International education leadership experiences in Canadian universities:

Policy and practice

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Ethics Statement

The author, Sonja Knutson, received approval for this research project from the Interdisciplinary Committee on Ethics in Human Research (ICEHR) at Memorial University of Newfoundland on Aug 30, 2018. In accordance with the *Tri-Council Policy Statement on Ethical Conduct for Research Involving Humans (TCPS2)*, the project has been granted full ethics clearance.

Abstract

Over the past decade, Canadian universities have experienced significant growth in the numbers of international students and the revenue they represent, a result of both federal policy and the revenue needs of universities. As revenue generation has become an essential element in balancing budgets with international student income as the most significant and stable revenue opportunity, the position of the Senior International Officer (SIO), has inevitably gained prominence. Little empirical research is available on the SIO position, a senior administrative position that exists in most universities in Canada and is accountable for all international activity in Canadian universities. SIOs are expected to add economic value to their institutions and by extension their region or country, as well as to contribute to transformative humanistic goals, such as the development of globally aware graduates (Yemini, 2015). The inherent tension in attracting international students for economic reasons together with the transformative discourse of internationalization is a challenge of SIOs working in Canadian universities.

This dissertation explores the impact of the Canadian federal policy context and the expectations of universities with respect to the SIO role on the experiences of those in the role. The focus of the study is on the tensions of the SIO role in balancing expectations to achieve both economic and transformational outcomes, and will employ a qualitative, critical approach. The study itself is divided into three phases: a chronological analysis of federal international education policy in Canada from its beginnings until the present day; a critical discourse analysis of the executive search position briefs through which Canadian universities attract SIOs to the leadership role; and a critical examination of interviews with the incumbents recruited into the university SIO role.

The purpose of the research is to understand the experiences of these leaders in carrying out their mandates for campus internationalization. The findings show that SIOs are concerned with the growing focus at this time on internationalization for economic outcomes at both the federal and institutional levels. While SIOs continue to support these economic outcomes, the research shows they find covert ways to implement a more comprehensive internationalization to achieve academic and socio-cultural outcomes. This dissertation demonstrates that SIOs in Canada are committed to a comprehensive approach to internationalization, despite the overwhelming focus on economic outcomes in the discourse of federal policy and institutional expectations and aims for international education.

Dedication

This is dedicated to my brother, Frans Knutson, who teaches me day by day about curiosity,

humanity and tenacity. It is fitting that I write these words sitting at your table in NDG, Montreal

while you are puttering in the kitchen and as always, making me laugh. Love you forever.

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List of Acronyms

AIEA	Association of International Education Administrators
AUCC	Association of Universities and Colleges Canada
CBIE	Canadian Bureau for International Education
CDA	Critical Discourse Analysis
CIDA	Canadian International Development Agency
DFAIT	Department of Foreign Affairs and International Trade
DFATD	Department of Foreign Affairs, Trade and Development
GAC	Global Affairs Canada (formerly DFATD and DFAIT)
HE	Higher Education
IAU	International Association of Universities
IDRC	International Development Research Centre
IE	International Education
IES	International Education Strategy
IRCC	Immigration, Refugees and Citizenship Canada
IHE	International Higher Education
NGO	Non-governmental Organization
SIO	Senior International Officer
UnivCan	Universities Canada (new name for AUCC)

CHAPTER ONE: INTRODUCTION

Leading internationalization on Canadian campuses

The classic and widely accepted working definition of internationalization of higher education (IHE) as *"...*the process of integrating an international, intercultural or global dimension into the purpose, functions or delivery of post-secondary education" (Knight, 2003, p. 2), demonstrates that internationalization theory has, at its core, a change agenda. Other scholars add a focus on "comprehensive internationalization" (Hudzik, 2011) and "meaningful outcomes" (de Wit, Hunter, Howard, & Egron-Polak, 2015) which highlight both the university-wide nature of internationalization as well as the importance of considering the "why" of internationalization's change mandate. Scholars in international higher education thus generally agree that internationalization is a comprehensive process of institutional change that should involve rationales, strategies and intentions that are meaningful to the overall goals of a university education (Bartell, 2003; Hudzik, 2011; Knight, 2004; Mestenhauser, 2011; de Wit et al., 2015).

In Canada, the rhetoric of internationalization suggests that universities are advancing their internationalization agendas on a number of fronts, not only recruiting new and diverse student populations, but also "forging global connections and building global competencies among their students, faculty, and administrative units" (AUCC 2014, p. 3). Internationalization, at least in the literature, significantly impacts all aspects of university life, and this theoretical point of view provides the starting point for this study, which investigates the experiences and tensions of Canadian university leaders of internationalization (known in North America as the Senior International Officer (SIO)) as they implement internationalization on their campuses.

SIOs are senior level university administrators hired to lead an important and diverse range of student, faculty and staff activities that support internationalization. Although SIO responsibilities differ from institution to institution, as do university mandates themselves, irrespective of the location, size and profile of their university employer, SIOs are entrusted with *advancing* internationalization across the core business of the institution and in so doing transform the institution in all of its aspects (Di Maria, 2019). As enrollment growth and revenue potential of international students have become the dominant goals for IHE in Canada (AUCC, 2014), concerns are growing that our institutions are not being culturally responsive or ethically managing international activities, whether in international student recruitment, study abroad programming or partnership development (Brandenburg, de Wit, Jones, & Leask, 2019; Stein, Andreotti, & Suša, 2019; Yemini, 2015).

Clearly the SIO role is critical to implementing internationalization efforts but surprisingly, this senior leadership position has received little attention in research except for a few Delphi survey-based studies that identify common sets of knowledge and skills required for the position (Lambert, Nolan, Peterson, & Pierce, 2007; Myles & Corrie, 2008; Murray, Goedegebuure, van Liempd, & Vermeulen, 2014; Sheridan, 2005; Stearns, 2014). The existing literature outlines the generic qualities the SIO needs to possess to carry out the role, but there is an absence of literature addressing the SIO experience of leading the IHE portfolio. The SIO is responsible for the international activities, strategies and outcomes that affect their institution. Therefore, the actual lived experience of SIO as they carry out their role is a key to understanding how Canadian universities are focusing their internationalization efforts. This is important because understanding the challenges, practices and issues faced by SIOs in Canada

can engender improved internationalization strategies, implementation, and outcomes. This is the gap in scholarship that the research study aims to address.

The context of international education

The SIO role takes place in an IHE arena engulfed in debate, facing an identity crisis as it impels the university to *internationalize* yet with no consensus or clarity on what that means (Knight, 2014; Whitesed & Green, 2014). There is no coherence in the field with respect to an overarching vision, values, process and desired outcomes (Brandenburg & de Wit 2012; Maringe & Foskett, 2010a; Mestenhauser, 2011; Whitesed & Green, 2014). While scholars have begun to re-focus their efforts on defining the "purpose" of internationalization, which run the gamut from considering it a market expansion strategy, to a process of engendering intercultural understanding and a means to address global inequities (de Wit et al., 2015), agreement on "why internationalize?" remains elusive.

The current IHE discourse is characterized by a sense of loss over the erosion of humanistic international education values by an overriding focus on internationalization activities as revenue generation for the university (Altbach & Knight, 2007). This narrative is not exclusive to internationalization but is taking place across higher education globally where "other values have penetrated the public and academic discourse on education in recent decades, such as those of economic efficiency, market forces, competition, deregulation, accountability and branding." (Yemini, 2015, p. 21). The inherent tensions show no signs of abating, and the SIO is challenged to drive institutional change within this new "global era", responding to pressures to help institutions compete for market share while advancing a commitment to active humanistic efforts to improve societal well-being. Universities have come to depend on internationalization for enrollment and income, and thus on the SIO for the preservation of the

institutional status quo and in some instances their very survival, yet SIOs are still charged with a

mandate to contribute to the local and global *public good* through international activities (CBIE,

2016). Without research to help the field understand the challenges this dissonant dual role

represents, universities risk engaging SIOs who are unable to combine the fiscal realities with

humanistic approaches, are biased towards one aspect over the other, or are ineffectual in both.

A failure to mitigate such risks could result in reputational and fiscal impacts that could create

irreparable harm to an institution, and even to the country, which takes pride in its multicultural

ethos and humanistic approach to newcomer integration.

The debate over purpose

Due to the growth of global trade in higher education, internationalization currently finds

itself at the leading edge of debate over whether higher education contributes to the *public good*,

meaning it has a discernible positive impact on local or global populations, or in fact exacerbates

global inequity (Brandenburg & de Wit, 2011). While some scholars claim that IHE provides, on

balance, greater positive outcomes than negative (Altbach & Knight, 2007; Teichler, 2004), there

are counter claims that "global educational inequity is necessary to the commercial market in

international education." (Marginson, 2004, p. 23). Growing choruses of voices are warning that

internationalization has lost its way due to an overriding focus on revenue (Altbach, 2013;

Brandenburg & de Wit, 2011; Knight, 2014; Yemini, 2015). This happens as a result of public

funding declines, as cash-strapped universities turn to internationalization for fiscal solutions,

despite the suggestion that "linking a commercial revenue-generating approach with

internationalist rhetoric may frustrate the development of an international orientation in an

institution" (Turner & Robson, 2007, p. 1). Yemini (2015) points out that "like other areas in

education, the discourse on internationalization also distanced itself from the learner and the teaching

itself to address the political and financial forces that currently shape learning and education's significance" (p. 20). The essential dissonance between IHE's mandate to serve political and economic outcomes with the humanistic "transformative potential" of internationalization is at the heart of the contradictory mission of SIOs, as they struggle to "[reconcile] their ideal, educational visions of internationalization with the economic exigencies facing HEIs in a global era that focuses on competition and commodification" (Larsen & Al-Haque, 2016, p. 404).

Throughout history, higher education has been constantly impacted by change, but perhaps never before at such an accelerated pace. Buller (2015) provides several examples of change drivers that affect universities: social, technological, economic, ecological, political, legislative, ethical and demographic. Today these change drivers are fueled by globalization, defined by Altbach and Knight (2007) as the "economic, political and societal forces pushing 21st century higher education towards greater international involvement" (p. 290). The capacity for universities to engage with continuous change within today's globalized context is critical if they are to retain and uphold their mandates of public good and social sustainability (Williams, 2013).

The debate over internationalization's purpose and how it fits into economic, political, academic and societal mandates of higher education is an important topic of public discussion (de Wit & Leask, 2019). While Knight (2003) describes internationalization as a process of organizational change to the "purpose, function and delivery" of higher education (p. 3), Maringe and Foskett (2010a) add a layer of complexity to its role in universities, proposing it is a set of "institutional strategic responses to globalization" (p. 8). Thus, internationalization can be considered as both a significant driver of institutional change on the one hand, and a way for

universities to harness themselves to prepare for the impacts of globalization on the other (Deardorff, de Wit, & Heyl, 2012).

The context of government

Not only is IHE solving university budget gaps, but also the past few decades have seen it co-opted by governments as a trade and foreign policy tool, contributing to the national economy, the exercise of soft power and improving international status (Yemini, 2015). Canadian federal policy in recent years has focused on internationalization as "a key driver of Canada's future prosperity, particularly in the areas of innovation, trade, human capital development and the labour market." (DFAIT, 2012, p. viii). At the policy level, the priorities for internationalization are both nation-building and income generation, forecasting billions of dollars in direct tuition revenue from marketing Canadian education internationally, the attraction of highly qualified personnel through Canadian higher education programs, and the imbuing of global skills and understanding into Canadian students to improve the country's competitiveness (DFAIT, 2012).

Canada has signaled its intention to assert itself in the global higher education market and position the country to attract critical resources and talent, thus the SIO not only serves the university but also the nation, adding yet another set of demands, ideologies, and expectations to those in the role. SIOs then must find their own way to navigate the role, balancing their professional ideals with university aims and governmental aspirations. While the role of the SIO on post-secondary campuses is well-established in Canada (The Advisory Board Company, 2007; AUCC, 2014), there is little published research which explores the professional role in terms of how leaders manage the increasingly important and complex balancing act.

The scope of the SIO role

The SIO role goes far beyond the scope of most other university senior leadership roles in that it encompasses external relations, academic, and research endeavours, student recruitment, student support services, and revenue generation and budgetary accountability alongside interacting directly with all other university portfolios and managing a diverse group of professionals. The role is a recent development in Canadian universities, reflecting efforts over the past couple of decades to coordinate international efforts under one "umbrella" leadership position placed at the senior administration level of the university hierarchy (Clark, 1999). Not only is the portfolio diverse, it is generally in a constant state of flux given local and global forces and trends. The SIO is not only accountable for operationalizing international activities, but also with the more amorphous and ill-defined task of catalyzing and advancing change through the collective action of a portfolio of programs and projects. Arguably the breadth of the SIOs responsibilities has few, if any, parallels within the university administration. The SIO is in effect required to be transformer, manager, marketer, income earner, and nation builder.

The SIO as transformer

Internationalization of higher education has a transformational role, as Bartell (2003) explains, it can "transform on a scale unknown in human experience, all [university] stakeholders and constituents to function effectively and comfortably in a world characterized by close, multi-faceted relationships" (p. 49). SIOs lead the charge to "[alter] the culture of the institution by changing underlying assumptions and overt institutional behaviors, processes and structures" (Eckel, et al., 2001, p. 5). Heyl (2007) also points to the transformative mandate of the SIO, while advising that it will be fraught with challenges due to the competing demands of

practical university concerns and that the SIO will need to "persist". For the SIO the transformative remit is clear but the underpinning ideology and goal is generally multi-faceted and ambiguous, as is the portfolio.

The SIO as manager

Hudzik (2011) situates internationalization in a managerial portfolio, where the most important role of leadership is implementing a robust, comprehensive organizational change process. Hudzik (2011) is a leading proponent of comprehensive internationalization, which focuses on operationalizing and coordinating international activities across the university. However, to this concept of change for the sake of change, critics point out that without defining an end goal, internationalization can easily be co-opted to purposes that have nothing to do with the HE concept of the *public good* (de Wit & Brandenburg, 2011; Mestenhauser, 2011; Slimbach, 2015). The concern here is that the operational mandate becomes in effect a revenue generation mandate, and the internationalization agenda exclusively becomes a solution to university budget gaps instead of addressing educational outcomes. The SIOs role and critical challenge is to ensure that the internationalization agenda remains balanced.

The SIO as marketer

Universities in Canada increasingly equate internationalization with international student recruitment and thus a solution to budget and demographic gaps created by low domestic enrollment, rising costs and government budget reductions (AUCC, 2014; Walsh, 2018). Traditionally, the major revenue sources for Canadian public universities are the operating grant from the provincial government, tuition and fees, and research funds. The trend in Canada is for student tuition fees to comprise an increasingly larger portion of the total revenue for post-secondary education, as the proportion of public funding has declined steadily for the past 30

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years (Walsh, 2018). This trend in conjunction with the demographic decline Canada is experiencing, along with the rest of the Western world, means that Canadian universities are hungry for tuition revenue and they must seek this revenue outside national borders. Increasingly apparent is that internationalization of higher education encompasses two major, inherently dissonant purposes, as noted by Altbach (2013) the "tensions between academic values and financial considerations" (p. 15). It is in this place of dissonance that the SIO works.

The SIO as nation-builder

Internationalization of higher education has become increasingly linked with national aspirations as universities are the main engine of the global knowledge economy and are thus now seen both as producer of tradeable commodities but also as proxies for where a country sits in the international hierarchy of nations, depending on their position in international HE rankings. The launch of Canada's first international education strategy (2014) reinforced the higher education sector's responsibility to respond to the opportunity created by a stronger federal coordination of internationalization. As internationalization gained prominence nationally and on Canadian university campuses, with new and greater demands for leadership, collaboration and innovation (CBIE, 2016), most universities developed strategic plans and hired a senior administrative leader to both coordinate strategy and manage the myriad elements of international activities (AUCC, 2014). These leaders were not only to manage the institutions' international agenda but also to participate in initiatives at the national level.

The research problem

The SIOs role is broad, eclectic, and requires a wide range of skills and competencies. It is an increasingly critical element of the senior leadership of universities yet little is understood about how SIOs navigate their portfolios and achieve success, face challenges, and resolve

operational and systemic issues. Foskett & Maringe (2010a) highlighted this in their study, which found SIOs are ill prepared for the far-reaching impacts of their decision-making due to little guidance beyond their own skills and experience. Mestenhauser (2011) contended that to address the ambiguity and complexity of the role, SIOs would need to start by developing "conceptual foundations for their meta-practice" (p. 14) and lacking that would remain "floating [and] un-integrated" (p. 26). Foskett & Maringe (2010a) reinforce Mestenheuser's concerns over the gap in research and meta-practice guidance, stating that universities approach internationalization with "little reference to or supporting theoretical and strategic frameworks, and without a sound and substantial evidence base" (p. 7). The subject of this study is to contribute to a deeper understanding of the SIO profession within a conceptual framework of conflicting, divergent purposes: transforming the core education mandate of the campus side-by-side with meeting the demands of cash-strapped universities.

The study outline

This study will critically examine the experiences of Canadian SIOs within the context of internationalization, as it is currently constituted. The study seeks to discern common challenges in SIO roles and experiences in balancing internationalization's fiscal, academic and societal goals. Specifically, this study of the Canadian leadership context of IHE is undertaken with the following objectives:

- to analyze the Canadian federal policy context of IHE and its relevance to the SIO role

- to explore Canadian university priorities for internationalization through critical discourse analysis of executive position briefs that senior administrators and other stakeholders develop to attract an SIO; and

- to develop an understanding of how SIOs experience internationalization role on their campuses.

Chapter 2 provides a review of literature that pertains to IHE and to its leadership on Canadian campuses. Chapter 3 outlines the research methodology used to analyze the data sets. Chapters 4, 5 and 6 each present and analyze a different set of data based on the research questions as outlined below, with conclusions presented in the final chapter.

The research questions

The research questions that will be analyzed and discussed in this study will each comprise a chapter (4-6) of the dissertation:

1. What is the federal policy environment that shapes IHE in Canada and has it changed over time? This chapter will chronologically examine the rhetoric of policy discourse to highlight the values embedded in policy documents and will specifically focus on key texts that involve universities, such as Canada's international education report (DFAIT, 2012) and subsequent strategies (DFATD, 2014; Global Affairs Canada, 2019).

2. What do universities (broadly encompassing senior administration and other international education stakeholders) want from internationalization, when they seek a senior level administrator to coordinate international education on their campuses? This chapter will employ critical discourse analysis (CDA) to analyze data drawn from executive position briefs designed to attract SIOs. I will employ Fairclough's 2003 approach to CDA that helps to surface discourses that demonstrate what Canadian universities are prioritizing when they establish Senior Internationalization Officer positions. As I examine the desired qualities and attributes of SIOs as outlined in the position briefs, I will note their

surface textual elements using a process designed by Askehave (2010) and by comparing

across these elements, discern a range of storylines about the "Ideal SIO" represented.

3. How do SIOs in Canada experience in the role? This chapter will examine the

experiences and tensions of Canadian SIOs by eliciting narratives from the successful

candidates for the university positions portrayed in the position briefs. I intend to

interview the successful candidates who became the SIOs at the universities that sought

candidates through the executive position briefs of the previous section. I will again

employ Fairclough's (2003) questions to support an analysis of the SIOs experiences in

the role. The guiding questions for the SIO interviews are:

1) How do you experience the internationalization role as outlined originally in the

position brief?

2) What tensions do you experience in carrying out the role?

The significance of the study

The study is significant because of the critical importance of internationalization in

Canada both to universities and the country as a whole, and the necessity of understanding the

demands of the role and the skills required of SIOs to advance the internationalization agenda

effectively (Bartell, 2003; DFAIT, 2012; AUCC, 2014). The role of the SIO is essential, and yet

there is limited research available as to what skillsets and qualities SIOs should bring to the job

and how SIOs themselves should prepare for and navigate the space between mission and

mandate, imperative and embellishment, commodity and ethos. Research that does exist on

leadership in the field is primarily drawn from the US, Australia and Europe, post-secondary

arenas that differ greatly from the Canadian context, and focuses on the operational and

managerial functions of the role (Heyl, 2007; Lambert et al., 2007; Murray et al., 2014). There is

no available research on the experience of the Canadian SIO with respect to how they carry out the complex responsibility of balancing internationalization to manage fiscal, academic, reputational, social and cultural mandates.

Internationalization of higher education, if not able to achieve balance between fiscal and humanistic outcomes, risks ignoring and even impeding the advancement of IHE as a public good (Altbach, 2013; Egron-Polak & Hudson, 2014). The capacity of the SIO to balance tensions between fiscal outcomes and academic, social and cultural values has not previously been studied, thus this study will contribute to the understanding of the SIO within the Canadian context of IHE.

The background of international higher education

International education in universities is arguably as old as the institutions themselves, developed, as they were to bring together diverse scholars from distant geographic regions in the common study of sacred texts (Radford, 2013). Over millennia international education has morphed and evolved with the times and is currently shaped by globalization which is primarily driven by the flow of capital internationally and thus associated with neo-liberalism and the commodification of goods and services (Altbach, 2013). Although neo-liberalism has been identified as an over-arching paradigm in higher education today (Maringe & Foskett, 2010a; Marginson, 2004; Yemini, 2015), it is also true that humanistic goals of public good remain at least rhetorically important (de Wit & Leask, 2019; CBIE, 2016). It may be said that both drive Canadian IHE, an oppositional dichotomy that the SIO must understand and seek to hold in balance.

The origins of international education in Canada

Institutions of higher education in Canada were founded primarily in the traditions of England and France, and as universities began to be established in Canada, scholars tended to look to those colonizing countries for international connections. This accelerated in the aftermath of the Second World War when Canada began to develop a distinct national identity (Friesen, 2009). Canada's commitment to global peace and to developing country capacity building gave rise to opportunities for Canadian researchers to participate in capacity building activities in developing countries, arguably the first national wave of internationalization in Canadian higher education (Shute, 1999). From the post-war era until about the 1980's, universities responded to the foreign policy dominant at the time, which "greatly emphasized foreign aid to Third World countries" (Shute, 1999, p 71). The Canadian International Development Agency (CIDA) at the time tended to work through individual faculty experts, and not university administration, to deliver aid in the form of capacity building projects (Shute, 1999). Through the 1970's and 1980's, however, universities began to experience a shift in the prominence of international activities, from the peripheral engagement of individual researchers to a more student-focused approach as opportunities arose, under the umbrella of capacity-building projects, to host international students and send Canadian students abroad (Clark, 1999). This era was characterized by "exploration and altruism which helped to firmly establish the idea that Canadian universities were not only local but also global contributors to social improvement and wellbeing" (Friesen, 2009, p. 9).

The following decades saw a significant shift in the focus of internationalization on Canadian university campuses as increasing numbers of "international students arrived in Canada [and] brought the internationalization challenge at the individual level and a whole new

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range of support needs to Canadian campuses" (Friesen, 2009, p. 7). Internationalization driven

by international capacity building was changing at the federal level through this period too,

> "as government began to embrace a trade model with respect to education, the former
>
> emphasis on aiding students to come to Canada on scholarship funding gave way to a
>
> larger focus on "selling" university education to students from abroad who could afford
>
> to pay for their Canadian degrees" (Friesen, 2009, p.11).

