issues of inequity across all kinds of context.
> I don't divide it based on domestic/international. Their [international
> students] experience with things like racism and sexism could be very,
> very similar if they're an international student. So we try and put up
> programming that any student, any staff or faculty can come to.

Respondents indicated that the recent increase in international student enrollments

seemed to be creating a hostile campus environment towards internationals and brought

about other issues common to traditionally marginalized student groups, such as

segregation and racism.

> *Staff Int'l:* How do we start naming this issue and creating a space for
> students on both sides of the issue can kind of speak?" What is it that the
> international students are experiencing and what is it the American
> students are experiencing about the presence of international students on

campus?

Fac Int'l A: With this huge increase of international students, particularly students from x [country], there's a lot of growing tensions around that particular population, and a lot of xenophobia emerging in the student body.

One faculty member spoke to the process of marginalizing international students as a student group and the detriment that it can cause.

Fac Other: With international students we're creating a self and an other. This idea of labeling students "internationals", and this creation of the other person-- it's ridiculous. If they are students in the university, they are students in the university– whether they come from Chico, California or Beijing, China, they are still admitted, enrolled students and we should treat them as such. There should be a shared understanding that international students may have issues that we have to support. We want them to "mainstream" as your average student; we should not have this separation of otherness that exists right now.

Staff Div B: Because of these heightened tensions [between international and domestic students] this past semester, my phone has been ringing more because the administrators perceive the tension toward international students as an intercultural issue. But in reality, administrators at the senior levels normally view our area as much more focused on traditional kind of issues for domestic students. These issues are more domestic, US-based issues, like racism in the US context, or sexism in the US context.

Lastly respondents spoke to the ways in which the intersections between international and diversity initiatives can be addressed to not only educate the campus

community, but to also equip them with the skills necessary to better confront these

issues.

> *Staff Div B:* Those are the kind of things that I try to clarify.
> Understanding where the intersections are, is especially fruitful because
> they not only problematize the ways that we think about fairly simple
> terms like racism but it also helps people think about them in different
> ways, in different angles. Like "Oh, international students experience
> racism? Huh, I thought they were all rich from other countries. What
> problems could they have?" This kind of a thing is also another narrative
> that people have about international students.

In order to deal with these emerging issues of racism towards international students,

collaboration between units is brought up as a necessity for developing a shared

understanding and contextualizing of the issue.

> *Staff Div B:* My latest conversation with the international office, is that I
> came up with this idea to talk about, perhaps try and come up with a
> program in the spring to talk about the ways in which international
> students have experienced racism here in the US as a way to reframe the
> ways in which we think about racism as a domestic issue but then also
> address the fact that international students experience racism.

Another staff member gave an example of some successful cross collaboration activities

between campus offices.

> *Staff Int'l:* We did this art project during International Week; it was
> about identity and where people are from. It was reflecting domestic
> multicultural diversity but also international student diversity. We
> partnered with the other office to do that program. Then this year we've
> been meeting with them to talk about -- because with the growth of
> international students, there has been a little bit of push back in the
> student body and a little bit of xenophobia from American students.

This spirit of collaboration across campus units also presented itself in terms of

committee work dedicated to new issues for international students.

> *Staff Int'l:* The international office is participating in campus
> committees that are dealing with those issues. With the diversity office
> we hosted a series of forums last spring looking at different diversity
> topics and one that kind of emerged was international-global perspective
> through which to better understand things.

> *Staff Div B:* We've been talking with them [international office] this fall
> about how we start -- between our two offices--to tackle that issue
> [racism and international students]. First of all, it's naming the issue.
> Because there is a tension here at WCU because we pride ourselves of
> being a very diverse university. But I think just being highly ranked as a
> diverse university doesn't indicate what's really happening was for the
> student experience.

Summary of Intersection of Internationalization and Diversity Policies

Three primary themes emerged from the intersection of international and

diversity data. The first theme revealed the tendency of diversity to be a term reserved

and understood to only apply toward domestic students. This was in direct contrast to

the second theme in which respondents reported that international students faced the

same types of equity issues as domestic students including: access to university through

financial assistance, campus programs that encouraged opportunity and improved

outcomes, such as retention and graduation, integration/marginalization, and the

existence of a hostile, and at times, racist campus environment. A final theme showed

that the collaboration between the international and diversity offices to address common

problems related to student equity occurred at the lower and mid level management areas within the organization.

Organizational and Governance Structures

This topic of organizational structures dominated many of the conversations with the participants. The concepts of de/centralization, silos, cross-unit co-operation, and formal/informal collaborations were themes that were eventually grouped into two primary categories: organizational structures and governance structures. Each category had several sub-categories that served to provide a picture of how university perceptions internationalization and equity initiatives are influenced by campus organization structure.

In terms of understanding how the university addresses international and diversity issues many of the respondents pointed to varying types of organizational structures that encouraged or brought about cross-campus collaboration. Collaborations were encouraged either through a formal organizational structure such as taskforces, committees and professional development workshops or through more informal mechanisms, such as personal relationships.