At this juncture, internationalization encompassed two parallel trends, a rooted commitment to

international development and a fledgling opportunity to market Canadian higher education

globally.

As the inflow of international students increased, universities began to develop

international offices that were focused on administrative tasks and student supports (Shute,

1999). The emerging importance of administrative offices to support a surge in international

students often arose separately from the ongoing coordination of overseas capacity building

exercises by faculty (Shute, 1999). There was an expansion in the staff and offices within the

university dedicated to international activities, but these tended to be decentralized within the

university organizational structure. With a concurrent decline in both public funding and the

federal funds for capacity building opportunities, universities required an approach to

organizational structure that would efficiently manage internationalization, and began to

centralize some administrative functions. This coincided with an overall movement by university

administration towards managerial models, though this movement met resistance because it,

"[changed] relational dynamics within the institution away from the collegial model of the

traditional university and closer to a corporate model" (Friesen, 2009, p. 16). This era was

characterized by critical questioning of how to reconcile "social responsibility in the global context, even as they embrace their economic opportunities?" (Friesen, 2009, p. 21).

Into this context of an increasingly centralized and managerial approach to higher education in general came the Canadian government's decision to re-involve itself in IHE (DFAIT, 2012). An Advisory Panel was established in 2011, consisting of stakeholders in Canadian international education and chaired by Dr Amit Chakma, President and Vice-Chancellor of Western University at the time. The mandate was to widely consult across the country with stakeholders from the education sector, federal and provincial government departments and agencies, as well as associations and industry to develop as set of recommendations on which the federal government could build its first Canadian international education strategy (DFAIT 2012). The Report of the Advisory Panel, titled *International Education: A Key Driver of Canada's Future Prosperity* was delivered to the federal government's Department of Foreign Affairs and International Trade in 2012. It focused on Canadian prosperity - active national marketing to attract global talent for the development of the Canadian industry and economy and Canadian student mobility for them to acquire global skills and networks. It did not address issues of global access, equity and cooperation, which, in the face of the above debate on the role of Canadian higher education, clearly placed the Report on the economic outcomes side.

Following the publication of the Report (DFAIT, 2012), the federal government launched the first Canadian International Education Strategy (DFATD, 2014). The strategy focused on numerical targets for international student recruitment (450,000 international students by 2022) and there was no mention of sending Canadian students to go abroad (DFATD, 2014). Critique of the strategy focused on the state of internationalization in Canada as being no longer about

"engaging in mobility for the purposes of international and intercultural understanding [but] about strengthening national political and economic borders" (Trilokekar, 2016, p. 3). A new Canadian international education strategy was launched in 2019, which showed a return to some of the original recommendations of the 2012 Report, including funding for Canadian students to go abroad and a focus less on target numbers of international students and more on the diversity of countries of origin of students (Global Affairs, 2019). Despite its focus on mobility and diversity, the new strategy remains squarely focused on economic outcomes: "the new Strategy will aim, over the next five years, to diversify the education sector, boost Canada's innovation capacity, promote global ties and foster a vibrant Canadian economy." (Global Affairs, 2019, para 3).

The new strategy continues the theme, with Canada's prosperity front and centre. This direction for Canadian international education, which began with the Advisory Panel's Report in 2012, tells a new story of Canadian internationalization, displaying a "neoliberal rationale for increased market competition [which] has largely, if not completely, taken over the discursive space" (Suša, 2016, p. 51). This discourse characterizes the current era of Canadian international education literature where scholars point to international agendas that are grounded in economic rationales where the focus, supports and resources of both the country and its universities are on financial outcomes while humanistic outcomes though occasionally manifested rhetorically are not supported or resourced (El Masri & Trilokekar, 2016; Grantham, 2018; Suša, 2016)

Key concepts in international education leadership

This section outlines the key concepts that underpin my study. Firstly, it is important to acknowledge that the senior leadership role of the SIO is now established as a key senior administration position in universities globally (Di Maria, 2019). The position oversees a

common range of activities which generally include revenue generation; international student attraction and retention; international experiences for students, staff and faculty; strategic planning; risk management; intercultural learning; internationalization of research; international partner relations; off-shore campus management; and supporting the international activity of senior leadership and faculty. The term which I use in this study, Senior International Officer (SIO), originated in the United States and has been adopted increasingly in Canada, where it is replacing an older term, International Liaison Officer, "to describe individuals within an institution of higher education who are charged with leading and facilitating its comprehensive internationalization efforts" (AIEA, n.d.). The term SIO is an umbrella term used to describe the role "category", while the job titles in individual institutions are most often Director, Executive Director, Vice-Provost, Vice-President, and other permutations, which vary depending on the institutional culture and organizational structure (Di Maria, 2019).

The SIO role

SIOs, according to the literature, are expected to drive campus internationalization efforts, lead change management and transform the institution all within the context of growing pressures to contribute to revenue generation activities of the institution against a constantly shifting backdrop of national and local government policy (Foskett, 2010; Heyl, 2007; Mestenhauser, 2011). Despite the importance of SIOs to achieving institutional outcomes, very little is known about these leaders and how they experience the role and any tensions inherent in overseeing what is often a set of incoherent and seemingly incompatible tasks. As Larsen and Al-Haque (2016) point out, there are significant "tensions facing such leaders in reconciling their ideal, educational visions of internationalization with the economic exigencies facing HEI's [Higher Education Institutions] in a global era that focuses on competition and commodification"

(p. 404). This knowledge gap in understanding the work and mandate of the internationalization leader globally has implications for how higher education moves forward to address the global issues that require international cooperation, respect and cultural understanding. The following key concepts provide further clarification to the context of the SIO role.

SIO mandate for change

When John Heyl (2007) published the first monograph addressing the internationalization leadership role, he titled his book, *The Senior International Officer (SIO) as change agent.* He articulated the SIO role as "the one person to lead the process of "internationalizing" the institution, that is, to lead significant organizational change" (Heyl, 2007, p. 2). Knight (2004) and Hudzik (2011) present internationalization as comprehensive organizational change process but leave the question of both the purpose and end-goal unexamined. For the SIO, the concept of internationalization as an "advancer of change", without an articulated ideal state or end result is problematic since the impact, outcomes and unintended consequences of internationalization programmes are left to the SIO to sort out. As Foskett & Maringe (2010b) contend, universities do not adequately understand internationalization, let alone the type of leadership necessary to lead the internationalization change agenda.

One example of the consequences of attracting greater numbers of international students, for example, affects the faculty and students in university classrooms through exposure to new cross-cultural and cross-linguistic experiences, which can have both positive and negative educational impacts (Freisen, 2009) for which the SIO in effect is accountable. When internationalization is focused on comprehensive organizational change with no overarching vision for the future beyond expansion (Heyl, 2007), the potential for meaningful educational outcomes are ignored and at worst, the risk of negative outcomes is raised (de Wit & Jooste,

2014). McAllister-Grande (2018) contends that the "current, dominant model of internationalization in the West has a self-renewing, value-free teleology…by creating internationalization itself as an end goal" (p. 130). This issue is at the heart of the change mandate of the SIO: the unanswered questions of what values and principles underpin the work, whose agendas are being served, and how to implement change across all aspects of university life. The challenge for international of higher education leadership in Canada is a challenge primarily of contested purpose, are SIOs charged with a transformative humanistic mandate, or with operationalizing change to respond to global competition?

Humanistic internationalization

Globally the concept of internationalization as a humanistic, non-competitive and educationally oriented endeavour has been challenged for many years by internationalization "for-profit" motivations (Altbach, 2007; Brandenburg & de Wit, 2011; Marginson, 2004). The ideal humanistic vision of internationalization of higher education was perhaps best articulated by Maurice Harari, one of the earliest thought leaders in the field in North America. In 1992, when asked to reflect on the "ethos" of international education, Harari gave a lengthy response, which remains meaningful today:

> Having many international students on a campus or having a contract abroad does not make that institution international. Having courses on Asia, Latin America, Africa or Europe helps, but does not do so either. What does make it international is the presence of an obvious institution-wide positive attitude toward understanding better other cultures and societies, learning more about the political and economic interconnectedness of humankind, a genuine desire in interacting with representatives of these other cultures and societies, a genuine desire to understand the major issues confronting the human and

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ecological survival of planet earth and to learn how to cooperate with others across

national and cultural boundaries in seeking solutions to world problems. (Harari, 1992,

pp. 204-205)

Harari's words represent the classic definition of *humanistic* internationalization of

higher education, the antithesis of internationalization as international trade. IHE scholars are

increasingly calling for greater focus on the humanistic values and away from institutional profit-

taking (Patel, 2019). Herein lies the existential and managerial dilemma of leading IHE today,

reconciling two apparently diametrically opposed versions of internationalization, one based on

humanism and ethics, and one based on economic survival, on a daily basis (El-Masri &

Trilokekar, 2016; Grantham, 2018; Larsen & Al Haque, 2016).

Global competition

Altbach and Knight (2007) contend that globalization and internationalization are often

"confused" but in fact are distinct – with internationalization's role positioned as a coping

mechanism for the higher education arena to respond appropriately to increasing competition

brought on by globalization. Globalization is defined as a "neo-liberal ideological construct

which gives primacy to economic relations" and in fact far from making education globally

accessible, "limits the widening of access and contribution from across the globe" (Foskett &

Maringe, 2010a, p. 53). Because of this, many IHE scholars find the concept of globalization and

its association with global competitiveness problematic (Foskett & Maringe, 2010; Brandenburg

& de Wit, 2011). Fairclough (2015) explored the early discourse of globalization, and was one of

the first scholars to express concern that the language of globalization was being presented as an

unquestioned, unchallenged objective entity. Some scholars now consistently present

globalization as the driver of the current competitive motivation for internationalization where

the key leadership challenges are becoming more similar to those of global businesses, "with a premium on responsiveness, careful market positioning, and attentive market scanning" (Maringe & Foskett, 2010b, p. 310). This shift to a focus on global competition is a significant new aspect of the SIO role and one that remains contentious.

Global inequity

Marginson (2004), addressing the Australian IHE context, was one of the first scholars to warn that Western higher education with its market focus, was headed to "global insularity, a blindness to other languages and the cultures embedded in them, regardless of the immense richness these entail" (p. 24). Influential scholars Altbach & Knight (2007) launched the debate in North America when they contended that since globalization "tends to concentrate wealth, knowledge and power in those already possessing these elements" (p. 291), higher education's attempts to respond to global pressures and opportunities would reinforce global inequity. Since that time, scholars have increasingly given voice to concerns over IHE being dominated by Euro-centric pedagogy and knowledge biases, as well as a move to English as *lingua franca* (Altbach & Knight, 2007; Deardorff, et al., 2012; Haigh, 2014). The IHE agenda is now considered complicit in exacerbating inequity and reinforcing the dominance of wealthy nations (de Wit & Jooste, 2014; Patel, 2019). For SIOs embedded in a higher education context, to be considered part of a system that is exploitative and exacerbates global inequity is problematic, but there is little guidance or support available to assist in understanding and responding to these claims.

Balanced internationalization

Not all scholars are sounding the alarm about the internationalization of higher education and its role in increasing global inequity. In fact, some scholars "tend to share the view that internationalization opens up more desirable opportunities than it produces dangers." (Teichler,

2004, p. 6). In this view, universities have a mandate to educate students to function in the new globalized society and this requires a strategic, comprehensive, culturally literate approach to internationalization (Hudzik, 2011). A sense of balance in the "internationalization versus globalization" rhetoric is perhaps what is needed,

> "in which the benefits of internationalization are acknowledged, potentially adverse unintended consequences addressed and a call is made to higher education institutions to act to ensure that its outcomes are positive and of reciprocal benefit to institutions and countries involved." (Deardorff, et al., 2012, p. 481).

This concept of *reciprocity* as a way to achieve a balanced approach to internationalization is key, yet there is little in the way of further guidance on how to ensure positive and reciprocal benefits for all. In Canada, however, the concept of *reciprocity* in higher education is in fact quite well articulated, not within internationalization literature, but in a set of scholarly literature addressing Indigenization of the academy.

Canadian context of Indigenization

How we understand IHE is shaped not only by the global but also by local, whether it be at the national, regional, or institutional level. The Truth and Reconciliation Commission (TRC) Report (2015), which forced the entire country to confront our racist practices towards Indigenous nations and peoples, ironically was released at the same time as Canada's internationalization strategy. The TRC findings provide the impetus for a widespread grappling by universities across Canada to change their traditionally Euro-centric approaches to knowledge and education. In Canada, this project to address the historical and current wrongs and harm against Indigenous peoples is a prominent transformative feature of many if not most university strategies and operational plans. Generally termed "Indigenization", its purpose is to embed

Indigenous values, knowledge and ways of learning and being, effecting a major exercise in cultural change that fundamentally challenges the colonial foundation and structure of Canadian universities. Values of hospitality and reciprocity, according to Kuokannen (2007) are critical to embarking on a path of responsible exchange of, and welcome towards, people, ideas, and knowledge. So far, the relationship of Indigenization to internationalization in higher education remains largely unexplored in scholarly literature, however Indigenization values underpinning relationships can provide insights into how SIOs can develop a balanced and ethical approach to internationalization. Thus, the Canadian context of Indigenization may provide guidance to IHE scholarship as an exemplar of ideals mentioned, but not yet explored, in the literature.

Indigenization and internationalization

The Canadian context of internationalization and Indigenization, arguably two of the primary drivers of change within universities today, highlight a significant challenge: how can a Canadian university be simultaneously expected to decolonize its practices for Indigenous students, faculty and staff while engaging in re-colonizing, commodifying and assimilative practices for its international population and global activities. IHE in Canada has foundational ideals rooted in notions of global rapprochement and humanism (Radford, 2013; CBIE, 2016) but also leads corporate marketization efforts in which education is a global commodity to be traded as opposed to a force for good (Brandenburg & de Wit, 2011). Indigenization of higher education is a transformational process with a moral and ethical purpose which is decidedly unambiguous (Alfred, 2004; Battiste, Bell & Findlay; Ottman 2013). Unlike those responsible for Indigenization who are guided by morally imperative calls to action of the TRC report (2015), the leaders of campus IHE do not have a widely agreed-upon moral imperative for their practice. To be clear, Indigenization is not analogous to internationalization given its origins and

purpose, yet its focus on an unambiguous values driven agenda may offer guidance for internationalization leaders seeking to articulate a humanistic paradigm.

My role and motivations for this research

This section explains my motivations as a researcher to investigate this topic. As a qualitative researcher, I collect the data myself, read documents and literature, interview participants and interact with the data sets that I compile (Cresswell, 2008). Wilson (2008) highlights how the values and beliefs of the researcher affect the conclusions drawn, as he states, "Research is all about unanswered questions, but it also reveals our unquestioned answers" (p. 6). This means that the researcher is an instrument of the research and will actively respond and reflect on their own values, biases and approaches. In fact, it is likely that the researcher will in fact be "changed" by carrying out the research (Wilson, 2008). I was drawn to work in the field of international education because of my belief that the purpose of internationalization should be to provide the conditions for humans to learn together and from each other across borders, ideologies, and perspectives. My own journey in balancing the sometimes disappointing aspects of the role caused me to ask questions of how others lead IHE, navigating the space between their own humanistic interpretations, if they had them, and the corporate or marketized expectations of IHE by both the government and the institution. Furthermore, I wondered whether researching others' experiences would lead to not only a shift in my own professional approach, but also considerations for the community of practice in respect of professional development and support.

The context of my entire career has been in Canada. As a third generation immigrant with Sami heritage, the devastating TRC (2015) findings affected me and I began to closely follow how Canadian universities began to publicly acknowledge the fact that Euro-centric knowledge

and values continued to dominate higher education globally, underpinning policy and practice, teaching and research (Universities Canada, 2017). Perhaps as a result of the confluence of my job, my heritage and the upwelling of university responses to the TRC (2015) recommendations, I began to consider how international education, which consistently championed itself as contributing to global solutions (Green, 2012; Haigh, 2014; Peterson & Helms, 2014), instead had become a part of a system that marginalizes other ways of knowing and contributes to global inequity (Egron-Polak & Hudson, 2014).

My concerns over the role of internationalization in the proliferation of Euro-centric knowledge and values crystalized in 2014, when, as Special Advisor to the President on International Affairs, I began to tangle with the question of how to transform Memorial's homogeneous culture to one of inclusiveness of diversity through the internationalization activities for which I was responsible at my university. In exploring this question, many colleagues generously engaged in conversations with me, both those in the international arena and those outside the field. Of considerable interest to me were the conversations with colleagues whose roles across Canadian campuses support the Indigenization of higher education. I was drawn to learn more about Indigenous approaches partly because of growing awareness of the ongoing TRC consultations, but also on a personal level because of my original family roots in the Sami people of northern Sweden, and the accompanying realization of how our family, through immigration, assimilated linguistically and culturally to survive in Canada. As my interests in understanding Indigenous perspectives on education grew, my new perspectives evolved into ongoing questioning of my profession and the fundamental values underlying it.

Interrogating my own perspectives and practices led me to begin an inquiry into Indigenous approaches to the transformation of higher education and what lessons might have

utility for international education leaders. Works by Smith (2012), Kuokannen (2007) and Wilson (2008) showed me a new way of considering how the teaching, research, administrative structures and overall approach of university systems are inhospitable to those not part of the culture they were established to serve. These scholars approached their evaluations of the university system through an Indigenous lens. I noted that at first glance there appeared to be parallels between the framing of Indigenization of the academy e.g. Alfred (2004), "…to change universities so that they become places where the values, principles, and modes of organization and behavior of our people are respected in, and hopefully even integrated into, the larger system of structures and processes that make up the university itself" (p. 88) and that of internationalization of higher education which should "alter the culture of the institution by changing underlying assumptions and overt institutional behaviors, processes and structures" (Eckel, Green, & Hill, 2001, p. 5). Yet while both internationalization and Indigenization aim to provide a pathway to campus transformation, and to encompass diverse perspectives within campus structures and processes, over the past decade scholarship on internationalization demonstrates growing concern over our role in perpetuating global inequity (Brandenburg & de Wit, 2011; Knight, 2014; Radford, 2013). It dawned on me then that my suspicions were confirmed, and I was complicit with an agenda that reinforced the hegemony of Euro-centric education. I noted that while my role was overtly engaged in cultural transformation of the university, that I and my counterparts in internationalization leadership were engaged in transformation of a more covert kind. Specifically we are transforming vulnerable newcomer students to Canadian ways of thinking and being.

The literature on Indigenization of higher education deals meaningfully and frankly with a transformational agenda. It is political, it is actively resistant, and when it comes to academia, it

exposes and challenges the fundamental core of the culture of the institution for its colonialist antecedents. This differs significantly from internationalization literature and I began then to question why.

As mentioned, leading institutional transformation towards an internationalized vision is how my profession views the leadership role. And yet existing literature focused on improving the SIO position in the organizational structure and mitigating administrative resistance and faculty fatigue or disinterest through improving coordination and simply persisting (Heyl, 2007; Hudzik, 2011). The literature missed the point made by Buller (2015) that "change processes in higher education succeed or fail largely due to how well the need for the change has been established" (p. 78). There seemed to be an ill-founded confidence that IHE is an emergent imperative that cannot be ignored, but outside our field, did the same certainty exist regarding the need for change? For students? For faculty? Did administrators and policy gatekeepers believe there is a need for change?

This interest in the relationship between IHE as a change driver and Indigenization of higher education led me to contribute a chapter to a recent book, *The Future Agenda for Internationalization in Higher Education* (Knutson, 2018) as I questioned more deeply why and how IHE happens in the Canadian context. From reconsidering our approach to intercultural training and the supports we develop for international students, I began to question how we frame policy in our institutions and whose "rules" matter, how we engage in partnership agreements, whether respect and reciprocity guide our efforts, which research questions – whose "knowledge" - is funded and cited, and who is consulted when we embark on strategic planning and more importantly at what point are they consulted? In other words, in this Canadian context where Indigenization of higher education is a national priority, how do I, along with my

colleagues in the field of internationalization, align and advance the work of truly transforming the university to be a hospitable, respectful place for every kind of diversity?

These thoughts about leadership in the role and my own need to understand exactly what internationalization means to me as a person, employee and scholar, has led me here. This research, my quest to address my many questions about the underlying discourse that gives rise to the ambiguity and tensions of the role I play every day, will be threaded through the dissertation, as it both defines and portrays my perspective as a researcher. While this dissertation focuses on internationalization and the leadership role, and not on Indigenization, the latter perspective is a major change driver in my own thinking as well as Canadian higher education currently, providing comparative insights into the impact and outcomes of internationalization in the higher education context.

Summary

This chapter is an introduction to the research problem, the contextual issues within which the research takes place and the concepts around which the study is framed. Even though transformative learning on a global scale is not the current primary goal of internationalization at the national Canadian level, elements of humanistic internationalization survive in the manner in which the profession talks about itself (CBIE, 2016), and indeed are implicit in both university internationalization plans and the university mission itself (Grantham, 2018). As has been demonstrated, internationalization is complex with widely diverse and potentially oppositional purposes, practices and processes it is thus unsurprising that the individual leading internationalization, the SIO, has a very challenging task. The role, which is the subject of this study, has been rarely examined and there is very limited published research exploring the professional role in terms of how these leaders manage a portfolio which is increasingly

important to the university with respect to revenue and reputation. The lived experiences of those selected to lead the internationalization charge has indeed received little attention except for a very few studies that have identified common sets of knowledge and skills required for the position (Lambert et al., 2007; Murray et al., 2014; Myles & Corrie, 2008; Sheridan, 2005; Stearns, 2014). This study therefore intends to demonstrate the inherent challenges of the SIO role and offer lessons for practitioners, researchers and institutions.

The next chapter provides a review of literature that pertains to IHE, its leadership, and its role to advance change in universities.

CHAPTER TWO: LITERATURE REVIEW

Debates and issues in the literature

International Higher Education (IHE) was introduced in the previous chapter as a complex concept with widely diverse and potentially oppositional purposes, practices and processes. This chapter provides a review of literature that pertains to IHE, leadership in the field, and in advancing change in universities through internationalization. This research study's focus on the SIO role in the current IHE context and literature will provide insights into the topic that has received cursory attention in the literature. Following this chapter, the research methodology used to analyze the data sets will be presented, and then the data sets are presented and analyzed through the subsequent chapters, with conclusions presented in the final chapter.

IHE as a subject of study can be traced to the 1990's, when the term began to emerge in peer reviewed literature, not just as a description of institutional activities in the international realm, but to be employed in analysis and comparison of institutional practice, policy and process (Bedenlier et al., 2017). Through the 1990's, researchers grappled with definitions and taxonomies of internationalization. Canadian researcher Jane Knight achieved prominence in an influential 1994 publication for the Canadian Bureau for International Education (CBIE), providing this working definition: "Internationalization at the national, sector, and institutional levels is defined as the process of integrating an international, intercultural, or global dimension into the purpose, functions or delivery of postsecondary education" (p. 2). It is widely agreed to be the seminal definition of internationalization and its components, thought further refined and explained by Knight herself (2003; 2004) and later by de Wit et al. (2015), building on Knight's original work.

The emergence of scholarly literature

The literature of this emerging field may be said to have evolved from providing operational guidance for the many nascent areas of programming and policy which constitute the process of internationalization (e.g. study abroad, international student recruitment and retention, internationalization of curricula, etc.), to philosophical debates over the purpose of internationalization and its relationship to globalization (Bedenlier, Kondakci, & Zawacki-Richter, 2017). As IHE came into being a field of study in its own right researchers began to explore and refine not only definitions but also foundational rationales for internationalization (Knight, 2004; de Wit, et al., 2015). Other scholars began to examine IHE national policy (Altbach, 2013; Marginson, 2004; Teichler, 2004; Trilokekar, 2016), leadership of IHE (Heyl, 2007; Heyl & Tullbane, 2012; Lambert et al., 2007; Mestenhauser & Ellingboe, 2005; Murray, et al., 2014) and challenges with respect to IHE's perceived positive and negative contributions to university life and activities, as well as impacts on the local and global community at large (Brandenburg & de Wit, 2011; Brewer & Leask, 2012; Deardorff, de Wit, & Heyl, 2012; Maringe & Foskett, 2010; Mestenhauser, 2011). This set of literature frames the focus of this study.

It is important to note that to understand the student experience of internationalization, researchers began to explore internationalization in relation to other fields of research in education such as intercultural education, examining the challenges of intercultural experiences, learning and development (Deardorff, 2004; Garson, 2013; Otten, 2003) comparative education, exploring the range of contexts of international teaching and learning (Altbach, 2013; Oleksiyenko, 2018; Shultz, 2013), and global citizenship, focusing on how internationalization of both formal and informal curriculum can develop global understanding (Green, 2012; Haigh,

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2014; Leask, 2009; Olson & Peacock, 2012; Shultz, 2007). While these fields inform the question of how international education can support the student experience, whether for international students or home students, they are not the focus of this study.

Where is the leadership? Gaps in literature

Now entering its fourth decade, IHE research has become increasingly concerned by the purposes of internationalization, as well as how these purposes are becoming contradictory and incoherent. Despite the existence of scholarly work exploring theories and elements of IHE, when it comes to literature examining the function, lived experience, strategies, and challenges of leading internationalization in the higher education sector there is a clear dearth of material, as evidenced by the 2017 meta-analysis of peer reviewed literature by (Bedenlier et al., 2017) which mined content of 20 years of the *Journal of Studies in International Education*, uncovering not a single mention of IHE leadership in that influential journal. While IHE leadership literature does exist (Mestenhauser & Ellingboe, 2005; Heyl, 2007; Lambert et al., 2007; Heyl & Tullbane, 2012; Murray, et al., 2012), it surfaces rarely in peer-reviewed texts.

Given the increasing and irrefutable importance of internationalization to higher education and the lack of analysis and guidance on leading the process of introducing and managing what is a process of systemic change management to the institution, the paucity of materials guiding those entrusted with this task is troubling. Adding to scholarship on the leadership of the SIO would be beneficial to the field as a whole in attempting to provide guidance on strategic and tactical approaches at the campus level. This literature review aims to provide the context for IHE today, outlining current debates and issues, in order to improve understanding of the texts available to internationalization leaders as they consider and carry out their roles.

Then to now: Internationalization of higher education (IHE)

Universities have always attracted scholars from beyond their borders, engaging in the "transmission of learning and knowledge between cultures and nations", the core of international education (Friesen, 2009, p. 2). While international education globally can take a wide range of forms premised on a variety of rationales, the concept as it is understood in North America (as a formal part of university education), arose in the post-World War I era directly as a result of the "never again" discourses after the First World War had ended (Mestenhauser, 1998). Universities began to develop increased disciplinary foci on subjects that might support a more lasting peace, such as international politics, economics and foreign language learning (Mestenhauser, 1998). After the Second World War, university internationalization expanded further, and institutions in the United States and Canada began formal programs to send faculty and students abroad to developing countries to provide capacity as they gained independence and peace building supports in response to civil conflict (Shute, 1999).

By the 1990's international education was omnipresent on university campuses in Canada though often depicted in scholarly literature as fragmented and ad hoc. Activities were usually based around technical cooperation that occurred in international settings, or involved foreign scholars studying (Harari, 1992; Arum & van de Water, 1992; Knight, 1994). The approach to international activities tended to be decentralized, often based on individual faculty interests and were not part of a centrally coordinated effort, leading some international education thought leaders of the time, such as Harari (1989), to compare internationalization of the university to putting socks on an octopus.

IHE scholars began to focus on the functional need to centralize and coordinate international activities. Jane Knight's (2003; 2004) definition of internationalization as a process

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of including an international dimension in myriad elements of the university firmly embedded within core business became a cornerstone of the field. Through the 2000's this process approach matured and morphed into the concept of *comprehensive internationalization*, describing a centrally organized and centrally led approach to internationalization (Hudzik, 2011). The qualifying term *comprehensive* has since been joined by other qualifying terms such as such as *integrated*, *mainstreamed*, *deep*, and *transformative* each attempting to define, describe and guide a centralized and holistic institutional understanding and implementation of the internationalization process (Whitesed & Green, 2014).

These descriptions of internationalization as a "process" have been critiqued for superficiality, with concerns aimed at the growing body of work that explained *what* and *how* to internationalize, but not *why* or *to what end* (de Wit, 2011; Sanderson, 2011; Whitesed & Green, 2014; Slimbach, 2015). In recent years discourse by scholars has encompassed discussion, and inevitably disagreement, on the purpose of internationalization and the unintended effects and outcomes of implementing internationalization without first determining its' rationale (de Wit, Hunter, Howard, & Egron-Polak, 2015).

Debating the purposes of IHE

Essentially the debate on what internationalization is for can be said to fall into two diametrically opposed camps, the first considering internationalization as global "*public good*" in which the purpose is to extend the reach of universities beyond the "local" with respect to teaching, learning, research and service, to include international and intercultural perspectives. This conceptualization of global public good, though often idealistic and with its own colonial discourse has an overall purpose of improving humanity's well-being. The second rationale considers internationalization as a process by which the university as a business extends its

market and reach globally, an approach which critics consider promotes and extends the hegemony of dominant cultures and builds on the elitism that the university itself represents through a combination of commodification and colonization through education.

The contrary perspectives on internationalization's purposes have resulted in calls by prominent scholars e.g. Brandenburg and de Wit (2011) for critical reflection and a fresh paradigm for IHE. These concerns persist today since universities continue to embrace internationalization in terms of revenue and profile building, and rarely discuss outcomes related to academic and socio-cultural aspects (de Wit & Leask, 2019). Mestenhauser (2011) was deeply concerned that international education has "not been adequately recognized or explained" and proposed that those who work in international education ought to focus on developing "conceptual foundations for their meta-practice" (p. 14) to tackle globally relevant social concerns more systematically through internationalization agendas at their universities.

This debate over whether internationalization has "lost its way" is far from being resolved and in fact is intensifying (de Wit & Leask, 2019). At its core, the debate on the purposes and impacts of internationalization divides scholars who praise international education's positive, broad and pervasive impact as: "the tide that lifts all ships" (Hudzik, 2011; Peterson & Helms, 2014), and those that find internationalization problematic, describing it as reinforcing privilege, ethically questionable and contributing to global inequity (de Wit & Jooste, 2014; El-Masri & Trilokekar; Grantham, 2018, Stein, et al., 2019).

Literature addressing rationales for internationalization

There are a range of motivations driving IHE today: it is variously considered to be an instrument for nations to compete globally and attract revenue; a pedagogical tool for infusing international perspectives in curriculum; a description of learning that happens as a result of

cross-border mobility of students and academic staff; and a path to global peace (de Wit, 2002; Knight, 2004; Stier, 2004; Hudzik, 2011; Haigh 2014). While so far, this review of the literature has examined the history of the concept and the meanings ascribed to *international education*, examining the drivers of internationalization agendas in higher education will illustrate why nations and universities are engaging in some activities and not others. Literature sometimes conflates "meanings and rationales…in the sense that often a rationale for internationalisation is presented as a definition of internationalization" (de Wit, 2013, p. 17). It is important in this research study to address rationales separately from definitions. The significance of "investigating rationales—e.g. beliefs of why it is appropriate to act in a given way—is relevant because they importantly affect behaviours and choices" (Seeber, Cattaneo, Huisman, & Paleari, 2016, p. 686). Thus understanding the rationales for internationalizing can assist in clarifying "why" institutions and nations engage in IHE activities, and why some activities are prioritized over others.

Originally outlined by de Wit (1995) in *Strategies of internationalization of higher education. A comparative study of Australia, Canada, Europe and the United States,* a Report commissioned by the European Association for International Education (EAIE), rationales for internationalization fall into four general categories, academic, political, social/cultural and economic. Since de Wit's (1995) first framing of these rationales, scholars have revised, refined and added detail to rationale descriptions in an effort to improve understanding of how institutions and nations are positioning their internationalization efforts (de Wit, 2002; Knight, 2004; Hudzik, 2011; de Wit, 2013; Seeber et al., 2016). Knight's (2004) work to clarify the "confusion and complexity" (p. 8) of IHE provides researchers a solid foundation through which to understand definitions, approaches and rationales. Her work expanded on de Wit's (1995;

2002) framing of the four rationales by including examples of the growing competitive aspects of internationalization. The rationales are presented here, with descriptions paraphrased:

- Academic: to enhance quality of teaching and/or research, develop an understanding of international dimensions of knowledge and expand horizons, align with international curricular standards, and enhance institutional profile;

- Social/cultural: to prepare students for global citizenship, increase international understanding, address global issues, and influence cultural and community development.

- Political: strengthen institutional capacity, enhance soft power and thus national security, improve positioning of national and institutional expertise;

- Economic: generate economic growth, increase revenue, enhance competitiveness, and prepare for globalizing workforce. (Knight, 2004, p 23).

Following her descriptions of the rationales, Knight (2004) also adds cross-cutting themes that are of emerging importance at the national level, for example, "strategic alliances, commercial trade and nation building" and at the institutional level, for example, "international branding and profile, income generation, student and staff development and knowledge production" (p 23). These rationales do not fit easily into one rationale but instead cut across the rationales, for example "nation building" is driven by political, economic and social/cultural rationales while "student and staff development" is driven by academic and social/cultural rationales. Viewing internationalization through the lens of rationales is a foundational attempt to address "the significant changes in nature and priority" (Knight, 2004, p. 21) of IHE: what is meant by the term and how that meaning is evolving over time and across stakeholders. These multiple drivers for internationalization, from economic to social to academic outcomes,

underpin the internationalization change agendas in which universities globally are engaged to greater and lesser degrees. Each of the four rationales will be discussed in turn.

Academic rationale

One rationale for universities to become engaged with internationalization is to enhance the reach and realm of all their activities, to be inclusive of myriad perspectives, and to diversify their teaching, learning and research practices, patterns and purview. The academic rationale is, arguably, the oldest and most fundamental of all drivers, dating back to times when would-be scholars clustered informally around prominent thinkers in the Aristotelian tradition, and later in ancient centres where libraries and other scholarly learning opportunities existed (Britez & Peters, 2010). Today the academic rationale for internationalization is an important element in enhancing the universities institutional profile and status by extending its horizons beyond national borders (Knight, 2004). Institutions that have a global reach and reputation are more easily able to attract talented students and researchers, who in turn continue to enhance the university reputation (van der Wende, 2007) which then improves the institution's ability to attract income.

Engaging with the world can also enhance the depth and breadth of academic programming. Education, which infuses knowledge perspectives from across the globe, can increase learner academic skills as well as self- and other-awareness, empathy towards cultural difference, ethical decision-making, and connection to community (Hudzik, 2011; Green, 2012). Internationalizing learning can be achieved through *student mobility*, i.e. students travel to universities outside their national borders and experience new ways of teaching and learning abroad (Grantham, 2018), but can also happen in the classroom when professors intentionally infuse or integrate international perspectives into *curriculum* (Knight, 2004; Hudzik, 2011;

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Deardorff, de Wit, & Heyl, 2012) and when domestic students interact with and learn from international students through structured or informal interaction. New terms have arisen to describe this aspect of international education, *internationalization of the curriculum* (Brewer & Leask, 2012) or *internationalization at home* (Crowther, et al., 2001).

Socio-cultural rationale

A second rationale for internationalization is to prepare students for increased international understanding with the purpose of developing "global citizens" who will address pressing global humanitarian issues and promote peaceful coexistence through cross cultural understanding (Deardorff, de Wit, & Heyl, 2012; Knight, 2014). While the theories and definitions of global citizenship are contested and certainly can be manipulated to economic outcomes, this rationale is perhaps best expressed by Dr. Stephen Toope, former President of the University of British Columbia, who stated, "Universities have to, more seriously, teach varied cultures to co-exist and work together." (Bailey, 2014). Internationalization from this point of view is seen as the key to future world peace and justice for all, specifically by "…helping learners understand that they are citizens of the world" (Haigh, 2014, p. 14). This rationale frames the *public good* aspect of the university mandate as it focuses on values of sustainability, human rights, multiculturalism, and inclusivity (CBIE, 2016). Furthermore, it motivates the university itself to be a "global citizen": developing a university community, which does not rely on its own self-developed expertise but which instead, has a mindset that is always seeking to learn (Deardorff, de Wit, & Heyl, 2012).

Political rationale

Universities are deeply embedded in the fabric of the nations in which they exist, and often have explicit mandates for nation building (Knight, 2004). Government strategies and

policies can enhance (or inhibit) the ability of institutions to seize internationalization opportunities abroad and thus university capacity for internationalization is deeply influenced by political rationales (van der Wende, 2007). The political rationale has been clearly present in IHE since the beginning of the Cold War, as foreign policy became the reason to engage in internationalization – through either technical assistance to developing countries, foreign language programs, or student and staff mobility (de Wit et al., 2015).

The political concept of *soft power* as a mechanism to attract (rather than coerce) others to help achieve one's own national goals was introduced by Joseph Nye (1990). International education is one way that national soft power outcomes related to international diplomacy can be achieved (Knight, 2014). In the Canadian context, Trilokekar (2009) observed that university involvement in capacity-building international development work exemplified soft power in the sense that Canada gained influence in the countries where it established developmental assistance projects. Soft power goals have also surfaced in global programs supporting short term study abroad of undergraduate students (Grantham, 2009), evidenced in the Fulbright Program, the British Council, Erasmus Mundus, the German DAAD exchange program (Knight, 2014), and in Australia's new Colombo plan designed to send Australian students to other countries in the Indo- Pacific region with the explicit goal of developing soft power influence (Smith, 2014). These academic programs become tacit national diplomacy efforts (Knight, 2014; Grantham, 2018).

This rationale which ties national interests to IHE is the subject of much debate since it raises complex ethical concerns over whether internationalization is a reciprocal project, leading to greater global equity, or is losing ground to political and economic goals (Altbach & Knight, 2007; de Wit & Brandenburg, 2011; Pashby & Andreotti; Stein, et al., 2019).

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Economic rationale

IHE contributes to national economic competitiveness by generating revenue, supporting student readiness for a globalized workforce, and contributing to economic development both nationally and in the local region (Knight, 2004). Since the 1990's, the economic rationale has begun to dominate all others as concerns for revenue and prestige become the driving forces for IHE (de Wit, 2014). In Canada, national policies have responded to priorities supporting tuition revenue growth, the attraction of highly qualified personnel, and the imbuing of global skills and understanding into Canadian students to improve the country's future competitiveness (DFAIT, 2012). The U.S. Department of Education's (2012) International Strategy 2012-2016 describes a commitment to the agenda of domestic education to develop "globally competent citizenry" that will enable the nation to be economically competitive, meet global challenges, ensure national security and create an appreciation for diversity at home (p. 3). These are not unique examples, as now many countries have similarly explicit economic agendas tied to IHE.

Universities themselves also gain economic benefits from international education. Haigh (2014) points out that these economic motives for international education are often grounded in the financial status quo survival of institutions in the current context of significant decline in public funding for higher education, particularly in North America, the UK, and Australia. IHE brings financial resources to the university primarily through international student tuition fees. Marginson (2004), though troubled by higher education becoming defined as a "global marketplace", acknowledges IHE possesses "a defined field of production (higher education) with identifiable products (degrees and diplomas)" (p. 16). International students often pay higher fees than domestic students do "and institutions compete for the status and/or revenues they bring…" (Marginson, 2004, p. 16). Furthermore, unlike other qualitative aspects of IHE,

international students and the revenues they bring are easy to measure and evaluate. Targets can be set, success can be measured, and universities can better position themselves to compete by attracting new financial resources. Thus, universities facing fiscal shortfalls are becoming more entrepreneurial and improving their capacity to market their academic programs to the international students who pay significantly more in fees than domestic students (El-Masri & Trilokekar, 2016; Maringe & Foskett, 2010a; Marginson, 2004; Rumbley, Altbach, & Reisberg, 2012).

The context today: Domination of the economic rationale

While all four rationales are evident in IHE today, there is an overwhelming focus on the economic rationale for education at both the national and institutional levels that is raising concerns for IHE scholars and practitioners alike (de Wit et al., 2014; El-Masri & Trilokekar, 2016; Maringe & Foskett, 2010a; Rumbley, et al., 2012). The International Association of Universities 2014 IHE survey found these top three concerns across their global membership: the commercialization of education; the unequal sharing of the benefits of internationalization; and brain drain (Egron-Polak & Hudson, 2014). Thus, it is clear the economic rationale for embracing internationalization in IHE is contentious for many global stakeholders, who assert that the reaping of the economic benefits for some comes at the expense of others (Marginson, 2004; Gopal, 2014). The trend towards domination of the economic rationale and the impacts on IHE will be further elaborated in the next section, which addresses prevalent discussions in IHE today.

Literature addressing current prevalent discussions in IHE

The rationales outlined above explain the mixed and often oppositional motivations for institutions to engage with internationalization, and demonstrate why the field continues to be

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challenged to articulate a unifying theoretical basis for IHE that could guide leadership. IHE as a field of research and practice has matured from simply describing international activities to hosting emerging critiques of its global economic role, the crux of the current debate may be summarized in the question of whether internationalization can shift "from business model to a values-based model …from exploiting vulnerable communities to empowering future [capacity]?" (Patel, 2019, para. 25).

IHE, globalization and neo-liberalism

A prominent discussion in IHE literature, and one on which the division within the scholarly community hinges, is the interconnectivity between IHE, globalization and neo-liberalism. Kuokannen (2007) links the current overall state of higher education to globalization and neo-liberalism, concluding that "higher education and research are increasingly defined in terms of the market and pursued in the spirit of capitalism" (p. 88), further "…naturaliz[ing] values such as competition, hyper-individualism, profit, and the externalization of social responsibility…" (p. 157). Fundamentally, then, the interconnectivity to IHE is a question of how IHE helps, or is complicit in hindering, global access to higher education.

The role of globalization has been variously defined by scholars in IHE, with consensus that at a minimum it acts as a driver for universities to have greater interdependence across borders and involved at a global scale (Teichler, 2004; Altbach & Knight, 2007). In other words, globalization pushes higher education to look beyond its former, local outlook. There is agreement that IHE is deeply influenced by globalization (Knight 2011), as the driving force for universities to enter the global stage (Foskett & Maringe, 2010a). Since universities now "operat[e] in the global environment" (Foskett & Maringe, 2010a, p 1), IHE as a field of study and practice helps them to prepare for the impacts of globalization by advancing the pace, range

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and type of international opportunities (Foskett & Maringe, 2010b; Deardorff, de Wit, & Heyl, 2012).

The transition of IHE from a focus on academic and socio-cultural rationales, with notions of improved global understanding between peoples, cultures, and ideologies, towards a focus on economic and political rationales has been underpinned by neo-liberal approaches in which education is a tradable item globally (Marginson, 2004). This trend has accompanied the shift to a globalized outlook, though due to its basis in economic rationales, is both acknowledged and decried by scholars in the field (Brandenburg & de Wit, 2011; Patel, 2019). Neo-liberalism holds that free markets are the optimal economic model and that education is a commodity, and should be treated as such (Marginson, 2004). As an economist and IHE scholar, Marginson has examined the relationship between neo-liberalism and globalization in terms of IHE and states "in the neo-liberal imagination society, culture and personality were mere outcomes of the economy; and global educational strategy was a trading game in which the world was nothing more than a map of opportunities for self-enrichment." (Marginson, 2004, p. 3). Thus, neo-liberalism has paved the way for universities to enter the global marketplace.

It is important to note that this symbiotic relationship between internationalization, globalization and neo-liberalism is seen in a positive light by some scholars, since one important result of the impetus of globalization is that it moves universities from an "isolated, self-perpetuating, parochial environment" to a more open and globalized future (Bartell, 2003, p. 49). Members of academic institutions tend to be bound to the policies and processes they have developed, and the prospect of change tends to be seen as a threat (Buller, 2015). Thus, encouraging universities to evolve by becoming more open to the world and increasing

engagement in global activities can be viewed as a positive result of globalization since it encourages institutions to break out of narrow paradigms and limiting perspectives.

While globalization can offer the opportunity to gain new perspectives it can also open universities to more intense competition, exacerbating inequity by favouring institutions with greater access to wealth, knowledge and power (Marginson, 2003; Altbach & Knight, 2007; Foskett, 2010). As Van der Wende (2007) noted, globalization's negative impacts are leading to "development and underdevelopment, to inclusion and to exclusion" (p. 285). This has directly led to the concerns expressed globally in the 2014 IAU survey of university leadership where the "uneven benefits of internationalization" were identified as a primary concern (Egron-Polack & Hudson, 2014). Thus, university attempts to respond to global opportunities through international education activities are leading to further concentrations of prestige and wealth in a few nations, resulting in "winners and losers", where the best-funded institutions have the capacity to attract the most talented researchers and students (van der Wende, 2007; Dixon, 2006). Not only is there an impact on global imbalances between nations but there may also be an impact within countries wherein universities with the resources and profile to "play" internationally distance themselves through internationalization from other local institutions with fewer resources and abilities to extend their reach abroad.

IHE and global inequity

A second area of current discussion focuses on the potential for globalization to exacerbate global inequity as a result of IHE's complicity in the process rather than resistance to it. This discourse suggests that universities are competing to position themselves to attract critical resources of funding and talent and this is leading to a new hierarchical structure of privilege in global higher education. While this is a factor of concern for all higher education

caught in "the move of the university from a service profile to a market profile" (Dixon, 2006, p. 320), it is particularly disquieting to many internationalization scholars because of concerns about exacerbating global inequity. This is counterintuitive to those who consider internationalization to be about reducing inequities and combatting injustice. The negative consequences for equity of an IHE sector dominated by North American and European countries have been apparent for many years, and can be quite severe, such as "destroying cultural heritage, diminishing language diversity, reducing variety of academic cultures and structures, quality decline or even supporting imperialist takeovers" (Tiechler, 2004, p. 6).