This faculty member indicated that there is a task force for diversity at the college level that works with the centralized diversity office.

> *Faculty Int'l A:* We have within the college a diversity task force too that does a lot of programming that looks at curriculum and they will work directly with the director.

A staff member from the cultural diversity office articulated a more detailed explanation

of the role of the centralized diversity office that focused on the bigger

contextualization of diversity and lets the other areas focus on the programmatic

aspects.

> *Staff Div B*: The director does more work on higher level visibility
> issues with diversity on campus and also working with community
> members including alumni. The director really is about helping develop
> a broader consciousness for diversity issues on campus. S/he doesn't
> have the staff to implement a lot of really nitty-gritty programming, the
> on the ground programming, that's what comes out of my office.

Profession development was also mentioned as a means for formalizing organizational

structure and creating the narrative that builds the shared goals and values of the

campus community.

> Senior admin: So we've got to create this professional development for
> staff, and you've got to give them the lingo. You've got build capacity
> and then you have to do get the students affairs people to do the heavy
> lifting.

Development of a campus wide council is one way that was mentioned for WCU to

build capacity and shared vision around diversity initiatives and it is perceived from a

junior staff member to be a successful endeavor. This council is seen as truly

representative of the entire university as includes members from nearly every campus

unit.

>*Staff Div A:* They [cultural and diversity office} brought together people from different parts of the university and invited them to a sort of conversation. They really want people from every single administrative and academic group. The council is moving from a place of sort venting and brainstorming to a place of success and really concrete ideas and programs.

These formal structures appear to be in place for dealing with emerging international student issues as well.

>*Staff Int'l:* There was a really interesting conversation this semester in which the diversity office saw the international student issue as part of their own issues -- like inclusiveness and cultivating a welcoming campus. They're seeing it come up through their channels and from the feedback from communication with students.

Informal structural arrangements, such as personal relationships were often cited as a means for collaborating around international and equity issues. Personal relationships were indicated as the impetus for the majority of shared programming between the international and cultural diversity center.

>*Staff Div B:* A lot of what we end up doing with the international office is based on personal relationships, and this kind of organizational structure isn't really sustainable. Many folks in other offices have not been trained to see things from a global or international lens. We understand issues of inequity and inequality in the US context, but to think about equity within a global/international context becomes our challenge.

>*Staff Int'l:* I have a pretty good working and personal relationship with the director of the cultural diversity center, and I kind of just said flat out like, "I just want you to know that I'm mindful of the fact that there's a lot of buzz and energy and higher up administrative focus and attention

right now on international students, but we can't forget that that's just one population that need support on this campus."

Faculty also acknowledged the existence of informal relationships driving collaboration across campus units.

> *Faculty member:* It's a small enough school. People know each other too. So even if it doesn't look like structural collaboration. It may happen more informally.

Additional mechanisms mentioned for encouraging cross-campus collaboration also included the staff and/or faculty negotiating faculty support and buy in for an initiative.

> *Fac Int'l A:* My job is to encourage professors to bring their courses to do an immersion [abroad] program. And so I'm working with faculty that don't have the chance to connect the social issue with the class, and I say, "What can I do to help you?"

> *Fac Other:* All the departments are encouraging their faculty to go abroad, to do research, to take students, encourage students to see outside, and also when they come back to engage with the similar issues locally. I think everybody speaks the same language. And that's a huge advantage when the same language is part of the university, as a shared value.

> *Staff Int'l:* I'm working with a faculty member just to look at our curriculum internationalization effort, you know, to see what everyone is doing before we can recommend what we should be doing. Because maybe we're doing what we say we should be doing and it's already there, but no one's like systematized it, you know.

Collaboration across campus units was also reported to have been successful when there was a common issue to be addressed. Participants reported previous experience in

problem solving with a group or voiced their hope that there would be a campus-based response to some of the internationalization issues.

> *Staff Int'l:* This year has been very much the dramatic thing of like, "Whoa! How do we deal with this influx of international students?'" And so our office has been partnering with a number of our colleagues around campus because it is a campus-wide issue.

> *Fac Int'l B:* The hope is we'll meet with the other schools for some kind of unified response; including a discussion about the issue of the international students and international students' admission.

The interviews also revealed instances of non-collaboration across units and the recognition of the need to break down the barriers to cross-unit collaboration, including the commonly encountered silo-ing that is common at many universities. The disconnect between student affairs and academic affairs revealed perceptions about the relative importance and prestige placed on each office.   Faculty reported seeing international issues as a student life issues.

> *Fac Int'l B:* The international office is seen as more as kind of a student life thing. It is not part of an academic unit, but part of student affairs.

> *Fac Int'l A:* [The international office director] is very good and has really strengthened the kind of services to international students. Sometimes diversity offices and international offices have separate and competing agendas. I think they might compete, but they're both strengthening internally in many ways too.

An organization change regarding the recent movement of the international office from student affairs to academic affairs spoke to the changing perception of international issues at the university.

>*Staff Int'l:* Another big shift in our office was that we were in Student Life for many years. It used to be all one unit within what they called campus life, now its called student life.