Growing global inequity is observed in several spheres of influence of higher education. It is evident in how international student and labour market flows are driving talent one way into wealthier nations (Marginson, 2004). It is seen in the growing use of English in teaching and research, which homogenizes what is perceived as acceptable and accessible knowledge (Deardorff, et al., 2012). The global demand for higher education continues to increase, but the access to quality post-secondary in regions such as the Indian sub-continent, South-East Asia and Sub-Saharan Africa, which have high numbers of youth, has not kept pace with demand (Maringe & Foskett, 2010b); institutions in developed countries with demographic deficits and the accompanying budgetary shortfalls, benefit from the inability of these nations and regions to provide adequate access to higher education. Finally, universities in the wealthier nations of the world have been critiqued for being focused only on their own bottom-line, leading scholars such as McAllister-Grande (2018) to opine, "international models will never include hopes, dreams, desires and goals, and thus overlook actual humanity" (p. 131).

IHE as transformational change

The discussion of IHE as a process of transformational change is problematic, primarily because an absence of a persuasive and explicit "why transform" and "to what end" means institutions launch internationalization strategies with "little reference to or supporting theoretical and strategic frameworks, and without a sound and substantial evidence base for either policy-making or operational activities" (Maringe & Foskett, 2010a, p. 7). Defining internationalization as institutional change process (Knight, 2004) "does not adequately recognize values and assumptions" (McAllister- Grande, 2018, p. 127) which would underpin an ethical and transformative change. As a result, some IHE scholars have begun to focus on describing meaningful academic and socio-cultural outcomes as the key to defining internationalization rather than as a taxonomy of the process of operationalizing internationalization (de Wit et al., 2015, p. 29). They argue that being exposed to new ways of knowing should lead to "shared learning: both teach and learn from the world to create new knowledge and develop truly global citizens" (Hawawini, 2011, p. 6) which leads to respectful relationships with those from diverse backgrounds. In this definition, internationalization leadership operating from an academic and socio-cultural foundation would encourage knowledge integration, intercultural learning, and interdisciplinary and comparative scholarship to emerge through "the variety of traditions, philosophic orientations, methodologies, political perspectives, cultural views, values, and so on…" (Schwandt, 2007, p. 230).

While universities are arguably charged to support transformational change "focused on the implied pursuit of developing informed global citizens with a goal of mutual respect, support, and equitable inclusion" (Radford, 2013, p. 157), there is silence in literature on how campus leadership, the SIO, might accomplish such a mandate if the university were to adopt this goal.

Implementing strategies, which will transform university culture to greater openness to other knowledge and cultures, must take into account the "unique quality of the academic institutions in which collaboration and consensus are central to the social and institutional fabric" (Williams, 2013, p. 178). The challenge for SIOs is that the organizational context and authority of the role, which sits in senior administration with few if any direct academic or research responsibilities, makes for "a poor fit between their functions and responsibilities and the rest of the institutional structure." (Mestenhauser, 2011, p. 132). Thus, even with an explicit mandate for socio-cultural change, the type of leadership engagement required to "sustain a cultural shift that supports diversity is…a daunting task, one that requires acumen, courage and integrity." (Anderson, 2008, p. 36). This challenge of launching a transformative leadership agenda within the organizational structure of the higher education context will be discussed further in the next section.

Literature addressing leadership in Higher Education

Leadership in higher education differs from the corporate world because of the unique organizational structure of universities and the multi-faceted mission of the university that its organizational structure serves. Most organizational leadership theories arose from the corporate world, which tends towards hierarchical organizational structure given the focus on outcomes and accountability the "bottom line", but these models are unsuited to higher education, which has a distributed organizational model and no single measurable definition of success (Buller, 2015). In a distributed leadership model, the focus is on shared governance and decision-making by consultation, and power is distributed through consensus building rather than a top-down approach. Thus, the power of the leader is "manifested through other people, not over other people" (Leithwood, 1992, p. 9). However, Leithwood (1992) also explains the tensions in this model arise because most often in an academic setting, leaders "rely on both top-down and

facilitative forms of power… [and] finding the right balance is the problem" (p. 9). Instead, creating the context for change in a higher education setting relies on consensus building, shared power and engaging stakeholders (Buller, 2015).

In effect, universities are organized to provide policies, partnerships, infrastructure, and inputs so that academic staff have students to teach, resources to support their research, and the protection to pursue knowledge creation and transmission. SIOs rarely face challenges when working in the facilitative space wherein they support the academic mission by bringing in international students, contributing tuition and project money to the coffers, providing international partnership opportunities, and ensuring the risks of operating internationally are managed (Heyl, 2007; Mestenhauser, 2011). Challenges arise when SIOs attempt transformative change to classroom curriculum and student academic experiences, requiring a reliance on consensus building and opportunities for influencing curricular initiatives, such as internationalization at home, study abroad, collaborative on-line learning, and internationalization of curriculum. The organizational structure of HE offers few forums in which administrative staff and faculty convene for mutual learning and development (Mestenhauser, 2011).

Consensus building

University senior administrators have to build consensus with their faculty members, other administrators and the gatekeepers of academic policies, processes and structures when they wish to implement change (Buller, 2015). As an example, the demographics of university constituents is changing rapidly, and universities are responsible for appropriately educating an increasingly diverse new generation to meet the needs of the society and economy (Williams, 2013). However, attempts to implement strategies to address diversity and inclusion changes

through a top-down approach "are sure to meet strong resistance…and violate the unique quality

of the academic institutions in which collaboration and consensus are centre to the social and

institutional fabric" (Williams, 2013, p. 178). Leadership instead must create a space for all

voices to contribute to collaborative efforts, provide professional development opportunities for

staff to learn about issues of diversity, and ensure staff are supported to work through arising

issues. Buller (2015) adds that in an academic system, leaders "devote their time to building a

creative learning culture rather than trying to engineer a specific outcome" (p. 101).

Shared power

This approach of consultation, professional development, and support as leadership

strategies proposed by Leithwood (1992) and Hallinger (2003) describe leading change in

academia as focused of "empowerment, shared leadership, and organizational learning"

(Hallinger, 2003, p. 330). It is through these actions that leading change in the higher education

context differs from the approach of the corporate world. The corporate world approach was

explained originally by Burns (1978) and Bass (1985) as based on visionary leader who works

with followers towards specific, engineered outcomes within a hierarchical organizational

culture. Their classic view of the transformational leader, with charisma and an ability to inspire

followers (Bass, 1985) is likely to falter in an academic setting. Buller (2015) has a strong

caution against expecting a "visionary leader to single-handedly bring about successful change"

(p. 175) within an academic context.

Engaging stakeholders

The picture of a strong, visionary leader is ineffective in academia because it is too easy

for such a leader to be cut off from dissent, resistance and from alternate viewpoints. Buller

(2015) explains that people matter and "change processes in higher education succeed or fail

largely due to how well the need for the change has been established" (p. 78). The importance of establishing broad engagement is imperative and leaders must spend a great deal of time and effort helping to ensure the university community understands the need for a particular change. Stakeholder resistance in an academic context is frequently based in fear of loss, since policies, processes and structures in academia were originally developed by the academic staff themselves. Buller (2015) contends that within a context of distributed leadership, members "tend to resist change more strongly because they view what is discarded as part of themselves" (p. 19). Those who work in distributed institutions look at policy and process as key to their own identity, which differs from those in hierarchical organizations. Thus expectations to 'do things differently' are likely to be perceived as an "indictment…that university staff "got it wrong" when they developed their policies and processes (Buller, 2015, p. 18-19). While resistance to change is seen in all organizational contexts because it creates discomfort, in universities people tend to overvalue the processes and policies because they helped create them.

Challenges

The distributed approach to leadership in academia sees power delegated broadly with all constituents engaged in developing the organizational culture (Buller, 2015). The challenge of leadership in higher education is constantly balancing the needs of external stakeholders (society, government, parents) within the loosely organized hierarchy that makes the leader accountable yet limited in power. In addition, while there are avenues such as faculty councils and committees for faculty to consider policy or curriculum changes and build consensus with each other, there are few such avenues for SIOs to work directly with faculty members (Mestenhauser, 2011). As higher education is impacted by global change drivers, the successful development of a collaborative academic organizational culture along with the capacity of leadership to find

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ways to build consensus and influence change is key. The literature on leading a mandate for internationalization of higher education, which is established as a mandate for change to policy, process and programs (Knight, 2003) is the topic of the next section.

Literature addressing leadership in IHE

The importance of the IHE leadership role first emerged in literature in the 1990's when early thought leaders attempted to define and justify the need for centralized campus leadership of IHE (Harari, 1992; Knight, 1994). From the late 90's to the early 2000's there was little in the way of scholarly discussion, prompting concerns that international education leadership was "missing in action" (Mestenhauser, 2000). From 2007 onwards, a re-emergence of scholarly interest in leadership issues coincided with an increase in internationalization leadership positions being established in university hierarchies along with a sense that these roles constituted the leadership of an emerging "profession" (Advisory Board Company, 2007; Lambert, et al., 2007).

The concept of leadership itself, being culturally constructed, is framed within the institutional, regional and national culture. Thus, a further complication in defining internationalization leadership is that universities exist globally, with each grappling with what internationalization means to them, their countries, the talent of their young people, their capacity for research and innovation, and how (or whether) they should construct a leadership role in their own context. For this reason, my literature review here is limited to the definitions and descriptions of the leadership role in North America, Oceania, and Europe, because these regions approach university hierarchy and internationalization in a manner that aligns with the Canadian experience, given the common historical origins of universities in these regions.

How is the IHE leadership role defined?

Little published research explores how leaders experience the increasingly important and complex role of the senior international officer (SIO). Leaders of internationalization are expected to drive campus efforts, leading change management aimed at "keeping the institution relevant in a rapidly changing and increasingly competitive global environment" (Di Maria, 2019). The SIO, within the context of growing pressures to contribute to revenue generation activities of the institution, is further affected by the constantly shifting backdrop of national policy (Heyl, 2007; Merkx & Nolan, 2915). Empirical research on the SIO role to-date focuses mostly on the knowledge and skillsets essential to entering the SIO role (Sheridan, 2005; Lambert et al., 2007; Myles & Corrie, 2008; Murray et al., 2014; Stearns, 2014; di Maria, 2019) but little on balancing the inherent tensions of the role in its administrative and transformative functions, nor guidance on managing institutional transformation towards market-driven globalisation or intercultural understanding and global inclusivity. The following table outlines the chronological development of attempts to define the international leadership role over the past two decades.

Table 1: Definition of international education leader

Source	*Definition*
Aitches and Hoemeke, 1992	"…guide [for] the campus to make correct decisions and choices." (p. 84)
Knight, 1994	"…catalyst for institutional change in favor of internationalization of the total institution…be[ing] extremely careful to provide leadership from the sidelines and not be seen as turf-seeking in any way" (p. 8)

The Advisory Board Company, 2007	"…A single person in charge of international activities, generically known as the senior international officer or SIO… the institutional champion for internationalization." (p. 5)
Heyl, 2007	"One person to lead the process of "internationalizing" the institution, that is, to lead significant organization change." (p. 2)
Lambert et al. 2007	"…an emerging profession…that has a specific set of skill- and knowledge-sets…emphasiz[ing] close-in, personal interaction and collaboration to develop policies, plan programs and projects, and advocate for change. These sets, furthermore, are probably significantly different in many respects from those required of other university administrators… [and] are unusual outside the university, as well." (p. 7)
Myles & Corrie, 2008	"Senior international educators are typically senior managers, directors, vice presidents, and presidents who are addressing the questions and challenges of internationalization." (p. 17)
Heyl & Tullbane, 2012	"SIOs are inevitably middle managers…masters of the institutional culture and change agents". (p. 115) "…the SIO must be a multitalented and multitasking professional, adapting to and shaping multiple environments." (p. 122)
Krane, 2015	"… campus-wide strategic [leader] of all programs designed to promote internationalization" (p. 122)
Merkx, 2015	"…a single person to oversee all the international activities on behalf of central administration" (p. 21)

Di Maria, 2019	"..oversight of more than one program or activity designed to advance internationalization…(p. xvi)

The common themes related to these evolving views on leading international education are: 1. It is an administrative position belonging to one person; 2. It is positioned at a level in the university hierarchy to "oversee" a range of activities which advance internationalization; 3. It encompasses a mandate to lead organizational change; 4. It requires both caution and risk-taking; 5. It requires a significant capacity for multi-tasking; 6. It is different from most other senior leadership roles on campus. These themes have changed little over time and in fact, a recent publication pointed out that despite being in its third decade of existence, the SIO role "is still more loosely defined than other senior administrative posts, such as chief financial officer and chief student affairs officer" (di Maria, 2019, p xv).

Which skills does the SIO need?

The literature that describes what the SIO needs to succeed points to the necessity of knowledge and skills related to understanding global issues, possessing intercultural awareness, being entrepreneurial and innovative, having strong managerial and financial skills, being transformative, able to catalyze organizational change, a strong communicator and influencer of people (Haigh, 2014; Lambert et al., 2007; Murray et al., 2014; Myles & Corrie, 2008; Sheridan, 2005; Stearns, 2014). Table 2 expands on the aforementioned knowledge and skills, with descriptions which demonstrate the importance of the SIO to be "upwardly responsible and laterally supportive" (Nolan, 2015, p. 33) as well as aware and responsive to the external context of the world and shifting priorities locally, nationally and internationally.

Table 2: Description of skills and knowledge needed to lead internationalization

Source	Description of role
Harari, 1992	"…provide leadership from the side while providing an endless diversity of routine administrative services which are most visible at the center." (p. 71)
Knight, 1994	"must relate well and have credibility with faculty, but also have administrative, academic, entrepreneurial and cross-cultural skills" (p. 8)
The Advisory Board Company, 2007	"Serve as a single coordinator for information on all international activities; help set institutional strategy, performance targets and policies…; integrate international activities within the institution's academic mission… the critical factor is centralizing responsibility for international education…" (p. 5)
Ellingboe & Mestenhauser, 2005	"Because internationalization is an organizational change process, international education leaders need to be able to access all levels up and down the institutional hierarchy but also up and down the vertical silos in which many units are located, such as academic departments, student service units, and colleges that share commitments to international education… (p. 43)
Heyl & Tullbane, 2012	"They must be familiar with planning strategically, building coalitions, pooling resources, and approaching new issues with "out of the box" solutions" (p. 115)

Murray et al., 2014	"…to effectively engage academic staff in the process of internationalization…to be innovative, strategic and persuasive within the institutional context to move the institution forward and to secure the high level support, and in some cases the resources, to successfully conduct the enterprise. Associated with these leadership challenges are the challenges of effective management of a functional unit, requiring specific technical skills (strategic planning, change management, project management, intercultural communication, negotiation skills and human resource management)." (p. 17)
Nolan, 2015	"… [possess] a complex picture of knowledge, skills and attitudes necessary for success…like cross-cultural skills; skill in communication, budgeting and planning: and a good understanding of academic institutions and how they work". (p. 30)

These descriptions demonstrate general agreement that role is not only complex in nature, but requires specialized knowledge, skills, and mindsets, as "SIOs are expected to exert influence on elements completely outside their organizational niche." (Heyl & Tullbane, 2012, p. 127). While the concept of "exerting influence" hints at transformational leadership, the above list focuses primarily on the ability to administer operations across a broad portfolio, advance institutional strategy, develop and implement policy, attract funding and building coalitions and allies across the institution (The Advisory Board Company, 2007; Heyl & Tullbane, 2012; Murray et al., 2014; Nolan, 2015).

SIO as an emerging profession

Lambert et al. (2007) described international education leadership as an emerging profession, with its own body of literature and necessary sets of skills, knowledge and attitudes, yet over a decade later, there is still little empirical research that explores the SIOs role as an international higher education professional. At the time of this dissertation preparation, the SIO role is still labeled an "emerging" profession despite being an increasingly common and prominent senior role on campuses around the world (di Maria, 2019). The taxonomy on necessary and specialized skills for the SIO, which was the result of a Delphi survey of 35 SIOs in the context of the United States, is one of the few texts examining the qualities necessary for the SIO role (Lambert et al., 2007). The skills identified as critically important fall into categories of "leadership," "strategic planning," and "cross-cultural skills" (Lambert et al.., 2007, p 5) Skills in "change management," "conflict management," "management of policy, programs and projects," and "advocacy" were also identified as important, with skills in "public relations," "fundraising," and "research" also important, though less so than others. The admittedly "crude" data set presented in the study has little accompanying discussion or analysis beyond:

1. To propose the taxonomy as useful for developing position briefs for SIO job searches;

2. To propose success in the SIO role is defined by "close-in, personal interaction and collaboration to develop policies, plan programs and projects, and advocate for change" (p 7);

3. To suggest SIO skillsets are "probably significantly different in many respects from those required of other university administrators" (Lambert et al., 2007, p 7).

A study carried out in Australia and Europe over two phases of a Delphi survey (Murray et al... 2012; 2014) also investigated how IHE leadership in both countries saw their role and noted key challenges. Specifically, these leaders struggled to engage academic staff in the

process of internationalisation, to secure the high-level support and resources to move internationalization forward, and finally, to manage their own units effectively. Specialized skills were identified as "strategic planning, change management, project management, intercultural communication, negotiation skills and human resource management" (Murray et al., 2014, p 19), a list with significant similarities to Lambert et al. (2007). This survey also provided little in the way of discussion except to compare the slight differences between the two contexts and to recommend professional development opportunities for IHE leadership.

The literature reveals few insights as to why the achievements of dedicated senior international leaders are uneven with "little perceptible advance of the international agenda on campus" for some, while others "achieve breakthroughs that put their institutions on the road to comprehensive internationalization" (Heyl, 2007, p. 19). What is certain is that the SIO role will continue to evolve as an ongoing process, responding to the shifting contexts not only of higher education, but also to impacts of globalization (Smithee, 2012).

Does the university intend its SIO to provide skilled management to ensure the changes inherent in operationalizing internationalization go smoothly, or does it intend the SIO to be a transformational leader who changes campus culture to accommodate diverse perspectives, or does it need the SIO to possess entrepreneurial skills to lead profitable operations, or all of the above? Clearly there is a need for empirical research into the role for it to mature and develop an understanding of how to achieve balance between "leadership considerations and managerial concerns" (di Maria, 2019, xxviii) missing from current literature.

Discussion: Where are we now?

IHE scholarship clearly grapples with the increasing expectations for internationalization to contribute to institutional financial needs and national economic rationales while retaining a

focus on internationalization of teaching, learning, research, and service. Higher education's attempts to respond to global pressures and opportunities through international education activities, far from contributing to the public good through humanistic goals, appear instead to be furthering the concentration of prestige and wealth in some nations at the expense of others. These nations have realized how IHE can contribute to national economies, as well as to political power and status, and are leveraging strategies of their own aimed at harnessing internationalization for economic and political benefit. Thus not only is there a proliferation of internationalization strategic plans within higher education, these plans also are seen at the level of national governments. While the field of international education arguably developed from lofty goals of developing global citizens and improving equitable access for all, these suddenly arising and intensifying global economic and political pressures have left the field adrift in new territory.

The range of rationales and debates in IHE highlight multiple tensional forces at work in shaping the field and the ideological differences and values alignment has proven difficult to reconcile in particular in light of the growing dominance of the economic rationale (Stier, 2004). Britez and Peters (2010) contend that, "the discourse of the internationalization of higher education institutions operates as a marketing strategy of corporate universities informed by neo-liberalism, rather than a critical position encompassing the political, social and cultural dimensions" (p. 204). A critical perspective could motivate a re-balancing or re-positioning of IHE from the pre-dominant economic and political rationales to a humanistic philosophy based in academic and socio-cultural rationales by illuminating the underlying discourses and ideologies and allowing the emergence of alternative viewpoints.

Contextualizing knowledge to enhance the academic rationale

The academic rationale for internationalization is aimed at pluralizing knowledge frameworks to ensure multiple ways of knowing are honoured in the teaching and learning process. The increased focus by institutions and nations on engaging with IHE for prestige and revenue means this rationale has lost ground as a reason to engage in internationalization. There is emerging possibility for critical analysis, which builds on Mestenhauser and Paige's (1999) work that addressed how IHE could enhance *knowledge construction*. Knowledge is one area in academia where gatekeeping is rigid, as each academic discipline holds closely its sense of which experts matter and how knowledge is demonstrated. Thus one component of a critical approach to IHE would be engaging in a broad "understanding of the foundations of knowledge and of the academic disciplines" and would involve teaching "…about the origins of knowledge in all cultures and societies" (McAllister- Grande, 2018, p. 130). This element, which is based in internationalized experiences, would contextualize knowledge and allow pluralistic frameworks to develop across the academic disciplines, and new discourses to emerge on what is acceptable knowledge.

IHE grounded in critical approaches would not only encourage new discourses on what is considered acceptable knowledge in higher education (Kuokannen, 2007) but may help answer the axiological question concerning higher education's approach to global knowledge: "what is ethical to do in order to gain this knowledge, and what will this knowledge be used for?" (Wilson, 2008, p. 34). Such questioning would allow international education, instead of contributing to the "homogenization of knowledge worldwide" (Altbach, 2013, p. 6) to actively resist and support the recognition of the value of different ways of knowing, and lead to the sought-after meaningful outcomes of IHE (de Wit, et al, 2015).

Examining positionality to enhance the socio-cultural rationale

The socio-cultural rationale frames how a university can contribute to the public good by focusing IHE on humanistic worldviews. A foundation for critical analysis is evident in the work of Dixon (2006) who examined the positioning of Australian teachers and Thai learners through the storylines they brought into discourse while engaged in an international training program. Dixon (2006) noted that the Thai identified themselves as new entrants to the IHE arena, while the Australians were experienced players. Both the Thai participants and the Australian instructors accepted that power differences were already well established. The international program being offered by the Australians was significant to both countries' competitiveness: for the Thais to gain knowledge and for the Australians to gain revenue by helping the Thais join the international arena.

The program positioned the Australian pedagogy as being highly valuable, shared through the benevolence of the knowledge holder to help those that are less fortunate. Of course, as Dixon (2006) points out, the knowledge disseminated by the Australians was not a "gift" but in fact, a commodity for which the Thais were paying. Storylines positioning the Australians as both "benefactors" and "marketers" emerged from the interviews with the Thai participants (Dixon, 2006). The Australian participants also expressed concerns that the program itself positioned Australian knowledge, economic and political as dominant over that of the Thai learners (Dixon, 2006). Through these storylines Dixon (2006) explores multiple, contradictory, and shifting positionings by the two groups, demonstrating that resultant emerging commonalities in goals and desires for internationalization created a new story where "the accepted positioning from the domination by the neoliberal discourse is disrupted" (p. 323). Through her examination of the joint storylines she uncovered between the Australians and the

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Thai, she highlighted the dominant discourse at work where free market forces now dominate internationalization efforts, and help illuminate alternate and resistant discourses (Dixon, 2006). This example starkly illustrates and problematizes internationalization as a complex space in which the SIO must navigate.

Critical self-reflection by IHE scholars and leaders

While the IHE thought leaders of today engage in critique of the field for its focus on marketization and inability to address issues of global inequity, there is almost no critical analysis questioning their own power, prestige, and positioning, nor how to address claims that the "problems the university is solving and the access to knowledge it is granting are complicit in material and epistemic violence" (Pashby & Andreotti, 2016, p. 15). Without critical voices leading the scholarly thought in IHE, it is difficult to see how the field can leave the "emerging" stage behind and find maturity.

IHE scholarship on leadership does not address the "tensions facing such leaders in reconciling their ideal, educational visions of internationalization with the economic exigencies facing HEIs in a global era that focuses on competition and commodification" (Larsen & Al-Haque, 2016, p. 404). In 2006, Dixon found the field apparently unprepared to tackle these challenges in any meaningful way when the individuals she interviewed "were loath to speak of the program in terms of globalization" (p. 328), and resisted portraying themselves as aligned with approaches, which contribute to the financial well-being or prestige of the institution.

I posit this unwillingness to engage in critical self-reflection has also impacted the literature on the SIO role, because while experienced SIOs have written about the role in terms of juggling the many demands, and how institutional politics helped or hindered their influence (Heyl, 2007; Mestenhauser, 2011; Van de Water, 2015;), so far a critical examination on the

lived experience of an SIO, trying to balance market-based activities with humanistic philosophy is missing from the literature.

Conclusion

International Higher Education (IHE) has been introduced through this literature review as a complex concept and field of study. It has widely diverse and frequently oppositional rationales, purposes, practices and processes. The four rationales for IHE have been outlined and concerns over the dominance of the economic rationale at both the institutional and national levels have been highlighted. The prevalent discussions of IHE show that globalization has influenced IHE in ways that have decreased the prominence of academic and socio-cultural motivations for internationalizing. Furthermore, trends towards economic and political dominance have created inequity of access to higher education and a context of institutional "winners and losers" where the wealthier nations have prestigious and well-resourced universities at the expense of the poorer nations and institutions.

The relationship of these global trends to the SIO is discussed in terms of framing the leadership role and skills as identified in the literature. While the SIO is still an emerging profession, it is troubling to find a dearth of information addressing how the SIO might resist the domination of economic/political discourses and enhance the academic and socio-cultural discourse on their campuses given that both "internationalizations" are part of their mandate. A critical perspective is suggested as a pathway to improved understanding of dominant discourses and access to alternative discourses that could support the transformation, which scholars in the field insist is the way forward. The way that critical perspectives can support change is discussed in Chapter 3.

CHAPTER THREE: RESEARCH METHODS

Overview of methods

This chapter provides an overview of the rationale, context, research design, methods employed, data sources, data collection procedures, data analysis techniques, and limitations of this study examining the experiences of Canadian SIOs. The data collection and analysis of the study is divided into three phases: a chronological analysis of international education policy in Canada; a critical discourse analysis of the executive search position briefs for university SIO roles; and a critical analysis of the personal narratives provided through interviews with leaders who were successfully recruited into the university SIO positions. Given the study focus on the leadership role experienced by SIOs, a qualitative, critical approach is employed as the primary tool of analysis.

Study rationale and context

This study takes place in the context of internationalization at Canadian universities, and focuses on the leadership experiences of senior international officers. The SIO role encompasses a broad range of strategic and tactical activities which can include: revenue attraction; international student attraction, support and retention; transformational learning experiences for students, staff and faculty at home and abroad; intercultural development; international project formalities; international partner relations; off-shore campus management; and supporting the international activity of staff and faculty. IHE leaders are accountable for bringing economic value to their institutions and by extension to their region or country, and supporting enrolment targets but are also expected to contribute to humanistic goals, such as the development of global citizens through student and staff programs and training in intercultural skills (Yemini, 2015).

The purpose of this study is to explore the multiplicity of tasks and inherent challenges in the role of an international education leader in Canadian universities (the SIO) and to gain insights that may lead to an improved understanding of the role. It outlines the theoretical frameworks of international education that guide the work of SIOs, and the policy context for international education in Canada. It also analyzes the range of implied and explicit priorities that the University intends for the role to accomplish, through a critical discourse analysis of university position briefs. The concept of *priorities* is employed in this study to represent the possible goals, ideas or agendas for internationalization that universities consider may be achieved by hiring an SIO. The study then will examine through interviews the lived experiences of an internationalization leader in the role.

The questions that guide the research are as follows:

1. What is the policy environment of international education in Canada?

2. When the senior administration of universities establish senior level positions to lead internationalization, what are their priorities or agendas?

3. How do these leaders experience the role?

Qualitative approach

This study employs qualitative research approaches that situate the investigator within natural settings (as opposed to, for example, experimental settings in laboratories), exploring "phenomena in terms of the meanings people bring to them" (Denzin & Lincoln, 2011, p. 3). Merriam (2009) contends that "qualitative researchers are interested in understanding how people interpret their experiences, how they construct their worlds, and what meaning they attribute to their experiences" (p. 5). The selection of qualitative research for this study relies on the frameworks for assumptions described by Creswell (2007).

In terms of *ontology*, the choice of a qualitative approach allows the researcher to depict the multiple complex realities of individual participants through direct quotes that illuminate how each experiences what might seem on the surface as uniform phenomena. This approach supports the use of SIO interviews in the study that seek to deepen an understanding of their experiences in the role.

From an *epistemological* standpoint, a qualitative approach can provide an entry point for a researcher to become an "insider" and be close to the research topic. Moustakas (1994) advises that the researcher can insert autobiographical material into the problem statement. While this introduces the importance of reflexivity, or awareness of one's own biases and a clarification for the reader of one's stance, the advantages of being in the "field" enable the researcher to understand firsthand "what the participants are saying" (Creswell, 2007, p 18).

A qualitative approach articulates the *axiological* stance of the researcher, incorporating researcher values into the interpretation of the data along with the interpretations of the participants. By positioning oneself in the topic of study, the researcher lays out for the audience "the ethics or morals that guide the search for knowledge and judge which information is worthy of searching for" (Wilson, 2008, p. 34). In the case of this study based in the field of international education, at a time when current scholarly leadership question whether it, "has lost its way" (de Wit & Leask, 2019, para. 4), the clarification of a values stance provides context to audience.

Creswell (2007) also notes the significance of *rhetoric* in a qualitative approach, for example the use of "personal voice" and an "engaging writing style" (p 17). Qualitative research also employs specific terminology, as outlined in Schwandt's (2007) *Dictionary of Qualitative Inquiry*. Rhetorical markers such as "understanding", "discovery", and "meaning" (Creswell,

2007, p. 19) provide a common language for qualitative researchers to articulate the grounding concepts of the study, allowing these concepts to evolve in definition instead of being strictly limited in meaning from the study outset.

Finally, the qualitative approach uses a distinctive *methodology,* which is "inductive, emerging, and shaped by the researcher's experience in collecting and analyzing the data" (Creswell, 2007, p 19). This study examines the perspectives of the international education leaders within the setting of Canadian policy and the priorities, goals or agendas of the institution in setting up the role. These policies, priorities and experiences will provide the data for an interpretative analysis focused on distilling the lived experiences to essential themes to "arrive at structural descriptions of an experience" (Merriam, 2009, p. 199).

Research paradigm

Within a qualitative approach, researchers are influenced by paradigms or worldviews, which represent the belief system through which researchers themselves interpret data (Denzin & Lincoln, 2011). Researchers may also combine more than one worldview or their worldview may evolve over the course of the study (Creswell, 2007).

In the case of this study, aspects of *constructivism* as well as *advocacy* are present as worldviews. Approaching a study with a *constructivist* paradigm positions the researcher firmly inside the research, allowing interaction with the data that is informed by the researcher's own lived experience (Creswell, 2007). Van Manen (1990) provides further guidance, encouraging deep exploration of a phenomenon and its context through an examination of the researcher's own perspectives, and then an investigation of the perspectives of professional peers. This paradigm allows for open-ended questioning as the researcher explores the context of, in the case of this study, a work setting, in order to understand and interpret the data that emerges (Creswell,

2007). The constructivist paradigm also requires reflexivity on the part of researchers to be aware of bias and ensure validity by making explicit how they are positioned within their study (Kvale, 1995).

An *advocacy* paradigm as defined by Cresswell (2007) is a research method designed to affect the lives of the participants in a positive way. This paradigm interrogates an area in which there is marginalization, and recommends an action agenda which can "change the lives of participants, the institutions in which they live and work" (Creswell, 2007 p. 21). Research influenced by this worldview focuses on a specific social problem, in the case of this study, the perceived impacts of internationalization of higher education discourse shifting towards economic rationales that favour wealthier nations and exacerbate global inequity. While this problem is articulated in IHE scholarship, change agendas so far have not focused on empowering the campus leadership of internationalization to enact change. Thus, this study is both grounded in a *constructivist* worldview of explaining the SIO work context and an *advocacy* worldview of supporting changes to the IHE field.

Critical lens

This research study is framed in ethical concerns for international education leadership and adopts a critical lens in terms of how such leadership is guided (or not) in addressing how Canadian universities may be contributing to, instead of solving global problems, or possibly having a neutral effect. A critical approach values subjectivity in both participants and researchers, seeking to expose power, privilege and inequity (Morrow, 2007) provides critique and insight on society, one broad aim of critical research is for "individuals and groups [to] become aware of the contradictions and distortions in their belief systems and social practices and… [be] inspired to change those beliefs and practices" (Schwandt, 2007, p. 53). Research

through a critical lens seeks to uncover, for example, "what are the outcomes of the way in which education is structured" (Merriam, 2009, p. 35). Because my study focuses on international higher education and questions of power and privilege, the critical lens which not only reveals global inequity but also seeks to motivate action for change, suits my research goals (Merriam, 2009). The critical lens should challenge the status quo, "ask[ing] questions that confront prevailing assumptions leading to an analysis, dismantling and uncovering omissions and invisibilities." (Mulvihill & Swaminathan, 2017, p. 4). This uncovering of the omitted and the invisible should complement the *constructivist* and *advocacy* paradigms (Cresswell, 2007), leading to new understandings of how, in this case, leaders in international higher education view their work context and are empowered to motivate change. In this way, SIOs may be empowered to more systematically address concerns over the trend for higher education to exacerbate instead of help solve challenges of global access to higher learning.

The Role of discourse

Discourse in this study is understood as "practices (composed of ideas, ideologies, attitudes, courses of action, terms of reference) that systematically constitute the subjects and objects of which they speak" (Schwandt, 2007, p. 72). Discourse can both limit what is considered acceptable practice and produce new practice (Foucault, 1981). A discourse becomes *dominant* when it controls, reproduces and renews dominant group practices to ward off threats to their hegemony, or their dominant influence over society (Foucault, 1981). While Foucault did not directly comment on academia, he did critique disciplines, institutions and societies that set up fences around what is considered acceptable knowledge thus setting themselves up in positions of power (1981).

The understanding of discourse encompasses three connected elements according to Fairclough (2015), the actual discourse, the type of discourse, and the order of discourse. These can conceptualized as an iceberg. The tip of the iceberg is what is visible or explicit and underneath is what is implicit or hidden. In the case of discourse, *the actual discourse* is what we see or hear in a given social interaction - unless we examine it closely, we have no understanding of the depth of symbolic meaning. For example, one might observe a job advertisement and assume understanding of it immediately what it is without really examining it closely because its features are instantly recognizable. The *type of discourse* refers to the category, which in the case of this research, refers to position briefs that are developed within a particular type of recognizable discourse and contain practices such as descriptions and instructions that are familiar and limited. The *order of discourse* describes the conventions of the discourse, and is the key to unlocking the underlying ideologies (Fairclough, 2015). It can be conceptualized as the vast expanse of the iceberg that is beneath the surface of the water. Examining what is below the surface illuminates "contradictions between the values people and institutions are committed to and what is actually said and done" (Fairclough, 2019, p. 13). Through these contradictions, tensions between "rhetoric and reality" become evident, providing insights into the discourses that lie above and beneath the surface.

Critical Discourse Analysis

The methodology of critical discourse analysis will be employed by this study – both to expose underlying power inequities and provide rationales for transformative action. *Critical discourse analysis* (CDA), as defined by Fairclough (2015) is "focused upon relations between discourse and other social elements, providing reasons for transformative action to change the existing social reality" (p. 19). Fairclough (1993) acknowledges influence by Foucault (1979) in

his approach to the dominant discourse and its relationship to power and power struggles. According to Fairclough (2019), CDA informs, "relations between discourse and other social elements (power relations, ideologies, social institutions, and so forth)" (p. 4) and thus can support challenges to powerful dominant discourses that works to disenfranchise alternate discourses. These dominant discourses are powerful because they "enact, embody and operationalize" an accepted *ideology* which Fairclough (2019) defines as "assumptions which are taken for granted as 'common sense'" (p 11). Ideology as represented through discourse defines what is normal and expected and thus legitimizes and maintains the social order of a specific context (Fairclough, 2003). Thus, CDA as an analytical approach can surface underlying tensions, beliefs, contradictions and discriminatory practices that support the interests of the dominant social group – in this case the IHE context, with its conflicting values, ideologies and approaches (van Dijk, 1995; Fairclough, 2015).

Fairclough (1993) intended CDA to be both explicatory and to impel change, and his example of analyzing the discourse of British university position briefs by demonstrating how they were adopting the language of marketization set a foundational basis from which to resist and change from the growing trend of commodification of education. Fairclough (2003) provides an exhaustive checklist of questions that CDA researchers can employ in critically analyzing a text. Besides Fairclough's (1993, 2003, 2019) approach to CDA, I employ Thomson (2001) and Askehave (2007, 2010), two researchers that have provided tools to guide the analysis of the data sets.

The following questions from Thomson (2011), who grounds herself in a Foucauldian perspective because of its framing of power dynamics in institutional and social discourse, have been adapted here:

1. What is being represented here as a truth or as a norm?

2. How is this constructed? What is left out? What is kept apart and what is joined together?

3. What or whose interests are being mobilised and served here and what are not?

4. What identities, actions, practices are made possible and /or desirable and/or required? What is normalized/allowed and what is pathologised/disallowed?

    (Thomson, 2011, para 3).

Using these questions the researcher then can compare surface elements and emergent themes to discern the structure of the *actual discourse* with the conventions of the *order of discourse* and arrive at conclusions meant to shed light on the implicit or "below the surface" elements.

The researcher Askehave (2007; 2010) also informs the data analysis of this research, as she focuses on language which shows how marketization is aligning higher education more closely with a corporate sector orientation, observed through "discourse level practices, values and logics of marketization [which] seep into higher education through the introduction of a discourse hitherto known from the corporate world – with terms like 'customers', 'clients', 'markets', 'corporate identity', 'mission statement', and 'strategic plans' popping up in higher education discursive practices." (Askehave, 2007, p. 724).

The process of research employing CDA involves a comprehensive examination of the context in which the given social practice is embedded, with thick description in this research study provided through the examination of federal policy documents, SIO position briefs, and interviews with SIOs. The approach suits the paradigmatic foundations of this study, by providing a critical lens on the emergent themes that provide insights into the discursive positioning of the various actors – government, universities and SIOs. The goal of critical discourse analysis in this study is to uncover both dominant and alternative discourses of

Canadian IHE in the context of globalization discourses and links to exploitation and
marketization, which may be inhibiting the development of alternative discourses (Mulvihill &
Swaminathan, 2017; Ayres, 2005; Askehave, 2007; Turner & Robson, 2007).

Discourse and positioning theory

Storylines are how we assign meaning to a sequence of actions – they can be defined as
"plots" that are familiar to a particular society or discursive representation (Whitesed & Green,
2013). Positioning theory gets at the core of power relationships and illuminates an
understanding of how, at the individual level, one may accept, negotiate or resist dominant
storylines (Harré & Slocum, 2003). This method of understanding discourse is suited to this
research, which seeks to explore hidden discourse and tensions in the positioning of the SIO set
against national and institutional contexts. As examples of using this analytical tool to explore an
individual's relationship with both explicit and implicit discourse, Dixon (2006) and Whitesed &
Green (2013) are influential researchers on this study.

As discussed in Chapter 2 storylines aid in critical analysis by illuminating multiple and
contradictory positions. Storylines emerge through critical analysis of a data set and frame the
complexity of positioning around a particular discourse. For example, Dixon's (2006) example,
referred to earlier, examines the joint storylines emerging from Australian and Thai participants
in her study, which cast the Australians as teachers and the Thai as learners, finding a frame for
making explicit ideologies, motives and privilege hidden in the discourse. To accomplish this,
she first organizes participant interviews into separate storyline threads, and then through
comparison arrives at joint storylines revealing how participants positioned themselves in the
"international arena" and disrupting "the accepted positioning from the domination by the
neoliberal discourse" (Dixon, 2006, p. 324).

Whitesed & Green (2013) examine storylines emerging from the struggles of IHE to "label" the opaque (in their view) process of internationalization across the higher education sector in order to clarify the conflictual storylines that inhibit meaning making. They contend that positioning acts can be challenged or revised through analysis of dominant storylines, but add that often the "actors", in the case of this research study, SIOs, are limited in "their access to the repertoire of meaningful acts" (Whitesed & Green, 2013, p. 115). To illustrate this they refer to IHE's dominant storyline as being focused on "commercial rather than educational interests" (Whitesed & Green, 2013, p. 115) and conclude with the need for more meaningful theoretical exploration of the process and positioning of internationalization discourse.

While the discourses that have been made explicit through critical discourse analysis form the data of my study, the storylines are the narratives that have been pieced together based on the data analysis and through the lens of positioning theory. The storylines reflect how SIOs are positioned/position themselves around the various discourses. Storylines emerge as each data set is analyzed. These will be presented in each data chapter, and the concluding chapter of this dissertation will present a final analysis of joint storylines which are anticipated to illuminate the complexity and contradictions of the SIO role. The joint storylines produced through comparison should provide insights from a critical lens to support the paradigms of this research study: *constructivist:* to deepen understanding of the study population (SIOs) and *advocacy:* to set the stage for change.

Data Collection

To address my research questions, data will be collected from both publicly available sources and from interviews with study participants. The publicly available resources are Canadian policy documents and reports on International Education (those that explicitly expect

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and require the involvement of Canadian universities) and 12 advertised position briefs for the

SIO role 2012-2017. Primary research will be carried out through interviews (n=5) with the

successful candidates for the advertised position briefs.

Figure 1 Data sources

Individual interviews
with Canadian SIOs

Position briefs advertising for
SIOs in Canadian universities

Canadian
IHE
Policy
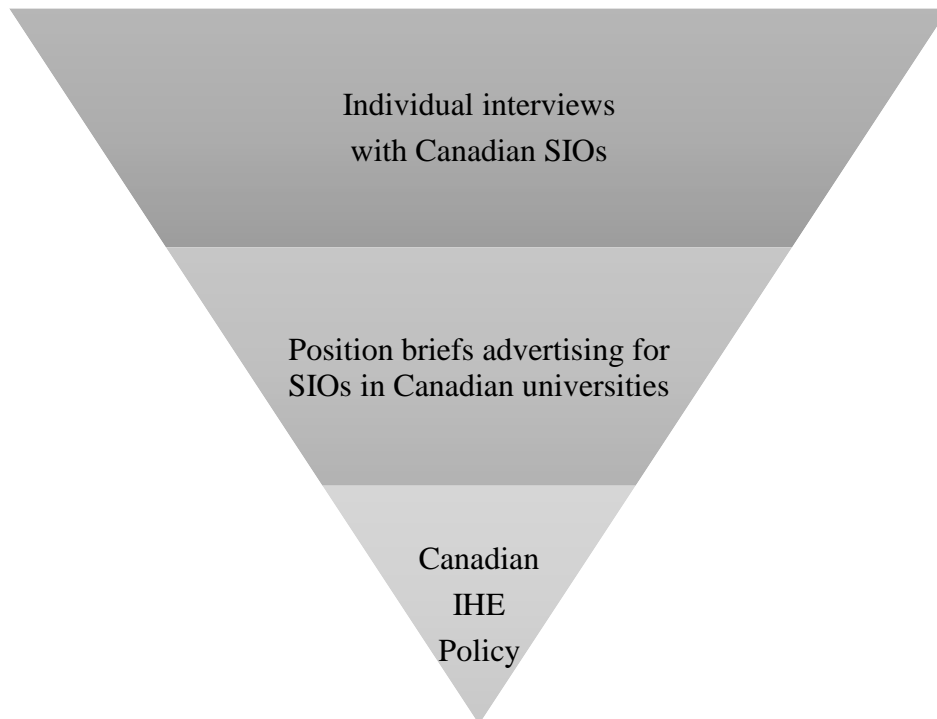
Triangulation and validity

This study emerges from the *triangulation* of three data sources, a strategy for developing a

case for *validity* since "research is a process of discovery in which the genuine meaning residing

within an action or event can be best uncovered by viewing it from different vantage points"

(Schwandt, 2007, p. 298). Triangulation works as a method for "…checking the integrity of the

inferences one draws" (Schwandt, 2007, p. 298). Triangulation as a strategy to address concerns

of validity in qualitative research is based in the "assumption that data from different sources or

methods must *necessarily* converge on or be aggregated to reveal truth" (Schwandt, 2007, p.

298). Thus, evidence collected and analyzed from multiple sources is thus deemed to support the validity of conclusions drawn on a particular theme or perspective (Creswell, 2007).

In the case of this research study, the data points are:

1. Chronological analysis of the IHE policy context in Canada;

2. Critical discourse analysis of the university position briefs (2012-2017) attesting to the IHE priorities of Canadian universities; and

3. Participant interviews with SIOs to divulge their leadership experiences of campus leadership with carrying out their mandates.

These data points will support the research study conclusions and reflect a commitment to demonstrating validity and meaningful understanding of my research (Denzin & Lincoln, 2011).

Policy documents

Published Canadian international education policy documents form the first source of data for this study. The documents were compiled through on-line searches for international education and include publicly available government sources with a primary focus on the Canadian Report on International Education (DFAIT, 2012) and two subsequent strategies (DFATD, 2014; Global Affairs, 2019). These reports and strategies are supplemented by archival material from other government departments (Immigration, Refugees and Citizenship Canada and Global Affairs), government agencies (Canadian International Development Agency, International Development Research Centre, and Atlantic Canadian Opportunities Agency) and national associations (Universities Canada and the Canadian Bureau of International Education). Where warranted, these documents are also supplemented by local and national media and other on-line reports or literature. These key texts were included for their explicit involvement of universities in order to implement policy, and are described and arranged in chronological order.

Position briefs

Twelve position briefs, which are documents developed to advertise available jobs and launch a candidate search, aimed at attracting SIO candidates in 12 Canadian universities, were collected over the time period from 2012, when the Canadian International Education Report was made public, to 2017, when the data collection stage of this research study concluded. These advertisements were collected either directly from agency placement firms or from websites such as university human resource office webpages. To collect these advertisements, I sent emailed messages to Canadian executive search firms and requested copies of briefs that I had observed advertised primarily on-line at Academica Group - Research and Consulting for Higher Education www.academica.ca, a prime Canadian web site for higher education recruitment. I also carried out on-line searches of human resource departments of universities that were seeking senior leaders. The 12 position descriptions represent all the university job advertisements for the senior international leader that my searching unearthed during that period. I did not knowingly exclude any SIO recruitment searches from my data collection. The SIO searches represent a diversity of institutional types (from small liberal arts universities to large research-intensive universities). They reflect SIO searches in six of Canada's ten provinces, and 12 of Canada's approximately 90 public universities, meaning that during that relatively short period following the publication of Canada's International Education Report (2012), 13% of Canadian universities were actively searching for new leaders for their internationalization efforts.