This move resulted in some immediate improvements for the international office.

>*Staff Int'l:* And then, we [international office] got funding, finally, to add a new full-time position, an international student advisor position. So now, we have a total five full-time staff.

But the international office still sees the importance of keeping a close working relationship with the diversity area even though they are in separate divisions at this point.

>*Staff Int'l:* I'm happy and proud to say that the relationship hasn't diminished since we've been moved out of the [student life] division. We've always had a close relationship with the multicultural office and we are going to maintain this.

An example of the positive perception of cross unit collaboration came from the mention of the new, centralized advising center. Nearly every participant commented on the importance of this centralized advising area that was deliberately staffed to assist all types of students on campus.

>*Fac Int'l A:* So we just started a new kind of centralized advising center that just opened a couple of weeks ago and it's very cool. So we're centralizing the advising from the schools. It was getting confusing not just for international students, but for students in general with every school having their own little advising pod.

>*Staff Int'l*: How can we help these international students be successful? We have a new centralized undergraduate academic support and advising

center that is set up to assist all of our students. It's really great.

> *Staff Div A*: The centralized advising center has all the different universities advisors, for example, there was a specific new person hired there—who is the lead on supporting the international student community, but we also have someone who's the lead on serving student athletes and someone who's serving first generation students, too.

Finally, an important perception that was revealed was that of ownership of unit specific knowledge. This is information that may be specific to the responsibilities of the diversity or international office. The international office staff member expressed her desire to share and spread this knowledge to the greater campus community, thereby promoting the value of cross campus collaboration.

> *Staff Int'l:* And so, the message we're really trying to say is all of us can become experts in international student issues and it's not just "Come and lay this issue at our doorstep and we're happy to partner…"

Governance structure was previously defined as the types of organizations in a university that bring about shared goals. Types of governance structures included faculty engagement, support from the top, middle and lower hierarchies (Olson, 2005; Hser, 2005). Research participants spoke to their perceptions of all of these areas and in particular to the resources, support and responsiveness of top level administrators.

> *Senior admin:* And then you got to have people at the leadership level who understand that you've got to keep creating. You've got to provide resources so all these people can do their job well

Fac Other: The industry model that is here [at WCU] is that the manager really helps an organization think about what is its opportunity and commitment as well as challenges to fully integrate diversity and inclusion into their thinking and to the very fabrics of the university.

Staff were impressed and inspired by leadership and commitment to stated university

goals from the very top of the university.

Staff Int'l: I'm a huge fan of the president. She has a passion for internationalization. She always comes to our [international student] orientations, talks to the students, personally welcomes them and talks about her own international experience.

Staff Div B: I think the administrators really get the experience of what our students are going through and I think they're very supportive, and then that trickles down from the top. I also give a lot of credit to our current president. I mean she really speaks global perspective in global education, and she sits that at the top and that just permeates and infuses the whole culture of the university.

The requirement from senior administrators to produce reports and metrics regarding

international initiatives gave the faculty respondents the sense that internationalization

is a priority area for the university

Fac Int'l A: We have a new dean he knows everyone's doing international stuff, so now he started last year an internationalization task force. And that is a reporting group. Internationalization reporting will now go to the dean and to the provost

Fac Other: What the dean wants to do going forward is have a document of everything we do, and which priority does it fall under. That's one way to show what we've done in terms of I guess are those things effective.

In particular respondents specifically mentioned the commitment of senior level

administrators to respond to issues that directly threatened the social justice and/or

equity goals of the university.

>*Staff Int'l:* One of the good things about [WCU] is that when the community feels that we are not practicing in a way that's socially just, it comes forward. It comes forward.

>*Fac Int'l A:* There's an institutional tradition to bring justice issues forward to academic leadership. And that's a good thing because what it does is that it allows the institution to really kind of get better and really become more excellent.

Transparency on behalf of the senior level administrators was brought up as an essential

piece for building capacity and support for international initiatives.

>*Fac Int'l A:* I think the transparency is going to be brought into question or will be put in the spotlight as to what we're doing. There's going to have to be some sort of senior initiatives response and it may not be the university responding back. We need to start to see the policies, practices and rationales behind these policies and practices that explain our commitment to international initiatives.

>*Staff Div B:* The growth of international students and the associated issues has forced the university to think about -- to think really about the strategy for internationalization and the reasons they give for it.

Summary: Organizational and Governance Structures

Respondents reported that organizational structures that were perceived to bring

about successful cross-campus collaborations towards equity and internationalization

were: centralized committees, task forces and professional development workshops that

fostered a common narrative and focused on a shared goal. Additionally, current collaborations between the international and diversity office were reported to be primarily dependent on personal relationships between staff in the respective offices. Despite an organizational restructuring that eliminated a common reporting structure, the international and diversity offices still maintain effective communication and collaboration with each other. Representatives in both offices attributed this continuing relationship to strong personal ties.

Obtaining faculty-buy in was also shown to be a critical component towards fostering a cross-campus collaboration. Indicators of other positive governance structures were the perceptions of increased resources, responsiveness and support of senior-level administrators. Additionally respondents reported transparency and adherence to the mission/vision to be importance in how internationalization is perceived at WCU.

Summary and Synthesis

The university's stated mission/vision of providing a global perspective is well understood and in congruence with the office practices described by members of the staff, faculty and administration. Diversity of students through socio-economic and ethno-racial descriptors represented as a measure of equity at WCU is value that is shared and readily affirmed by all respondents.

There was significant congruency in the goals espoused through university documents and the activities reported by staff and faculty. University documents spoke to advancing a diversity of perspectives, experiences and traditions to students as well as furthering a curriculum fostering social justice concepts. The university documents revealed a growth motif in its word choice. It spoke of "cultivating" off-site programs, such as study abroad and "growing" a globally responsible "campus culture through the recruitment and retainment diverse faculty and staff." Additionally it spoke to "enrich" the campus climate for diversity and inclusion. This growth metaphor supports the earlier ascertain that international programs are spoken about as future successes and goals not yet attained.

Areas in which espoused goals did not match stated activities were centered on how staff and faculty polarized the student body. This discourse does not come through in university documents but is understood to be perpetuated throughout the university based on data reported by staff and faculty. Interview data indicated that international students have issues with campus integration, as there were reports of students clumping together in homogeneous groups speaking non-English languages. This created a concern that international students may not be integrating adequately with domestic students. If this is the case then the university's mission of "exposing students to students from other countries" may need additional structuring to get the domestic students and international students to interact in a meaningful way.

Another major area of incongruence between goals and practice emerged from the diversity discourse. Diversity was revealed by the respondents to be a term reserved for domestic students only despite contradictory language in the mission statement referring to international students as providing "cultural diversity." A separation of international students from domestic students persisted across all respondents, despite the recognition from many that international students face the same types of equity issues as domestic students including: financial issues, low retention and graduation rates, and the existence of a hostile campus environment.

The typology introduced in the literature review delineated ways in which a campus' approach to internationalization and equity could be described. There was incongruence on the perceptions of internationalization. The document analysis revealed a tendency towards the category of curricular enhancement in the internationalization typology. This was in stark contrast to the interview data, which revealed the economic priority category as the prominent discourse. There was congruency between the documents and the interviews with regards to the understanding of equity. Both data sets saw aspects of equity from two areas of the typology: access and social justice.

The findings in this study provide a context in understanding the perceptions of WCU faculty and staff towards internationalization and equity policies. To better

understand the varying discernments between international and equity discourses it was

necessary to also ascertain the understanding of each area separately. From this aspect

the data revealed that perceptions about internationalization varied, based on the

individual respondents' position at the university.   Staff perceived internationalization

as primarily being the efforts relating to increase of international student enrollments

and was understood to represent a high priority for the university based on examples of

increased staffing and resources for the international office. Faculty recognized

internationalization as a current trend and hot topic in higher education and also

understood the primary goal of WCU's internationalization policy as being focused on

international student recruitment. Faculty voiced some negative commentary around

perceived economic motives for international student recruitment -primarily that the

sole focus of the policy centered purely on revenue generation.

Intersection of Equity and Internationalization

Nearly all the respondents focused aspects of their job that intersected with

international student issues, as the most obvious example of internationalization policy.

Though there are other manifestations of comprehensive internationalization at WCU

the primary discourse is focused on international student issues. Equity was also

reduced to a limited scope; relating financial assistance for underrepresented (domestic)

students as the proxy for understanding equity policy. Respondents specifically

concentrated their responses about campus equity on quantitative measures of campus

ethno-racial and socio-economic student groups and switched to a discourse focused on diversity.

Perceptions about internationalization's impact on equity focused primarily on resource allocation for other marginalized campus student groups. All groups observed a rise in prestige and importance for the international office based on the increasing revenue support from central administration presumably due to and in support of increased enrollments of international students.

Organizational Structures and Perception of Equity and Internationalization

Organizational structures did show to influence the perception of campus internationalization and equity efforts. Centralized committees, task forces, and professional development workshops were seen to foster a common narrative and provide a shared focus through which to reach the objectives of the international and diversity office. Personal relationships were cited as the primary impetus for collaboration between low and mid level staff at the diversity and international office. These collaborations were not reported to be mandated or assessed by senior level administration. Respondents also shared a belief that organizational structures of loose-coupling and silo-ing impeded campus efforts toward cross-campus collaboration.

Chapter Five: Discussion and Recommendations

This chapter focuses on the interpretations of the collected data and implications of this study in relation to the examination of the perceptions of internationalization and equity policy at a university nationally recognized for its excellence in both internationalization and equity. It will start with an overview of the findings and follow with a second section to provide an interpretation of the findings. The implications section will examine the relevance of these findings in relationship to leadership, equity, and policy in education. The chapter will close with recommendations for action, further study and reflections on the research process.

Findings

Research Overview

This study investigated the perceptions of internationalization policy on campus equity initiatives at a US university that is well known for excellence in both internationalization and diversity policy, to gain a better understanding of the potential reproduction of inequity through the implementation of internationalization policy.