Interviews: methods, participants, and sites

The purpose of interviewing as a part of my research study is to contribute to the qualitative understanding of the lived experiences and meaning that international education leaders reflexively identify as influencing their professional practice. These interviews are not

meant to be representative, instead the design of this data collection phase is to purposefully

select interview participants who can broaden understanding of the research questions. I will

employ purposeful sampling in selecting my participants, as explained by Cresswell (2007), to

"intentionally sample a group of people that can best inform the researcher about the research

problem under examination" (p. 118). The model selected for the interview process is an active

interview approach in which two guiding questions frame a conversation between the

interviewee and researcher. In the active interview model, both "interviewer and respondent are

regarded as agents in the co-construction of the content of the interview" (Schwandt, 2007, p.

162). This approach surfaces the emotions and thoughts, which form the framework by which

participants make meaning of an experience and upholds the value of understanding an

experience subjectively. The guiding questions, provided in Appendix B, are listed here as

follows:

    1) How do you experience the internationalization role as outlined originally in the

position brief?

    2) What tensions have you experienced in carrying out the role?

    The participants who were contacted to take part in the study were those that were, in

2018 when the interviews were conducted, the successful candidates for the jobs described in the

position briefs and were still incumbent in the senior leadership role for which they had been

recruited. They had been in their current roles for between one and five years.

    By 2018, when I reached out to interviewees, three of the originally advertised positions

had already been vacated. Nine positions had the successful incumbent still in the role for which

each had been recruited (including myself). I thus contacted all eight of the remaining

incumbents and received responses from seven. Due to reasons given of overwhelming travel

and work obligations, two incumbents were unable to find a time to be interviewed. Thus, I interviewed five incumbents.

In order to protect the privacy of the participants, the interviews are sequentially labelled SIO1 through SIO5. For privacy protection reasons I do not identify the geographic location of the SIOs since some Canadian provinces have as few as one University thus knowing the geographical location of an incumbent could compromise privacy. Participants represented a diversity of institutional type (liberal arts and research intensive).

The participants were provided with an Informed Consent (Appendix A) as well as the original position brief to which they were recruited (Appendix C). The participants were asked to reflect upon how their experience compares with the description of the position, as well as to elaborate on tensions they experience in carrying out the role. These questions were developed to allow the participants to highlight the aspects of their experiences and tensions that were most important to them. The purpose was to build a data set that referenced the previous set (on the position briefs) but supplemented with the personal and professional observations and experiences of those carrying out the SIO role. The interviews proceeded in a semi-structured manner, through careful use of the two guiding open-ended questions (Appendix B), designed to develop a full picture of participant experience in the leadership role (Merriam, 2009). The interviews were designed to be an interactive process, each between 25 and 30 minutes   .

Due to resource and logistical constraints, it was necessary to carry out these interviews using communications technology (Skype). Creswell (2007) discusses the advantages and disadvantages of using technology (i.e. not meeting face-to-face) but focuses on the telephone, which was the common technology of the time. He notes the primary advantage is being able to interview participants that would not otherwise be possible to interview due to distance or other

factors related to accessibility, but notes the disadvantages of not being in person are that informal cues are missed and that the technology can be costly (Creswell, 2007). The evolution of communications technology has meant that cost is no longer a prohibitive factor, but the fact remains that in person "body language" cues can be missed even over skype when the researcher and participant can see each other. In any event, the participants in this study were located, in some cases, more than 6,000 km distant from the researcher, making telecommunications the only realistic choice for the research. The calls were made to participants during their workdays and they responded to the calls from their office milieu. Each call was recorded and subsequently transcribed by the researcher.

Data analysis

The data was analyzed with a qualitative approach, following Creswell's (2007) three stages, which are summarized here:

1. The preparation and organization of data sets, which in the case of interviews, involves transcribing the data.

2. The close examination of the data for emerging themes or patterns, which may also involve coding of the data.

3. The illustration of the data which may involve discussion of findings or the creation of figures or tables which allow the reader to easily access the conceptualization of the themes.

This section describes the analytical frameworks and tools employed in this study. More detail is provided within Chapters 4-6 as each set of data is treated separately. Each set was collected in a manner distinct from the other and thus the analyses are distinct, though follow common sequences. In the first stage, the raw data is read and notes made in the margins that

highlight any segment of the data that seems meaningful or relevant to the study. The data is then

re-examined in the same way several more times to accomplish two tasks: to note overlooked

meaningful data segments and to begin to note overarching categories or themes. Themes are

then tentatively developed and the data segments are grouped within them, with caution taken to

ensure that themes "capture some recurring pattern that cuts across [the] data" (Merriam, 2009,

p. 181). It is important that that these themes relate to the research question, are exhaustive, do

not overlap, capture the essence of the grouped data segments, and finally, conceptually make

sense and fit together (Merriam, 2009).

Once the themes are finalized, they are analyzed for the discourse they reveal. The data is

then synthesized into overall storylines. These storylines are then organized using charts which

connect them to underlying rationales. In the final chapter, joint storylines provide insights into

the experience of SIOs in Canadian IHE.

Data analysis of Canadian policy documents

The data sets representing key texts of Canadian IHE policy are organized in

chronological order and supplemented by sources providing context as well as critique. In terms

of the examination of the data, the analysis relies on Fairclough (2003) and Thomson's (2011)

framing of discourse analysis which is summarized here as the discursive representations of

values, rationales, and norms, the construction and omission of what constitutes reality, whose

interests are being served and which discourses are being normalized while alternatives are

ignored or kept hidden. The Canadian federal IHE policy discourse will be analyzed for how it

represents norms and reality, values and rationales, and whose interests are being served. Not

only the policy documents themselves provide such insights, but also several Canadian-based

scholars have written about the context of Canadian higher education and these scholars' insights

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are also incorporated into the critique. This analysis of policy will explore how the federal government employs language to normalize certain discourses through policy statements and rhetoric (Fairclough, 2003). These discourses represent values or worldviews that become dominant and legitimized as the primary rationales for engaging in internationalization

The positioning of Canadian IHE through emergent storylines is also presented, employing the approach outlined in Dixon (2006) and Whitesed & Green (2014). The discursive themes of Canadian IHE policy emerge through an analysis of these storylines. The data set, analysis and discussion are presented in Chapter 4, and form the basis for the two subsequent chapters, which delve into university priorities for, and individual SIO experiences with Canadian IHE. The storylines expressed in the Canadian IHE policy context will be further analyzed by comparing them to storylines drawn from the next two chapters. These joint storylines will be presented and discussed in the concluding chapter of this dissertation.

Data analysis of position briefs

The position briefs were coded U1 through to U12 and data was collected and organized into themes from each of four "sections" of the briefs: (1) the profile of the institution; (2) the scope, mandate and reporting structure of the position; (3) the attributes being sought; and (4) the activities or actions over which the SIO is responsible. The position briefs were reviewed for key words, phrases and concepts related to how the university described itself, its priorities for IHE, the SIO role, and its characterization of the "ideal SIO". These position brief elements then were analyzed using critical discourse analysis.

Once the key words, concepts or phrases were identified and listed in charts, my point of departure for thematic analysis primarily employed a model derived by Askehave (2010). Askehave (2010) was concerned with key words and phrases related to leadership "actions" and

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"attributes", and provides and analytical framework to explore how emergent themes might "illustrate the dominance and persistence of one particular leadership discourse and one particular leadership construction…" (p. 323). Thus, the analysis of the discourses of the SIO job description are expected to reveal what aspects of IHE the university (senior leaders and other university stakeholders who develop the description of the brief) intend for the leader to prioritize, and what aspects are not priorities.

The discourse of the position brief is represented not as neutral communication but a social action with clear constraints, conventions, and ideological congruence, written to attract the attention of individuals who are members of a particular discourse community - disciplinarily, institutionally and/or socially (Fairclough, 2003). As Denzin (2001) points out, "writing is not an innocent practice" (p. 23) and thus a critical analysis of the position briefs will unearth biases in the texts and illuminate storylines that will add further depth to the understanding of the SIO leadership role within the Canadian university context. The data set and analysis of the position briefs form Chapter 5 of this dissertation. The storylines that emerge from analyzing the discourses of the position brief data will be analyzed further by comparing them to storylines drawn from the policy data set and the interview data set. The joint storylines that are produced by synthesis from this comparison will be presented and discussed in the concluding chapter of this dissertation.

Data analysis of interviews

The interviews were transcribed and reviewed several times, with notes taken on all emerging topics discussed by the participants, for example, their challenges, frustrations, successes, plans, and so on. The notes on these topics were examined iteratively, in the sense that as a researcher I returned to the transcribed interviews frequently, a process that can reveal new

topics or themes. Subsequently I determined a set of 19 common themes that SIOs believe

explain and articulate their experiences in the role. These common themes allowed for storylines

or 'plots' to be identified which the participants collectively experienced. These storylines

provide a narrative that explains how the SIO is positioned within the dominant discourses and

if/how the SIOs engage in alternative discourses of resistance.

Examining storylines complements the critical discourse analysis, because through

discourse whether textual or conversational, "authors establish, either intentionally or

unintentionally, a position in relation to themselves and to others" (Dixon, 2006, p. 322). The

storylines illuminate this positioning and by gaining an understanding of how the Canadian SIOs

position their experiences in the role, the researcher can discern tensions and whether there is any

resistance to dominant discourses. The interview data set and its analysis form Chapter 6 of this

dissertation. The storylines that emerge through the analysis of the SIO interviews are compared

to storylines drawn from the policy data set and the position brief data set. The resulting joint

storylines are presented and discussed in the concluding chapter of this dissertation.

Role of the researcher

The journey that led to researching and writing this dissertation arose because of a

growing awareness that my own story connected to a broader societal discourse (Denzin, 2006)

and thus could perhaps add value to the body of knowledge about the leadership experience. I

recognize that having an insider (emic) as well as expert perspective in this research study, is

both a benefit and a challenge. In particular, when studying one's own profession, being close to

the study topic and having insider knowledge is unavoidable; what is important is to make the

researcher interpretative worldview clear, to acknowledge that there is an impact on the research

from being a member of the profession being studied, and that the research topic and data

collected are also impacted by the emic researcher (Dowling, 2006). Furthermore, an open, honest and ethical relationship with the participants in which process and expectations are clear is important to ensuring the validity in the data collection and analysis stages (Dowling, 2006).

Perceived researcher bias can influence the reader's decision of whether to accept the validity of the findings. Kvale (1995) provides insights on the critical importance of signaling the qualitative researcher's worldview. Morrow (2007) models the type of researcher self-awareness that can assist the creation of research that is accepted as valid. Following her technique for making the researcher stance clear, I explain my background and worldview briefly here.

I have been involved in the field of Education my entire adult life as a teacher, instructor and over the past 15 years in university administration. I have been active in the field of international education itself as both an instructor, and on national and international Boards of Directors which guide leadership activities and professional development in Canada, the US and internationally. The career choices that I have made and critical voice that I have developed over time clearly indicate that my inclination and worldview tends towards a perspective and activism that seeks to identify, analyze, understand and rectify inequity and bias in the human condition. I have been deeply involved in the experiences of those who are culturally other from the dominant culture and observed how those from diverse and often vulnerable backgrounds negotiate identity and experience assimilative pressures to conform in order to succeed. My research paradigms, as previously described, are drawn from Cresswell (2007) and tend towards both a constructivist approach (individuals make meaning of experiences with multiple realities), and an advocacy approach (enabling change on the part of participants and institutions, in the case of this study). My tendency towards a critical lens on research has been influenced by Indigenous worldviews as discussed in the introduction of this dissertation, in particular

Kuokannen (2007) and Wilson (2008) whose depiction of values of hospitality and reciprocity are key to developing relationships in a globalized world, yet neglected as values or worldviews underpinning international education.

In my research study, much of the data was collected from publicly available sources with the interpretation guided by my lens and worldview. The interviews were conducted with SIOs in Canada who are familiar with me, and with my career, as I am with theirs. The importance of trust and respect has been a key part of establishing the researcher-participant relationship. The other SIOs are my peers in the field and we have known each other through conferences and workshops, or at least have known of each other. As Morrow (2007) reminds the emic researcher, "Because participants in qualitative investigations often disclose information of an emotional and sensitive nature, and because the relationship between interviewer and interviewee is often very intimate, the researcher's responsibility to treat participants with high regard and respect is paramount." (p 217). Thus, my approach to my peers will follow the standardized ethical guidelines precisely, and through these guidelines, address any questions the participants have about process and anonymity.

Once I begin the participant interviews, I will employ an active interview model, whereby guiding questions initiate the conversation about the tensions and experiences in the role. In an active interview model, "the interviewer's behaviour is not considered in terms of contamination or bias; rather, that behaviour is unavoidably part of the communication event in which the interviewee's meaning is assembled in its narration." (Schwandt, 2007, p. 162). The important point here is to practice critical reflexivity, "the process of continual internal dialogue and critical self-evaluation of a researcher's positionality as well as active acknowledgement and explicit recognition that this position may affect the research process" (Berger, 2015, p. 220).

As an emic researcher I will ensure my data collection and analysis employ reflexivity both as a concept and a process embedded in the research design as well as being driven by insights from iterative interaction between the data and my own experiences in the SIO role (Dowling, 2006; Morrow, 2007). Besides declaring my own position within my profession and explaining my worldview, I intend to consistently question my own approaches as I collect and analyze the data and incorporated feedback regularly from my supervisory team who could challenge me on gaps in my explanations due to being close to the dissertation topic. The intention of employing iterative reflexive processes in my research study is to demonstrate to readers a balanced and valid approach to support the findings

Limitations

This study explores the experiences of a limited number of senior international officers incumbent at Canadian public universities. One main limitation is thus the generalizability of information and findings. The participants are incumbents with experience in Canadian IHE and were recruited to their positions in the years following Canada's cross-country, cross-sector consultations and subsequent Report on Canadian international education (DFAIT, 2012), a definitive moment in the evolution of Canadian international education motivations and goals. I chose to focus on SIO searches in the post-2012 period, as the Report represents a foundational document against which to examine the current Canadian IHE environment. While the post-secondary IHE context of Canada includes both college and university systems, my focus is solely on the universities. Given that Canada has around 90+ public universities, and the period for data collection was 2012-2017, the available data set was inevitably small. The study deliberately focuses on the lived experiences of SIOs and excludes the perspectives of other members of the university community who may be part of the internationalization landscape. In

this section on limitations, I also recognize my own "insider" position as described above as influencing my views and interpretation of the data. In addition, the responses of the interview participants may have been influenced by the fact that we had some familiarity with each other prior to the study.

A further limitation is a paucity of literature and robust scholarship that conceptualizes leadership of campus internationalization. Since the study is set in Canada, available literature is further limited by the particularities of the Canadian post-secondary context, relative newness of the field of International Higher Education, and a miniscule set of previous research examining the profession of international education leader on university campuses.

Conclusion

This research study approaches the questions of international education leadership in Canada today through a qualitative and critical lens. This chapter outlines the rationale, context, research design, methods employed for data collection, methods employed in analysis, and concerns related to emic research and the study limitations. The next three chapters present three data sets collected through the Canadian IHE policy documents, the SIO position briefs and SIO interviews. Each chapter then presents a discussion analyzing the data set and concludes with depicting the separate storylines emerging in each data set. The final chapter addresses the joint storylines, providing emergent insights to the SIO role in Canada.

CHAPTER FOUR: CANADIAN POLICY

International Education Policy in Canada

While the previous three chapters introduced the broad concept of IHE, set out the

literature supporting its rationales, debates, and ideologies, and described the research methods

to be employed in the collection and analysis of the data, this chapter outlines and analyzes

Canadian national policies affecting internationalisation. Although in some Canadian provinces,

international education is part of overall provincial education policy, this is not the case in all

provinces. While provincial IHE policies may affect some SIO contexts, several provinces have

no IHE policy. Thus for the purpose of this research study, I chose to focus on Canadian federal

policy, which affects SIOs no matter where they work.

The data for this chapter was collected from available published Canadian international

education policy documents and reports referring to international education through which the

federal government has managed strategies or programs involving universities (international

student recruitment, student mobility, partnership development and capacity building projects in

emerging economies). The data sources were supplemented by information found on websites of

federal government departments (Immigration, Refugees and Citizenship Canada and Global

Affairs), government agencies or crown corporations (Canadian International Development

Agency, International Development Research Centre, and Atlantic Canadian Opportunities

Agency) and national membership associations (Universities Canada, the Canadian Bureau of

International Education). These supplementary sources were collected through on-line searches

on the departmental, agency or association websites. In compiling the data, I focused on reports

and policies that set out approaches and agendas that necessarily involved universities. These key

texts are publicly available and presented in chronological order in the chapter.

Rather than undertake an exhaustive taxonomy of all existing federal policy documents that might refer briefly to international education, I chose to focus on the reports and policies that directly involved universities. These reports have also received attention and critique by international education scholars who offer thematic analysis of their inherent storylines. The following paragraph outlines the key policy texts, their publication dates and the rationale for inclusion.

The only comprehensive federal report that describes Canadian international education up to the end of the 1990's is a report published by the International Research Development Centre (IDRC) (1999). This report provides insight and information on Canadian policy and the approach of the federal government to IHE up to end of 1999. During the 2000's no comprehensive federal report on international education in Canada was published. The Report on Canada's International Education Strategy, published in early 2012, set out federal IHE priorities for the 2010 decade and beyond, and it gave rise to two subsequent strategies. It is a key text because of its explicit focus on Canadian prosperity as the rationale for IHE. Information and surveys from CBIE and Universities Canada (known previously as AUCC) help to complete the picture of how universities were responding to federal IHE priorities over the years. Finally, scholars such as Shute (1999), Friesen (2009) and Trilokekar (2016) help fill in the gaps with information and analysis of the federal government's involvement and interests in IHE. Together, the reports, strategies and scholarly analyses provide insights and suggest storylines that inform how the Canadian federal government represents IHE in policy. The storylines are presented along with the rationales that drive policy development towards the end of this chapter, in chart form.

Overview of international education policy in Canada

This section provides an overview of seminal IHE policy in Canada and its influence on Canadian university organizational policies and administrative structures. The organizational parameters and assigned responsibilities of the Canadian SIO role as the subject of this study is situated both contextually and historically in Canada and thus the policy context is restricted to Canadian IHE policy.

The jurisdiction and development of international education policy in Canada is particularly challenging compared to most other nations in that there is no federal mandate for education (due to the Canadian constitutional division of powers) and therefore no single national educational authority (Lemasson, 1999). As a federation of provinces, Canada's government only has a national mandate to act on behalf of the provinces in certain matters, and has no jurisdiction over education (Lemasson, 1999). Thus a national comprehensive and coherent international education policy is absent from Canada and the policies and associated programs that drive internationalization at individual educational institutions are an amalgam of local and national policies and programs. These policies and programs are diverse and reflect the widely different demographics, cultural contexts, aspirations and histories of the provinces, arising from the historical fact that "every province and territory set up educational structures and institutions that were unique to it and that, despite the many similarities, reflect the distinctive character of regions separated by considerable distances and the diversity of the country's historical and cultural heritage." (Council of Ministers of Education, Canada, 2001, p. 5).

Federal policies aimed to support IHE can only encompass aspects of education policy that address international trade, the role of education in diplomacy, labour market development,

and migration. The development of federal IHE policy has focused on the areas permitted within the constitution, such as foreign aid, branding Canada as an education destination, international student attraction as a function of revenue generation and immigrant attraction through retention as an extension of international recruitment. This context presents the Canadian SIO with a complex dynamic, as it requires them to operate in a policy context where the primary policy drivers (and related resources) emanate from federal policies whose functions only partially address the IHE mandate whereas they are also answerable to the locally focused policies of provincial governments and the particularities of their own institution.

History of international education policy development in Canada

This section describes the chronological development of national level IHE policy in Canada from its beginnings to the present day. It considers the 2012 International Education Report, titled: *International Education: A Key Driver of Canada's Future Prosperity* and the subsequent launch of Canada's first International Education Strategy in 2014 as a major turning point in the federal government's engagement with international education (AUCC, 2014; DFAIT, 2012; DFATD, 2014). Prior to the 2012 Report, generalized awareness of and support for international education in Canada may be considered as lukewarm, unfocused, and inconsistent.

From Confederation until the end of World War II, universities in Canada were primarily focused on serving their local communities or regions, which they accomplished through on-campus activities and university extension activities, the federal government had little if any direct influence on how universities managed their business (Shute, 1999). The university role was to contribute to regional development and if international activities occurred at all, they were ad hoc and based on the individual interests or motivations of faculty (Friesen, 2009). However,

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in the aftermath of World War II, Canada came into its own as a country and was "shocked" into a more global outlook by a recognition that the inward-looking focus of the previous decades had led to a deficit in understanding global issues (Friesen, 2009). The characteristic activities of universities, "outreach and public service" (Shute, 1999, p. 18) which were foundational to the initial establishment of universities, began to turn outward, beyond the local community and nation, and into to the world.

Clark (1999) outlines four post-war phases (Figure 2) up to the end of the 20th century, which reflect the evolving priorities of IHE by the Canadian government and resultant impacts on post-secondary institutions. Following post-war trends, Canada began to develop international relationships beyond the "allies" and its colonial family and established an independent foreign policy, and an External Aid Office, which was later to become the Canadian International Development Office (CIDA) (Shute, 1999). Canada began to have a more open attitude towards international relations, exemplified by Lester Pearson's approach to internationalism and culminating in the well-documented global liberalism of P.E. Trudeau (Shute, 1999).

The dominant discourse of internationalization IHE over these years maintained that it was underpinned by an ethic of social justice and human rights (Glass, 2015) and "although uneven in consistency, mixed in motivation, and occasionally delayed in development…has been impressive and possibly the most comprehensive and balanced to be found anywhere" (Shute, 1999, p. 42). This discourse is critiqued by (Stein et al., 2019) as hiding the reinforcement of global inequity, in particular by privileging Canadian knowledge above local ways of knowing.