The research focused on a critical analysis of a case study university and examined perceptions of internationalization and equity policies through document analysis, and in-person interviews. Using the organizational theory lens of espoused theory vs. theory-in-practice (Argyris, 1974), this study examined the level of

congruency between the university's stated goals of equity and internationalization with the day-to-day practice of the international and diversity offices. By examining how both the campus international office and the diversity office understand and operationalize the concept of equity in their goals and practices it is hoped to be able to better understand the following research questions:

1. How do the reported practices of the international and diversity offices relate to the stated campus goals of internationalization and equity?

2. How does organizational structure influence the perception of campus internationalization initiatives?

Findings and Observations

The data provided a significant context for understanding how the reported practices of the international and diversity offices relate to the stated campus goals of internationalization and equity. The data revealed that there was congruency between the university's written mission and the practices of the diversity and international office in the stated goals of providing a global perspective for student learning and creating a global community on campus. Additionally, the data indicated discontinuity between stated university goals and individual practices around the understanding and defining of diversity. Organizational structures were found to play an important role in how the campus perceived internationalization initiatives and provided valuable data about ways in which university offices speak and understand one another.

Research Question One

How do the reported practices of the international and diversity offices relate to the stated campus goals of internationalization and equity?

Examining the data through the lens of espoused theory versus theory-in-practice allowed for a critical confrontation of existing understandings of work reported-to-be performed versus the actual work being done. Two primary practices emerged from the international and diversity office interview data, which matched the goals stated in the university mission and strategic planning documents.

The first goal centered on creating a more global perspective for university students. Respondents reported that this goal was achieved through a well-developed and organized study abroad program available to students seeking to earn course credit while spending time at an overseas university. An additional component to the traditional study abroad offerings were special programs developed through the campus outreach office that synthesized study abroad and a service learning course that is taken partly at the home campus and part at an overseas location. This program fit well with the university stated goals of "promoting global citizenship through service to others." Faculty and staff spoke highly of these programs. The service learning study abroad program was seen to be an ideal combination of faculty engagement, social justice and study abroad. Additionally equity of access to study abroad programs is supported by a tuition discount for all participating students.

A second campus goal focused on creating a more global and culturally diverse university. University documents and interviews emphasized the importance of international students and faculty in contributing to university diversity. Both the international office and cultural diversity office gave several examples how their day-to-day practice supported this goal. Diversity is seen to be an integral component to internationalization at WCU and is the dominant discourse in both the university mission and strategic planning document. As previously discussed the understandings of diversity in both university documents and in interviews presented two major concerns.

Two concerns emerged from the equity discourse. One concern was that diversity tended to be used and understood as proxy for equity. This was represented in the documents and in interviews that followed this logic: the many cultures represented on campus create diversity and because we have diversity we have equity. Equating diversity to equity runs contrary to established research that defines equity and diversity as separate concepts (McGee-Banks & Banks, 1995; Bensimon, 2004, Tierney, 1999). From the literature we understand that when diversity is a proxy for equity than equity as a concept is lost (Bensimon, 2004). Consequently the literature also reports that when something is no longer named it is no longer done (Douglass, 2005).   As equity is drown out in a discourse focused on diversity the likely hood that reproduction of

inequity is occurring becomes more prominent, because it is no longer, named, identified or evaluated (Tierney, 1999; Bourdieu, 1986).

An additional congruency between the interviews and the documents was the consistent marginalization of the international students. This marginalization resulted in creating similar equity issues, such as access, retention and outcomes for the international student population. In this respect the internationalization policy that increases campus diversity through higher international student enrollments may actually be inhibiting overall campus equity goals, as will be further explored in the next section.

A discontinuity between goals and practice was observed through the presence of a divergent narrative on behalf of all the interview participants between international students and domestic students. A polarization was shown to exist that created two separate populations of students: international and domestic. University documents may contribute slightly to the polarization discourse in their direct reference that international students contribute to the diversity of the university by representing "75 different countries," but the underlying sentiment is equity for all students. There is a conflict between this goal and reported practices of the university offices. It was reported that equity structures were in place to support diversity at WCU. In several instances respondents reported that certain equity programs excluded international students specifically or were not created to support them. One example was the

exclusion of international students from institutional scholarships. It was reported that

WCU only provides admissions access to international students that can afford to pay

full, private tuition rates. This presents a direct conflict from what is said in the mission

vision statement, "diversity is supported by the university through adequate resources

for students and faculty" and what is done:

> *Staff member:* The university provides a lot access to *domestic* (author's
> emphasis) students. This is something the president talks about a lot.
> S/he says, 'we could be just cherry picking the best students who have
> the most personal funding for school and that could be our student body
> at WCU-- but we don't do that. We provide resources for *these students*
> and they contribute to our diversity.'

The divergent of understandings international students and domestic students

indicates that the senior level administration is not providing an adequate narrative to

support the goal of WCU being an inclusive university committed to the access and

success of all students regardless of their citizenship. The discrepancy between goals

and practice indicate a potential failing on behalf of the institution in its intended goals

towards equity and internationalization.

Research Question Two

*How does organizational structure influence the perception of campus
internationalization initiatives?*

Several themes emerged in answering the second research question. The data

indicates that the decentralized structure of the case study university may have been

responsible for the divergent understandings of diversity and equity. The campus offices reported being loosely connected around their specific reporting lines in either academic or student affairs. Loosely-coupled structures (Weick, 2009), are known to be common in educational institutions, and the data shows that this structure did not support cross-campus collaborations around equity issues. It was noted by relevant staff in both offices that the connection between the cultural diversity office and the international office was based on personal relationships and a shared concern for international student issues. In this instance the staff of the cultural diversity office and international office were engaging in a bottom-up (as opposed to a top-down) governance structure (Trondal, 2010) which may be effective in the short run but without the guidance and support of senior-level administrators does not effectively build sustainable, shared capacity (Stromquist, 2007).

The respondents all commented on a new centralized structure that streamlined student advising and provided a "one-stop" center for advising concerns. The excitement around this advising center focused on the fact that it was staffed by campus experts in the following areas: disability services, athletics, veterans affairs, first generation, international students and advisors fluent in Spanish and Mandarin. This represented a solid example of a centrally designed, senior-level administration supported, non-siloed cross-campus collaboration.

Interpretation of Findings

Reproduction of Inequity Through Policy

The results of this study serve to confirm the research literature that reproduction of inequity happens through higher education policy development and implementation. Aspects of this study reveal the perpetuation of certain kinds of inequitable policies at the case study university. But the data also indicate that this perpetuation was not intentional. The research showed a discrepancy in the stated goals of the central administration and the implemented practice of the responsible staff areas. This incongruence resulted in the marginalization of a significant portion, nearly 10 percent, of the campus student population. Though indicated as contributing to diversity in written campus documents, international students, in practice, are excluded from equity programs such as need based financial aid and institutional support programs. This situation persists despite data indicating that international students have the lowest retention and graduation rates at the university. As universities continue to implement internationalization policy it is likely that similar issues will surface at other campuses with robust and growing internationalization programs. Further research on internationalization policy and campus equity is needed to assist educational leaders in higher education to develop, implement and evaluate a more equitable policy.

A large part of the incongruence between written goals and state practices appears to stem from a lack of understanding and inaccurate use of the terms diversity and equity. We know from the research literature that something must be named if it is to be addressed (Douglass, 2005). What is gleaned from this research is that policy must be adequately defined and understood if is to be implemented without threat of reproduction of inequity. Providing staff and faculty with a clear differentiation between diversity and equity would be a significant step forward in redressing the reproduction of inequity persisting at the case study campus. This would reduce the divergent understandings that currently exist around qualifiers for student types (e.g. domestic, international, diverse, etc.) and work towards the creation of a fully inclusive campus that is connected to same understood goals of equity and internationalization.

Organizational Learning and Equity

One aspect learned from the research is that setting goals and operationalizing them is a difficult task for educational leaders. As the research has shown the potential for a discrepancy to occur between stated goals and actual practice is high. No matter what polices or programs are put into place the research shows it is necessary to push back to the question: what societal issue we are attempting to redress through our policy and practice and how do we make sure we are doing this all the time?

Understanding how organizational structure influences the function of higher education institutions is a vital component to strong educational leadership. Research literature confirms the research data collected here that instances of loose-coupling (Wieck, 1976) created a non-collaborative environment that led to a discontinuity between and organizations goals and practice. The silo-ing effect of campus organizational structures was also shown to contribute to multiple and divergent understandings of both equity and diversity. These qualities play a key role in defining the case study university. Having differing understandings of the key component to the university mission is a serious compromise to stated goals.   Kezar (2008) pointed out that overlap in goals is not uncommon at many higher education institutions and suggests that institutions conduct internal assessments of organizational units that might have similar or complimentary objective and/or key performance indicators. In this research it was revealed that collaborations between the diversity and international office were based on a close personal relationship between the directors of those two offices. These types of collaborations shouldn't be left to chance and educational leaders need to develop incentives and mechanisms that encourage collaboration and dismantle the isolated and segmented, knowledge-camps around the campus.

Limitations

As with any research study, this particular case study has limitations. As previously noted, the intention of collecting research data from the university's administrators and faculty might have elicited a limited amount of useable and relevant data. This was not the case and the number and diversity of interviews yielded a high volume of data that provided a range of perspectives and information. Additionally, I did not collect data from students at the university and this may have placed a limitation on the type of perspective being gathered around internationalization at the campus core. As the research focus was on policy development and implementation, it was my opinion that students would have a limited contribution to the data in this area. Similarly, the qualitative nature of the study may have posed some restrictions on the data analysis process. It is possible that the participants' responses were subject to issues of social and political rank that may have affected the bias and perspective of the data. Additionally, media reports of negative experiences of international students at U.S. universities surfaced in the local and national press at the period that I conducted interviews. This may have led participants to assume I was looking for something specific and particular in my interview. To combat negative press, participants may have tried to show a very favorable angle of the university and be less critical and honest about the issues of internationalization on the campus.