Figure 2: Overview of Development of International Education in Canada

1950's - 60's	• Individuals with international project or development interest become active on Canadian campuses (Clark, 1999). • First international office for "foreign students" in Canada is established at the University of Toronto (Riddell, 1985).
1970's	• More universities establish international offices but focus turns to support of Canadian International Development Agency (CIDA) projects (Clark, 1999). • Offices are "go-between" to ensure institutional compliance, risk management maintained by individual faculty "project consultants" (Clark, 1999).
1980's	• Canadian government turns to universities to fully manage international development projects, instead of engaging individual faculty (Clark, 1999). • Universities establish differential fees for international students and intentionally set out to grow enrolment (Friesen, 2009).
1990's	• Knight (1994) prepares a monograph for CBIE detailing the scope of university activities under the umbrella of internationalization. • Much debate occurs over the type of organizational structure needed to carry out the range of international activities (Clark, 1999).
2000's-present	• Most institutions have centralized international activities under a single or cross-unit coordinating body (AUCC, 2014). • Canada's international education marketing strategy is launched. Policy shifts are designed to improve attractiveness of Canadian education (DFATD, 2014)

Post-war to the 1960's

At the conclusion of the Second World War and up to the end of the 1960's, universities were given opportunities to engage in outreach activities internationally because of a desire by the federal government to develop capacity building projects overseas (Shute, 1999). Thus, individuals with interests in working in "developing countries" became active on Canadian campuses (Clark, 1999) as the Canadian International Development Agency (CIDA) funded increasingly large university capacity-building projects. Many universities became engaged with projects that were significantly large enough to be felt by the university as a whole with

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concomitant impacts. Universities not only began to work with CIDA to collaborate with foreign institutions overseas but also began to host foreign students on CIDA scholarships and it was during this period that the first international office for supporting students was established at the University of Toronto (Riddell, 1985; Shute, 1999).

CIDA plans and activities were a function of a global context in which the developed world was engaged in attempting to redress some of the clear inequities exposed by two World Wars and independence movements in the colonies. Although not front and centre in terms of policy and profile, education began to play a role. In 1950, the federal government signed on to the Colombo plan, marking a new era of Canada engaging in education and training in the Asia-Pacific (Friesen, 2009). In 1960, the Commonwealth Scholarship Plan launched Canadian capacity building projects into the Commonwealth countries, greatly expanding the scope and types of education and training in which universities could be involved (Friesen, 2009).

As Canadian universities began to develop international dimensions, the need for a national organisation to interchange ideas and issues emerged and during the 1960's, the Canadian Bureau for International Education (CBIE) was founded to provide a national forum to support the growing responsibility for IHE by providing communication, advocacy and supporting reciprocity in international relationships (Riddell, 1985). Thus, the early days of Canadian internationalization were based in concepts of international outreach as a function of international public service, extending already established university mandates with respect to nation building and serving the needs of local populations.

The 1970's

The 1970's saw international opportunities for universities under CIDA auspices expand and diversify to more countries, mostly in the global South, or the "developing world" (Clark, 1999).

Individual faculty experts were, up to this time, the main actors in this new federal agenda, acting as "project consultants", and universities began to think about risk exposure as projects and especially financial reporting on project work became more complex and thus more onerous (Friesen, 2009; Shute, 1999). To manage risk and ensure the federal government was satisfied with financial and other reporting requirements, universities established administrative offices whose roles were to ensure institutional compliance and support risk management (Clark, 1999).

Alongside the capacity building projects, which mostly involved assisting universities abroad to build teaching capabilities and resources, an incipient interest in internationalizing research occurred. This was associated with addressing the gap in HE capacity in developing countries. 1970 saw the establishment of the International Development Research Centre (IDRC), which supported Canadian universities "together with developing country counterparts to conduct research on areas of concern put forward by people in the development regions" (Friesen, 2009, p. 9). Thus, university internationalization, in this decade was marked by an expansion of international activities driven by Canada's foreign policy interests and international commitments to expand HE in developing countries. University administrative structures to consider, support and manage these activities emerged which arguably form the basis of the policy and administrative structures inherited by today's SIOs.

The 1980's

By the 1980's universities engaged in development projects had administrative units that could manage large scale, complex international projects, and the Canadian government came to rely increasingly on university international offices to administer their aid projects successfully (Clark, 1999). Universities receiving international students and sending out domestic students

recognized the need to have support staff in place to help with visa advising and the myriad other supports needed to support the internationalization (Friesen, 2009).

IHE thus began to play a larger role in university agendas and the "visibility" of international activities increased. International development awakened Canadian universities to internationalisation but just as momentum began to build global economic downturns led to reductions in Canadian foreign aid funding, thus international capacity projects began a period of steady decline (Glass, 2015). Internationalisation however, had arrived, and universities were now firmly committed to international activities, and as the difficult financial times of the 1980's drove university budgets to rely increasingly on tuition (Shute, 1999) universities began to seek ways to maintain and expand their international initiatives, which also involved paying for them. Thus during this decade many universities established differential fees for international students and intentionally set out to grow international student enrolment (Friesen, 2009). Knight (1994) notes that a position statement on behalf of the country's university presidents was developed in 1989 stating that internationalization had become critical to the future survival of Canada, thus heralding the fact that internationalization was not only noticed by university senior administration, but had also become a key feature of institutional agendas.

The 1990's

By the 1990's, researchers in Canada had begun to study the phenomenon of university internationalization and to describe the components of IHE in Canada (Knight, 1994). Knight (1994) prepared a monograph detailing the scope of university activities under the umbrella of internationalization, demonstrating that it was not only about international student recruitment but was important to all aspects of university core mandates of teaching, research, and service. Since universities self-organize these core areas into different units of the university, the idea of

"where does the internationalization office fit" led to much debate over the type of organizational structure needed to carry out the range of international activities (Knight, 1994; Clark, 1999).

The questions of "best fit" for an organizational structure of international offices has persisted through the years, as policy and focus shifted the role of international units. For example, the 1990's saw international offices engaged with international development projects experience significant declines in their funding and activity due to major budget cuts in CIDA's 1995 budget, forcing the units to shrink while other areas of internationalization activities saw growth (Glass, 2015). While at that time, most universities had administrative offices for international student services and for international project management, now they were establishing international recruitment offices in order to attract greater numbers of international students as institutions faced further public funding declines (Shute, 1999; Friesen, 2009, Walsh, 2018). This decade was characterized by a growth in international activities, but they tended to be fragmented, carried out by disparate units, and only the University of British Colombia had established a senior leadership position to guide the internationalization agenda for the whole institution (Bond & Lemasson, 1999). This move to a central structure signified the start of an inexorable shift across Canadian IHE, having arisen from a series of humanitarian activities that occurred in an ad hoc manner to a more centralized, institutionalized vision, one that began to be included in university mission statements and strategic plans (AUCC, 2008).

2000's to present day

Shute (1999) outlined the above four phases and was prescient in predicting a fifth (Figure 2), that the growing commercial enterprise of IHE would lead universities to enter an era of increased focus on student recruitment. The United Kingdom, Australia, and the United States had already embarked on this path, with coordinated marketing campaigns and large gains in for-

profit internationalisation whereas Canadian student numbers remained relatively flat through the 80's and early 90's (Friesen 1999). The 2000's saw intensified coordination between the Canadian government and Canadian institutions to recruit students through a short-lived and often criticized public-private partnership called the Canadian Education Centre, which had offices in major global cities to support market entry (Vertesi, 1999; Keller, 2009). Questions of "value-add" to universities dogged the CEC and its activities wound down in 2009 (Keller, 2009). After this abortive attempt to support international recruitment through a federally funded private company (Keller, 2009), the federal government recognized the need for direct involvement and improved coordination of IHE, and launched a cross-Canada consultative process to engage all stakeholders in a broad new approach to internationalization (DFAIT, 2012).

Canadian policy context post-2012

This section outlines the state of Canadian IHE policy following the cross-Canada consultations of 2011-2012. The Department of Foreign Affairs and International Trade (now known as Global Affairs) led consultations with stakeholders from the federal government, provincial governments, the education sector, and industry, resulting in the publication of a 2012 report, *International Education: A Key Driver of Canada's Future Prosperity*. The consultation process and scope for this landmark report was unparalleled in Canadian international education history in terms of its scope, scale and reach. The panel, led by Dr Amit Chakma, then President of Western University, held cross-Canada consultations: online submissions, regional round tables and a final collaboratory held in early 2011 "where provincial partners and stakeholders came together to reach a consensus on the priorities" (DFAIT, 2012, p ii).

The Report, which was delivered in August 2012, outlined stakeholder views, which advocated for greater coordination, branding and investment, as well as improved efficiency in visa processing to support Canadian IHE efforts (DFAIT, 2012). While the report had several recommendations, two key proposals were to increase the number of international students and to increase the number of Canadian students going abroad (DFAIT, 2012). The report's overall focus was economic, evidenced by the statement that "International education is a key driver of Canada's future prosperity, particularly in the areas of innovation, trade, human capital development and the labour market." (DFAIT, 2012, p viii). The emphasis on international trade and the Canadian labour market represented a marked shift from the former Canadian IHE focus of improving human well being across the planet of the 1960s, 1970s and early 1980s (Shute, 1999; Friesen, 2009; Glass, 2015).

Canada's first International Education Strategy (2014-2019)

The 2012 Report led to two international education strategies (DFATD, 2014; Global Affairs Canada, 2019); the second (2019-2024)) strategy included many of the recommendations that were not addressed in the first. The 2014-2019 strategy focused on coordinating federal efforts to improve the attractiveness of Canadian education to international students; it established Canada's position on internationalization as "…harnessing our knowledge advantage to drive innovation and prosperity" (DFATD, 2014, p. 1). While the goal of funding Canadians studying abroad was part of the 2012 Report, the IES 2014 contained no mention of funding study abroad (DFATD, 2014). The IES 2014 instead focused primarily on international student recruitment through improved branding, coordinated marketing and more efficient visa processing (DFATD, 2014). Study abroad was addressed subsequently in the 2019 strategy.

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In the years since IES 2014 was launched, the Canadian government has provided annual updates, which highlight the economic benefit to Canada. These annual reports show the IES has been a resounding success in economic terms, given that international students now contribute more than $15.5 billion to the Canadian economy, which is greater than Canadian exports of either wheat or softwood lumber (Global Affairs Canada, 2017).

Despite having no jurisdiction over education, the IES states, "the Government of Canada has an important role to play in fostering international cooperation in higher education" (DFATD, 2014, p 4). The relationship between the federal government and Canada's international education sector is expected to be reciprocal, with not only the Government "helping" the sector to internationalize, but also, as outlined in this clear message from Global Affairs (2017), "international education, owing to its impact on Canada's ability to develop and retain the necessary knowledge and skills, plays an important role in the globalization of its economy, allowing it thrive in a fast-paced and competitive environment" (p 1). Through these two statements the federal government makes clear its stance – that when it comes to international education, it is leading the charge and expects the higher education sector to play its role to ensure Canada succeeds globally.

Canada's second International Education Strategy (2019-2024)

In 2019, the federal government launched a second International Education Strategy (2019-2024) aimed primarily at supporting Canadian students to go abroad in larger numbers to address a gap in global skills and knowledge, and an increase in the diversity of target markets where Canadian institutions recruit international students (Global Affairs Canada, 2019). The new strategy redresses the contention of those consulted in foundational 2012 International Education Report, that although the first priority was increasing international student

recruitment, the second priority should be to enable Canadian students to go abroad (DFAIT, 2012).

This second international education strategy for Canada arose from a directive from the federal government, for Global Affairs Canada to collaborate with Employment and Social Development Canada to address what was noted as a gap in Canadian students' skills and lack of global ties (Global Affairs Canada, 2019). The strategy contains no numerical targets for international student recruitment, but instead there is a goal of sending 11,000 Canadian students abroad as the first of these three outcomes:

- Encourage Canadian students to gain new skills through study and work abroad opportunities in key global markets, especially Asia;

- Diversify the countries from which international students come to Canada, as well as their fields, levels of study, and location of study within Canada; and

- Increase support for Canadian education sector institutions to help grow their export services and explore new opportunities abroad

    (Global Affairs Canada, 2019, para 7).

The first objective of the IES 2019-2024 will rely even more heavily on Canada's education sector to accomplish targets than in the previous IES (2014). Encouraging Canadian students to study and work abroad has been challenging even to destinations in English or French-speaking countries, as the IES 2019 notes a figure of 11% of undergraduate students are "estimated" to go abroad as part of their academic programs, with the majority going to the US, France and the UK (Global Affairs Canada, 2019). The impact of this yet to be felt at the time of writing, but it may be anticipated that there will be greater pressures on central university offices particularly admissions offices along with academic units to ensure that Canadian

students in their institutions are enabled to take advantage of the new federal funding to study and work abroad.

The second objective of diversifying source countries will also be challenging for individual institutions, and presumably the third objective exists to commit funds to support institutions to travel to explore new regions. Unrecognized within the new strategy is how institutions will manage work force and expertise needs if the aim is to recruit students from countries where the Canadian IHE sector has little experience or knowledge of local academic systems. Again, it is too early to analyze impacts, since at the time of this writing the strategy budget has yet to be approved by the federal Cabinet.

International student recruitment and immigrant attraction

The 2012 International Education Report proposed an improved partnership between the federal agencies that oversee trade and those that oversee immigration. This partnership was seen to be critical, because not only do international students represent a revenue source but they also represent a potential pool of skilled immigrants (DFAIT, 2012) to redress the demographic decline. The federal government began to make several policy shifts in the immigration sector to ease study permit access, post-graduate work permit access, and permanent residence application processes (Government of Canada, 2018). These policies formally recognized that international students - young, fluent in at least one official language, possessing Canadian academic credentials - are an important and relatively straightforward partial solution to addressing the demographic challenges and global skills gap that Canada is experiencing.

Canadian immigration policies now provide new pathways for international students who have graduated to gain permanent residency and eventually citizenship since they meet the migration criteria for youth, linguistic fluency, and a Canadian education credential (Government

of Canada, 2018). This has created a "Canadian context [where] IE, foreign policy, and immigration policies reinforce one another, creating a powerful, convergent, and seemingly normative policy discourse on [international students] as a central feature of its IE policy" (El Masri & Trilokekar, 2016, p. 543).

Thus, the student recruitment aspect of IHE became a priority for not only the financial benefit of tuition revenue, but also for addressing demographic and labour market gaps in Canada. Through the improved coordination of immigration policies with international trade goals, Canada began to make real gains (Figure 3), and by 2018 surpassed a half million international students, which was the anticipated target set by the International Education Strategy of 2014 (CBIE, 2018; IRCC, 2018). The next section will focus on the perspectives and experiences of Canadian universities in this new IHE environment.

Figure 3: Data on international student population in Canada 1997-2017

(IRCC, 2017*)*

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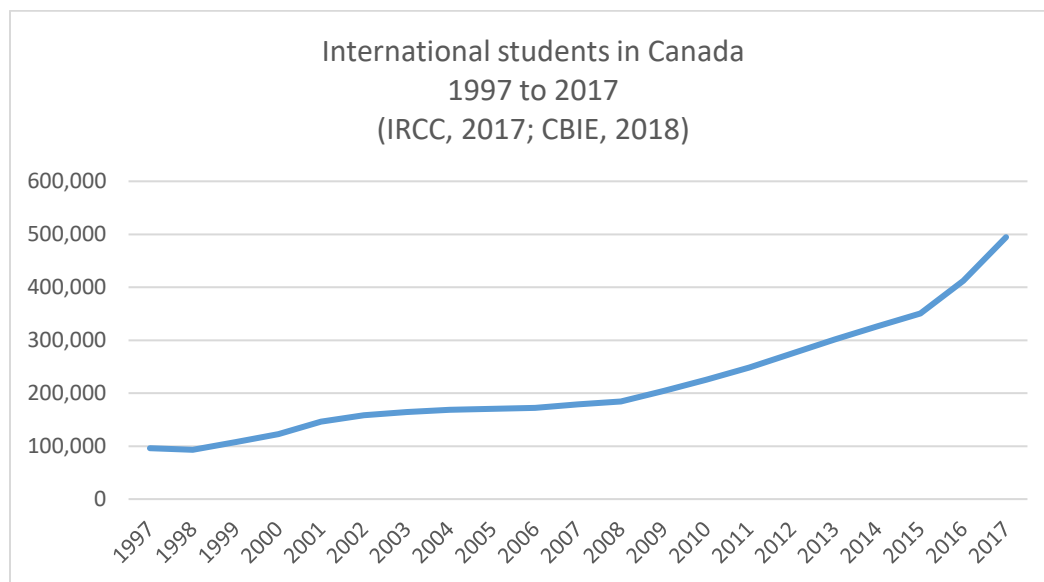
Canadian universities in the current policy context

This section turns to the Canadian university in terms of how the federal government's growing focus on international student recruitment has influenced universities as well as the SIO role. Internationalization of higher education in Canadian universities has become core to their teaching, research, and service missions (AUCC, 2014). AUCC, now known as Universities Canada, carried out a survey in 2014 that found that 95% of member universities considered internationalization in their strategic planning while 89% reported an acceleration in internationalization activities, enrolling international students, supporting student or faculty exchange, engaging in international projects and collaborating with overseas institutions (AUCC, 2014). The survey found the top five reasons for internationalizing are: "1. Prepare internationally and interculturally aware graduates (84%); 2. Build strategic alliances and partnerships with key institutions abroad (49%); 3. Promote an internationalized campus (47%); 4. Increase the institution's global profile (44%); and 5. Generate revenue for the institution (43%)" (AUCC, 2014, p. 12).

As Canadian higher education increases its level and scope of international activity, there has been an accompanying increase in the need for specialized units to develop and administer programs on the campus. The administrative units on Canadian campuses providing support for internationalization goals are:

- Support services for incoming international students (on 62% of campuses),

- International student mobility for outgoing/study abroad students (61%),

- International recruitment (59%) and

- International relations/liaison functions (47%).

(AUCC, 2014, p 14).

Leading campus internationalization

As robust federal policies and strategic support for internationalization were put in place universities across the country began to add specialized units to support these programs, with most institutions opting to hire lead administrator position or Senior International Officer (SIO) "to oversee all the international activities on behalf of the central administration" (Merkx, 2015, p. 21). The AUCC (2014) survey found that 88% of Canadian universities have established the role of a senior administrator whose job it is to lead internationalization for the entire university, whether directly overseeing centralized units or supporting cross-unit functions. While the nomenclature for this role varies from Vice-President of Associate Vice-President, Vice-Provost or Director, the overall responsibility is the same, to provide leadership and support the unit or units at the university that have an international mandate (AUCC, 2014).

The Canadian Bureau for International Education (CBIE), a not-for-profit association that provides advocacy, leadership and professional development for the IHE sector in Canada, found in a 2016 national survey of international leaders and aspiring leaders a high perception that the skills required to lead campus internationalization have undergone a profound change over the previous decade (CBIE, 2016). Survey respondents reflected that in the past leaders often "fell into" the role without the benefit of preparation for demands of leading campus internationalization (CBIE, 2016). They identified the ability to balance risk-taking with maintaining organizational values, as well as creativity and innovation as being key leadership attributes in Canadian SIOs today (CBIE, 2016). The Canadian IHE context requires leadership that can manage its rapidly changing and increasingly complex environment "…linking local, national and global contexts while balancing multi-stakeholder interests." (CBIE, 2016, p.1).

Staffing for campus internationalization

At the institutional level, due to cuts in public funding, international student recruitment is an increasing priority as universities become increasingly dependent on tuition fees to address budget gaps. A recent study in Ontario found the majority of universities were expanding their international student supports to respond to increased numbers in international students, for immigration advising, academic advising, counselling and supporting the student transition to the new academic community (El Masri & Trilokekar, 2016). The study, which gathered data from staff at Ontario universities, found that the focus on international student recruitment has changed how universities staff their international offices, increasing the need for specialized staff with specific international, immigration and global expertise (El Masri & Trilokekar, 2016). An immigration policy shifts in the early 2010's legislates who can provide immigration advising to international students and subsequently most Canadian institutions now hire immigration-certified staff to provide international student immigration advising (El Masri & Trilokekar, 2016). In addition, annual reporting requirements on international student enrolment place Canadian universities in the position of 'policing' the compliance of international students (El Masri & Trilokekar, 2016).

New immigration policy shifts to favour international students as new immigrants have influenced universities to not only recruit and retain students, but also to provide advice and supports that help them stay in Canada after they have graduated, which is not normally a university responsibility. As an example, the region of Atlantic Canada which encompasses four Canadian provinces has an Atlantic Growth Strategy (Atlantic Canada Opportunities Agency, 2016) which encompasses programs designed for higher education to support international students to "study and stay" (EduNova, 2019). Through this program, the government invests in

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higher education in the region to provide career and entrepreneurship supports for international students to stay in the region after graduation. Thus, universities in the region have new responsibilities in their international offices for transitioning students to permanent residence. The Ontario study referenced earlier also showed that immigration policy shifts have had a significant impact on career service delivery in post-secondary institutions, primarily the move to provide supports for international students to find jobs post-graduation (El Masri & Trilokekar, 2016). New positions, programs and services related to international student careers have become the norm now in Canada (Browne & Knutson, 2017).

Although international offices offer programs and services beyond those supporting international student recruitment and retention, these differ by institution depending on the institution's own policies, resources and interest in supporting other international activities. Shute (1999) described those engaged in internationalization at Canadian universities as having "put together an imaginative and impressive repertoire of international activities, frequently with inadequate resources, usually without encouragement, mostly on the margins of national policies, and occasionally in the face of indifferent interest within the universities themselves" (p. 20). This remains true today, as despite huge increases in student numbers and favourable trade and immigration policies, university resources for the leadership and staff that support internationalization are impacted by the consistent decreases of public funding, and the need to be innovative and entrepreneurial is key to leading IHE on Canadian campuses (CBIE 2016).

Discussion – Critique of Canada's stance on international education

In Canada, higher education is still considered within the context of a continuing, albeit eroded, public commitment to accessible education for all, embedded in notions and purposes that frame the dominant domestic discourse as 'education for the public good'. This discourse

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can be critically analyzed to inform how federal policy represents values, rationales, truth and norms in: 1) the past, which was rooted in national priorities of development assistance for emerging economies and 2) the present, which is rooted in the priority of Canadian prosperity. The positioning of Canadian IHE as emergent storylines will also be presented, employing the approach outlined in Dixon (2006) and Whitesed & Green (2014). The storylines of Canadian IHE policy context will be analyzed further by comparing them to storylines drawn from the next two chapters. These joint storylines will be presented and discussed in the concluding chapter of this dissertation.

Critique of internationalization for development

While it is tempting to sentimentalize the past and Canada's former IHE focus on international development, the early decades of development project work are critiqued by the Canadian scholar Larsen (2015) as being about "foreigners, typically from the West, working in "developing" countries to modernize or fix "backward" societies"" (p. 118). From that point of view, Canada began its foray into IHE as a country of wealth and privileged knowledge, and not as an equal partner with those countries into which it sent "experts". Solving global problems of sustainability and environment tend to be seen in isolation, instead of embedded in the "wider systems of social, cultural, economic and political inequalities" (Pashby & Andreotti, 2016, p. 778). The normalized discourses of Canadian engagement in IHE were that Canadian universities were "sharing knowledge" and "helping the world". The privileged position of Canada and how that position reinforced inequity was not examined or acknowledged.