Implications

In general the findings indicate that comprehensive internationalization policy

has the potential to negatively impact campus equity under certain conditions. The data

also denotes the areas in which there was congruency and incongruence between the

stated campus goals and the reported practice of equity and internationalization policy.

This section speaks to implications for the significance of the study and is organized

under the sub-topics of leadership, educational equity issues and policy development.

Leadership

It's important for educational leaders to understand how to meet stated goals

while also encouraging and promoting the concepts of equity in their implementation

and evaluation.   Unfortunately, the philosophical and ideological gap between senior

campus administrators and the campus organizational units can shut down the essential

dialogue that can keep the entire campus community on track towards its educational

goals. The findings of this study indicate that leadership that is unable to effectively

communicate the primary goals of the organization and does not evaluate performance

against the stated goals will, potentially, serve to reproduce educational inequity.

Strong leadership that supports campus equity should articulate goals, the means for

achieving them, and provide metrics that determine if practices are congruent with goals.

Educational Equity Issues

An absence of a critical examination of current educational trends has shown to be contributing factor to reproducing inequity. As indicated in the research, well meaning attempts to implement internationalization policy unintentionally reinforced practices that reproduced exclusion and inequity at the study university. Educational institutions have a moral obligation to perform due diligence in determining the impact policy has on equity issues. The impact of structural incongruence between leadership and practitioners, as previously established, led to divergence from the institution's commitment to social justice. Active oversight of the implementation of shared goals by centralized senior administrators should minimize the negative impacts of campus silos while keeping the university community focused the shared vision.

Policy Development

As previously seen policy drives action, but written policy cannot solely determine outcomes. Establishing metrics to evaluate policy is seen to be critical to insure that the existing practices will be in alignment with the stated goals. Metrics also serve as a check against the potential of a noble policy regressing into merely

meaningless rhetoric. Collaboration across the campus community was also shown to increase attention to equity issues among staff and faculty. The research revealed that collaborations left to chance and based on personal relationships were not sustainable and could lead to reproduction of inequity, as these informal agreements were not part of official policy or procedure. Policy makers should be encouraged to bring in members from across the campus community as a practice of collaboration. This initiates direct communication between policy makers and the policy implementers. In so doing ambiguity and divergent understandings of policy are diminished.

<div align="center">**Recommendations for Action**</div>

Reproduction of Inequity Through Policy

Higher education is well placed to serve the interests of redressing inequity and contributing to the participatory debate about global educational inequities. One way to guard against reproduction of inequity is to develop ways of identifying it through measurements. It is recommended that educational leaders develop appropriate metrics through which they can better examine if the goals and practices of their respective units are in alignment. It is said that what gets measured gets noticed (Bensimon, 2005) and developing evaluations that test a units outcomes against stated goals don't require extensive or time consuming tests. Working an equity measure into key performance

indicators is a way of establishing measures of equity as important and vital to the

organizations success and well-being.

The creation of a set of metrics that can be applied towards new policies that

address potential equity issues would be a useful tool for university leaders.   These

metrics would assist practitioners with a systematic list of equity issues to evaluate for

in determining the congruency of goals and practices of their respective organizational

unit. One potential model is Bensimon's (2005) *Diversity Scorecard.*   The *Diversity*

Scorecard is a scale developed to evaluate the university's level of equity across student

populations. Its strengths lie in the fact that it requires the participation of multiple

stakeholders at the university and works with quantitative data to establish baseline

metrics. This is a highly effective and visible method of showing how groups of

students are progressing in specific areas of the university (Kezar et al, 2008;

Bensimon, 2004). Previously, the development of equity programing, such as support

centers or increased resources for academic assistance were based on anecdotal

evidence or through personal interest and/or relationships. Using the Diversity Score

allows for policy makers to use raw data to quickly zero in on areas that are observed to

be underperforming thus providing a basis for devoting resources to that particular

endeavor.

Organizational Structures and Educational Equity

From the research data it was reveled that student equity issues were addressed at the case study university through cross-campus collaboration that was primarily based on personal relationships. While it is encouraging to know that some university staff recognize the need to collaborate to assist with student equity issues, it should not be left to chance to get It is recommended that new models be developed that foster consensus building across university groups (e.g. faculty, staff, students and administrators) in addressing issues related to internationalization and equity.

Recommendations for further study

Based on the research data collected there is a tremendous potential for internationalization plans to transform and change institutional policy that can result in increased global awareness and cross-cultural competency for the entire campus community.

Currently there exists very little research devoted to a critical examination of internationalization policy and its potential to impact student equity. Further examination in this area is recommended as an opportunity to institutionalize the process of building equity indicators into policy development, implementation and evaluation. The development of a metric that would evaluate of level of equity that

exists in an international policy would be a useful tool for practitioners and work to raise the profile of both internationalization and equity agendas on the campus.

Second, the development of financial model for higher education institutions that incorporates a more equitable relationship with internationalization needs to be explored. As universities are currently contending with shrinking public and domestic resources the view of international students as revenue stream can have a corrosive effect on their stated goals and vision. A better financial model needs to be conceived that is innovative enough to provide sustainable, financial support to the university but equitable enough so that the university is not dependent on exploiting a specific part of the student body based solely on their financial situation.

Reflections on the Research Process

To reflect on my own research practice, I have found the process of conducting a case study research project focused on examining the perceptions of internationalization and equity policies to be both challenging and rewarding. As a professional in the field of international education for over 15 years, I was initially compelled to conduct research on internationalization and equity to fill a gap that I perceived to be lacking in formal critical examination. As international initiatives continue to rise in prominence and importance in, not only higher education, but also at

the community college and secondary education levels, I believe it is of dire importance that a critical lens be held up to the policies and practices of internationalization. In the case of importing international students to U.S. education institutions for the purpose of supplementing shrinking revenue streams or public education cutbacks, a backlash of issues have already began to surface. Instances of campus based racism and general hostility towards international students have recently found their way into the mainstream media, and concerns from parents, faculty and other students about the universities' priorities have been raised both in this research, in the literature and anecdotally. This has launched a flurry of professional "best practices" in the international education community on topics ranging from successful orientations for international students to equity in study abroad programming to how best serve the Chinese, Indian, and Arab student populations. Study abroad and global perspective goals need to be more critically reviewed.

As I have often said to friends and colleagues, "this world isn't getting any bigger." The rate of U.S. students participating in study abroad program is continuing to rise and as we draw closer to a critical mass of students seeking an overseas experience we will see even larger numbers of students wanting and willing to have a high quality, academically relevant study abroad experience. Additionally, student mobility rates are increasing world wide and numbers of students choosing complete

their tertiary education outside of their home country are expected to rise considerably in the future.

Conclusion

International education researchers and professionals need to remain active and vigilant in taking a critical approach to international education. It is essential that international educators use their unique expertise and experience to help maintain the values of educational exchange that form the foundation of our own profession. Internationalization of education has an incredibly high potential to positively impact the future of not only our society in the, historically isolated, United States, but our global community. At the same time, aspects of internationalization carry the potential to exploit and harm those, both in the U.S. and abroad whose lives could be most positively impacted by the same policy.

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Appendices

APPENDIX A: Interview Protocol

SAN FRANCISCO
STATE UNIVERSITY

INTERVIEW PROTOCOL

TITLE: "**Exploring the Impact of Internationalization Policy at a Diversity Focused University**"

> TIME OF INTERVIEW:
> DATE:
> PLACE:
> INTERVIEWER: KATI ANDERSON BELL
> INTERVIEWEE:
> POSITION OF INTERVIEWEE:

I. The purpose of this study is to better understand how internationalized universities are structured and organized.
II. Data will be collected from the interviews that will be recorded and transcribed.
III. Please do not hesitate to ask questions about the study before or during the interview. I would be happy to share the findings with you after the research is completed. Your name will not be associated with the research findings in any and only the researcher will know your identity.
IV. There are no known risks and/or discomforts associated with this study.
V. This interview will last for 60 minutes.
VI. Please sign the consent form. You are signing it with full knowledge of the nature and purpose of the procedures. A copy of this form will be given to you.

QUESTIONS:
Meaning and Rationale of Internationalization at USF
1. What does internationalization mean at USF? To you? Students? Faculty?Staff?
2. What is the rationale (background) for internationalization at USF?
3. How has the internationalization of USF developed?

Organizational Structure, Goals and Expected Outcomes
4. How do you see success in your work at the int'l/diversity office?
5. How does the int'l/diversity office measure success?
6. What type of reporting are you responsible for?
7. Describe in your own words the main goals of the office?
8. How is your office perceived by the campus? By the int'l/diversity office?

Equity in the Internationalization Context
9. How much interaction do you have with the int'l/diversity office?
10. How does this office address campus goals of equity/diversity?
11. What are the most positive outcomes for the campus re: internationalization? Negative?

THANK YOU FOR YOUR COOPERATION AND PARTICIPATION IN THIS INTERVIEW. YOUR RESPONSES WILL REMAIN CONFIDENTIAL.

APPENDIX B: Informed Consent Form

SAN FRANCISCO
STATE UNIVERSITY

INFORMED CONSENT FORM

TITLE: "**Exploring the Impact of Internationalization Policy at a Diversity Focused University**"

PARTICIPATION: The following information is provided to inform you about your participation in the present study. You should be aware that you are free to decide to participate or not.

PURPOSE: The purpose of this study is to better understand how successfully internationalized universities are structured and organized.

PROCEDURE: Data will be collected from the interviews that will be recorded and transcribed.

RIGHTS: Please do not hesitate to ask questions about the study before or during the interview. I would be happy to share the findings with you after the research is completed. Your name will not be associated with the research findings in any and only the researcher will know your identity.

RISKS/BENEFITS: There are no known risks and/or discomforts associated with this study. The expected benefits associated with your participation are the information about successful campus internationalization.

Please sign this consent form. You are signing it with full knowledge of the nature and purpose of the procedures. A copy of this form will be given to you.

Signature _____ Date _____

Kati Anderson Bell, San Francisco State University