Glass (2015) describes those early years of international capacity building as having "reinforced inequitable relationships" in the developing countries where Canada was active (p 4). Pashby & Andreotti (2016) describe university engagement in Canadian development projects as

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in fact causing harm, because "the problems that the university is benevolently solving and the access to knowledge it is granting are complicit in material and epistemic violence" (p. 777). Thus Canadian IHE arguably was motivated originally by an approach that was "friendly" (Ritter, 2012) and for "public good" (Glass, 2015), but even in those beginnings critical analysis demonstrates a dependence by higher education on "the unequal distribution of wealth and power" (Glass, 2015, p. 777). Thus although those such as Shute (1999) propose Canadian IHE has shifted from a position of partnership and open-handedness to profit-taking and brain-draining, the storylines around Canadian helpfulness and generosity can be interpreted differently when observed through a critical lens.

Critique of internationalization for Canadian prosperity

The launch of Canada's first International Education Strategy in 2014 "was met with some optimism that Canada would articulate an inspiring internationalized vision, but the higher education community has since critiqued its focus on soft power and economic benefits" (Knutson, 2018, p. 28). The critiques essentially have to do with perspectives that consider internationalization should not be about trade and immigration exclusively but also about combatting parochialism and inequity through "asserting the importance of local perspectives and the benefits of diverse voices" (Pashby & Andreotti, 2016, p. 787). It is in this contested space that academia operates, driven by national and institutional agendas that advance the recruitment and retention of international students for economic and demographic gain despite academic literature that suggests universities are complicit in perpetuating inequity. Trilokekar (2016) employs critical discourse analysis to suggest that there is an underlying ideology of power and privilege in the language of the 2014 strategy, identifying "four highly problematic discourses about internationalization of higher education: that it serves as a tool to reinforce (1)

societal exclusion (not inclusion); (2) class hierarchy (not equity); (3) political borders (not mobility); and (4) global competition (not reciprocity)." (p. 1). She contends that while the Canadian IHE strategy does not overtly subjugate other nations, by its reinforcement of national privilege and discussion of its knowledge advantage, lends itself to a context of global inequity that inevitably enhances its own ability to compete and reinforces and exacerbates global power imbalances (Trilokekar, 2016).

When it comes to Canadian students going abroad, as seen in the 2012 Report and now again in the new IES 2019 strategy, the language employed is not "for the purposes of international and intercultural understanding [but] is about strengthening national political and economic borders." (Trilokekar, 2016, p. 3). Clearly, given its foundations in economic rationales for international education, the national approach has changed significantly from the early years of Canadian internationalization. Trilokekar (2016) contends that Canada's IHE agenda has drifted from "original principles of international understanding, peace, and cooperation." (p. 1).

For institutions and SIOs whose understanding of internationalization is as a process of extending the research, teaching and service aspects of the university internationally and not exclusively as a market-driven activity, the suggestions that internationalization may be considered a tool of oppression and exploitation presents a dilemma. It is apparent that Shute's (1999) early praise for Canada's former widely acknowledged balanced and comprehensive approach to IHE no longer applies. The shift in national policy from one of aid to trade, and unidirectional trade at that, continues to have an impact on Canadian universities – and SIOs are not only subject to the vagaries of national politics and policies but also to the shifting strategies and policies of their institution.

Critique on the complicity of Canadian universities

Canadian universities are increasingly under fire by IHE scholars for promoting and exacerbating the "unequal relationship[s]" upon which Canadian policy bases its *prosperity through international education* agenda (Larsen, 2015, p. 118). The university sector is being critiqued for serious ethical issues in our approach to all aspects of internationalization and that we are "act[ing] in ways that reinforce existing inequalities" (Grantham, 2018, p. 4). Gopal (2014) notes that Canadian universities are neglecting their "moral responsibility" and ought to be concerned with the prosperity agenda of the federal government, as it "siphon[s] intellectual capital from developing regions...harming their economic growth and well-being [through] the loss of human capital (p. 21). Instead of resisting these moves that contribute to global inequity, universities have become complicit (El-Masri & Trilokekar, 2016).

Dixon's (2006) research in the Australian context found that institutions were unwilling to challenge the global competition agenda, and this seems to be the case in Canada. Dixon (2006) found that university staff became willing participants in deliberately downplaying the clear prominence of economic imperatives in the internationalization agendas of their institutions. In a similar manner, the grounding of IHE "in the economic policy of the Canadian government and Canada's ambitions in the global market" (Suša, 2016, p. 47) puts those who work in universities in the unenviable position of accepting and complying with a process that is essentially exploitative. Canadian IHE has clearly transitioned from its early positioning of itself as the "friendly face" (Ritter, 2012) to become a top competitor for the investments of parents in emerging nations who have "bought into" the narrative that a Western education will help their youth to succeed in the global context.

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Despite the concerns of scholars, internationalization in Canada continues to be seen by those working in the field as a force for good in the world (CBIE 2016). The higher education concept of the "public good" is still idealized as a Canadian IHE value (CBIE, 2016) though the current positioning of Canada to draw funds and talent from less-privileged countries is widely seen as an erosion of a *public good* model of higher education towards a *marketization* model. This has serious impacts on how universities understand and respond to IHE efforts (Stein, et al., 2019).

Storylines of Canadian IHE policy

The storylines of Canadian IHE policy have been identified from the primary policy documents, reports and scholarly analyses available in Canadian IHE. The storylines were drawn from the discourses of the above policy documents, linking the early IHE approaches (e.g. soft power and nation building as seen in capacity building projects overseas) with current IHE approaches (e.g. revenue and nation-building as seen in the growth of international student recruitment). The storylines are represented here in Table 3, following the model of Dixon (2006), and are based in the dominant discourses drawn from the policy documents. They are juxtaposed with storylines drawn from alternate discourses provided through critical discourse analysis, questioning whose truths and whose interests are being served, and whose are not being served or supported (Thomson, 2011).

The Canadian policy storylines, when viewed through the IHE rationales described by de Wit (1995) and Knight (2004), reveal significant differences between those drawn from dominant discourses and those drawn from alternate discourses. Representing the storylines along with the rationales, as in Table 3 below, supports the contention that the discourse of

Canadian policy, when examined through a critical lens, overwhlemingly has come to favour economic rationales.

Table 3: Storylines of Canadian IHE policy and rationales

Storylines drawn from dominant discourses	Storylines drawn from alternate discourses
The federal government has a prosperity agenda for IHE (Economic rationale).	IHE contributes to global inequity (Economic rationale)
Canadian universities help the world (Socio-cultural and political rationales).	IHE helps Canada increase soft power in the world (Economic and political rationales)
IHE creates global citizens (Academic and socio-cultural rationales).	Canadian universities compete globally for students (Economic rationale).
IHE addresses global disparities through knowledge sharing (Academic rationale).	IHE privileges knowledge (Academic and economic rationales).

These storylines are the "plots" familiar to a particular society or discourse and help us make meaning of particular acts (Whitesed & Green, 2013). The storylines of Canadian IHE are similar to IHE storylines in the sense that they are "multiple, contested and embedded in highly diverse contexts" (Whitesed & Green 2013, p. 115). Earlier discourses in Canadian IHE focused on "helping the world", "knowledge sharing" and building "soft power" with little focus on

economic rationales, while current IHE policy in Canada is focused clearly on revenue and human capital needs, and is strongly grounded in economic rationales.

The storylines drawn from dominant discourses represent IHE as looking out for Canadian interests, competing for students against other countries, while "helping" students to become more globally-minded. IHE is presented as a force for public good (creating global citizens) and knowledge sharing with those from developing countries. Storylines drawn from alternative discourses all contain an element of economic privileging of Canadian interests, exacerbating global inequity. These stark contradictions provide insights into how nations and their universities doing work internationally can be positioned as "benefactors" (Dixon, 2006) even when they are only interested in their own financial bottom lines.

Understanding contradictory positionings "may not be a panacea" but unpacking them does, as Harré & Slocum (2003) advise, "offer us some hope of finding locations where an intervention might have at least some chance of success." (p. 118). These storylines, their contradictions and their positioning will be compared with the storylines drawn from the next two data sets as outlined in Chapters 5 and 6. They will analyzed for joint storylines and discussed in Chapter 7, forming the conclusions to the research study.

Conclusion

This chapter has presented data on the policy context of Canadian IHE, providing a chronology and critique of the development of IHE in Canada to the present day. The storylines, drawn from the critique and the data, demonstrate the range of rationales operating in the federal policy arena historically and today. The findings suggest the dominant discourses overtly position internationalization as an inherently positive force for *public good*, while the policies have in fact shifted the focus to economic rationales, resulting in new discourses of international

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student enrolment as revenue generators for the nation and the institution. Canada's focus on economic rationales suggests that we are exploiting a privileged and powerful position, which contributes to global inequity. It is from this complex and dissonant policy context that we now turn to examine what Canadian universities are prioritizing when they hire a senior international administrator to lead internationalization. Are they prioritizing revenue and international student enrolment, are they asking their SIOs to construct an internationalization of equity and empowerment, or perhaps they are asking the SIO to hold both seemingly mutually exclusive positions in their portfolios?

CHAPTER FIVE: CANADIAN UNIVERSITIES AND THE SIO ROLE

Universities and Internationalization in Canada

This chapter presents the second set of data collected for this research study. The previous chapter introduced and analyzed Canadian IHE policy and current discourses of internationalization to set the context for this chapter, which examines SIO position briefs as representations of the University (senior leaders and stakeholders) priorities for the international agenda. As mentioned, the concept of priorities is employed here to represent goals, ideas or agendas that universities consider may be achieved by hiring an SIO. The following chapter presents the actual lived experiences of SIOs in the roles for which they were recruited based on these briefs.

This chapter provides a summary and analysis of data collected from Canadian university SIO position briefs. The summary sets out what universities state explicitly are the qualities and experience for which they are looking in a candidate. Critical Discourse Analysis (CDA) is employed to expose the priorities, aims, and agendas for internationalization in Canadian universities that are embedded in the texts of these briefs. I seek to juxtapose the alignments and contradictions between the overtly expressed discourses and the implicit "hidden" discourses of these texts. CDA not only is explicatory, but also provides a foundation to challenge the status quo (Fairclough, 1993). The analytical process aims to illuminate dominant storylines, or accepted "plots", and to lay the groundwork for the next chapter that explores SIOs actual experiences in the role.

Following a brief introduction to the Canadian university context, in which the SIO functions, the chapter is organized into three sections:

1) University process and challenges in attracting the right "fit".

2) Data collected on the *organizational profile* of the university, the *SIO position profile*, candidate *attributes* and SIO role *actions*, with each topic followed by discussion.

3) Storylines and conclusions.

The Canadian university workplace and the SIO

As explained in the previous chapter, university efforts to internationalize and the subsequent development of the SIO role in Canada is a relatively new phenomenon. As the push for more international students grew in the 1990s, along with other IHE initiatives, universities began to adapt their organizational structures to support international activities. Universities most commonly adopted the model of one "umbrella" leadership position being assigned the full responsibility for internationalization and placed high in the university hierarchy (Clark, 1999). The role, commonly known in North America as the Senior International Officer (SIO), generally carries responsibility for comprehensive internationalization across the core functions of the university i.e. teaching, research, and community engagement (Hudzik, 2011).

A 2014 survey of Canadian universities showed that the majority (88%) now have some form of central international office, whether the office is fully responsible for internationalization or a cross-unit body that oversees cooperation among units variously responsible for different international activities (AUCC, 2014). Thus, increasingly, and in response to the growing influence of federal policy and local needs, Canadian universities are creating organizational structures that seek to coordinate their agendas for internationalization.

One way universities express how they view, and what they are prioritizing in internationalization is through how they, or more specifically, how the senior leaders and stakeholders engaged in a search for a new leader, define their "ideal" IHE leader. These various views, aims and agendas for internationalization are represented in the position briefs developed

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to recruit senior international officers (SIOs). Askehave (2010) found that these briefs, aimed at recruiting leaders, demonstrate how an institution or organization views the role, and depicts what they intend for the leader to be, and to accomplish. She carried out research on position briefs in Denmark, where there was a sudden upswing in the need for new bank managers, a role that at the time was male-dominated. Her research exposed how the language used in the job ad might exclude female candidates from applying. She set out "the purpose of the job ad [as] to attract the attention of a potential applicant, to give the applicant an idea of the company as a social entity, and obviously project a specific professional identity for this person (i.e., project an "ideal" bank manager), which he or she may, or may not, identify with, and finally, to trigger a response from the reader (i.e., an application)." (Askehave, 2010, p. 319).

While the point of this research study is not to examine gendered language in particular, it does explore discourse - specifically how "position brief" discourse demonstrates how the university stakeholders engaged in the search committee come to a consensus on the "ideal" SIO for their particular campus. The SIO briefs are explored to expose both what Fairclough (2015) termed *actual discourse* (what the reader sees) and, potentially, a set of implied and implicit discourses, which may contradict the actual discourse. Thus, what the university intends to accomplish, and how they frame the ideal leader, for its internationalization agenda is clarified through the examination of the competing discourses in the briefs.

SIO position brief data collected in this study

Twelve position briefs advertising senior international officer roles were collected covering the period from 2012 (when the federal government began to coordinate international education efforts) to 2017, when the data collection stage of this research study concluded. These advertisements were taken either directly from agency placement firms or from websites such as

university human resource office pages. To collect these advertisements, I sent emailed messages to Canadian executive search firms and requested copies of briefs that I had observed advertised primarily on-line at *Academica Group,* www.academica.ca, a daily publication that contains advertisements for higher education recruitment. I also carried out on-line searches of human resource departments of universities that were seeking senior leaders.

The 12 position descriptions represent all the university SIO job advertisements that I unearthed during the period 2012-2017. I did not knowingly exclude any SIO searches from my data collection. The SIO searches include a diversity of institutional types (from small liberal arts universities to large research-intensive universities). They include institutions in six of Canada's ten provinces, located in Eastern, Central and Western Canada, and 12 of Canada's approximately 90 public universities, meaning that during that relatively short time period following the launch of the Canadian Report on International Education (2012), 13% of Canadian universities were actively searching for new leadership for their internationalization efforts. In all but two cases, executive search firms were employed to recruit the successful candidate. In the cases of these two institutions, the university's Department of Human Resources conducted the search.

After collecting these position descriptions, I labelled them from U1 - U12 and reviewed and organized the data they held. The analysis of the data began first with categorizing the briefs overall into four sections representing the four elements listed earlier which are common to position briefs and summarized here: (1) the organizational profile; (2) the scope, mandate and reporting structure of the position; (3) the attributes being sought; and (4) the activities or actions over which the SIO is responsible.

Through the process of reviewing and organizing the data, it was clear that (1) the institutional profiles (which appeared only in the ten profile briefs developed with an executive search firm) contained very little content that differentiated one institution from the other and thus were of marginal utility for understanding university priorities for the SIO role. The data segments of sections (2), (3), and (4) were each organized into separate charts, and are presented in the relevant section for ease of visualization and later analysis.

Since I am not comparing the SIO position briefs per se but am using the full data set as a composite to examine discursive practice in Canadian universities in relation to what they want from international education, I have excluded unique elements of each brief from this analysis. As examples of unique elements that I excluded, one position brief included a description of the university's comprehensive strategic plan, and two (from the same executive search firm) contained a concluding list of generic characteristics which were identical, and were not specific to the SIO role, nor pertinent to this study.

Each of the four sections contains a particular, meaningful data set, and each section contains a chart that outlines facts that are relevant to the position brief, and/or important data segments. Each section is accompanied by narrative examples that demonstrate the themes that emerge from the data segments noted and grouped during the early stages of examining the data. This development of themes is critical to understanding "…what is happening to particular individuals within particular institutions at particular times" (Turunen & Rafferty, 2013, p. 45). These perspectives outline the positioning of Canadian universities in their approach to international education by delving into the norms and interests being represented and the rationales and values being normalized (Thomson, 2011).

The organizational profile: "Keeping it within the HE family"

The *organization profile* is a common feature of executive search firm position briefs. It is usually one to three pages in length and designed to present a picture of the organization that will attract a suitable pool of motivated and talented candidates to the institution. Two of the position briefs were developed internally by universities, and do not include an organizational profile (and thus do not provide information to potential candidates on "who they are" and "why work for them"). The remaining (majority) of the position briefs were developed with the use of executive search firms and include the organizational profile which describe the institution to potential candidates.

The ten position briefs that were developed with executive search firms have, unsurprisingly, remarkably similar approaches to portraying the profile of the university, elaborating on the institution's history and geographical location, its mandate, mission and values, and its academic and research programs. To present the data collected for this section, I provide elaborative examples through quotes for each aspect of the organization profile, noting for the reader that these examples are representational extractions of the texts and are not unique to any one brief. Identifying features for particular institutions are erased and position briefs are identified by their numeric label. The following table illustrates the briefs developed and advertised by each of the 12 universities included in this research, coded from 1-12, with a column noting whether an executive search firm was employed or not. It also lists the length of the organizational profile. The geographical location is noted in terms of region (Eastern (from Ontario), Central (Manitoba/Saskatchewan) and Western (Alberta and BC).

Table 4: SIO position profile: title, reporting structure, scope and date

University code	Developed with search firm	Length of org. profile	Geographical region	Timing of Search
1	Yes	Three pages	Eastern Canada	2014
2	Yes	One page	Western Canada	2014
3	Yes	One page	Western Canada	2014
4	Yes	Two pages	Eastern Canada	2014
5	Yes	Three pages	Eastern Canada	2015
6	Yes	Four pages	Eastern Canada	2016
7	Yes	Two pages	Central Canada	2015
8	Yes	One page	Western Canada	2017
9	No	n/a	Western Canada	2017
10	No	n/a	Eastern Canada	2017
11	Yes	One page	Western Canada	2013
12	Yes	Two pages	Western Canada	2017

The information on the history of the university includes statements that supply information on the age, "proud 100-year history" (U7), the founding of the institution, for example, "was founded…and established a permanent campus in [Year], (U2); "began…as a two-year community college…transitioning to a university in [Year]" (U3); "founded on undergraduate excellence (U5).

The position briefs also provide geographical location information, in most cases describing the city, for example, "[City] is a great place to live…in one of the most ethnically diverse areas… [with] a strong historical and cultural heritage" (U4) and whether they include

more than one campus, "U1 delivers academic programming across three campuses" (U1). In some cases, "settler" acknowledgement is provided, for example, "U11 is located in the traditional territory of [Name] First Nation" (U11).

In terms of mandate, the position briefs often frame the university in terms of its function in serving the needs of the Province (U1; U2], or takes an aspirational approach with a focus on students: "to provide a transformative university experience that is far from the ordinary" [U6]; on research: "one of Canada's best small research-intensive universities" [U8] and/or on community, "be a leader of social, cultural, economic, and environmentally-responsible development (U11).

Position briefs are generally explicit about university mission and values, most taken directly from university web pages. If the University has an internationalization strategy, it may be mentioned in the profile, but mostly these organizational profiles do not discuss internationalization specifically. They generally include lists of values along with some descriptive statements such as commitment to being an "inclusive community" (U1); "to justice and sustainability (U4); to "real world learning" (U5) and to developing "responsible citizens (U12).

Academic Program information provides facts on numbers of students, faculty and staff, alumni and available study programs. The position briefs also contain promotional statements about the university's breadth of programs, such as U7's contention that it "is the Canadian university with the broadest disciplinary coverage" or its strengths rooted in the academic experience, such as "experiential learning, engaged alumni, high levels of student satisfaction…" (U4) and "passionate faculty, welcoming staff and close-knit learning environment" (U12). When outlining the research expertise of the university, the position briefs provide a combination

of facts, for example U7 "hosts two unique national research facilities" and promotion, such as U8's mention of its position in global university rankings. In some cases such as U1, mention of the research dollars brought in annually is made, whereas in other briefs research is mentioned only tangentially as part of the overall university role of teaching, research and community engagement.

Discussion of the organizational profile

The organizational profile is considered to be a recognizable *type of discourse* Fairclough (2015), and contains practices such as descriptions and instructions which are familiar and limited (Fairclough, 2015). The position briefs are public documents which both influence and reproduce dominant discourses, and are produced and approved by institutions, and thus can be assumed to display ideologies and values of the university, or what makes "common sense" (Fairclough, 2019). When available discourses are familiar and limited they require closer scrutiny, as Fairclough (2010) points out, because they become naturalized and work to reproduce and reinforce dominant discourses.

References in the position briefs to the range of academic programs (U7) and university rankings (U8) would mean little if anything to job seekers from outside the HE sector. Thus, the content of the position brief reinforces HE discourse, resulting in the likelihood it will not attract the attention of possibly suitable candidates from other sectors such as private industry, government, or NGOs. Cross & Graham (2000) carried out research into job seekers' views about venturing into new settings, which found that "familiarity with employers was positively related to their reputation beliefs" (p. 943). This suggests that those already employed in universities are more likely to seek work within a university setting.

Askehave's (2010) research found that language used to construct the job advertisement "may also have significant consequences in that people who cannot identify with the construction may be discouraged from responding to the job ad in the desired way" (p 319). Furthermore, Spendlove (2007) suggests excluding candidates from outside HE may be intentional as "there appears to be some reluctance to appoint outsiders to leadership roles in higher education (HE)" (p. 408). The salient point here is that the organizational profiles by reproducing dominant HE discourse, will intentionally limit the candidate pool to HE "insiders".

The idea that universities are implicitly applying limitations to recruitment processes matters because, as Buller (2015) points out, the culture within academia tends to reproduce itself in predictable ways, which is a benefit to the university "right fit", but may not result in a leader willing to think outside the box (CBIE, 2016), be innovative (Murray et al., 2013), or transformative (Larsen & Al-Haque, 2016). At issue is that international agendas are implemented through a change mandate (Knight, 2003; Bartell, 2003; Hudzik, 2011), but a position brief advertised or read only by "insiders" may not attract "outsider" candidates able to tackle the challenge of changing the dominant organizational culture.

From a critical point of view, the fact that organizational profiles are so similar in structure and content effectively communicates a "common sense" or normalized discourse that help the institution to both appeal to candidates from within the HE organizational culture and limit the pool of candidates who seek the SIO role. Thus from its outset, the position brief is complicit in reproducing familiar discourses and inhibiting the potential for change leadership which suggests that despite IHE literature which frames internationalization as a change process, there is clear reluctance to hiring "outsider" leaders to bring disruptive change to the university.

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Attracting the "right fit" to lead internationalization

Once a university has made the decision to centralize or coordinate international activities, the need to hire a senior level administrative leader usually follows. In Canada, recruitment of a senior level administrator often involves the services of an executive search firm to support the design and development of a "position brief" with the intention of attracting the "right fit" for the leadership position. The less common alternative is for the university itself to manage the recruitment process, but in either case the candidate search begins by developing the position brief and engaging a suitable candidate pool through 1) advertising the brief and 2) narrowing down the candidate list to prepare for interviews and candidate selection.

Developing the SIO position brief

Developing the SIO position brief generally involves creating four standard components, which follow the format of other senior level position briefs and generally include:

1. An *organizational profile* providing information about the university, its' setting, and the benefits of working for that particular university. Note that position briefs developed internally without the use of an executive search firm do not normally contain a section with an organizational profile.

1. The *SIO position profile* which provides information on the *title*, to whom the SIO reports, and scope of the position.

2. The *actions*, or primary responsibilities that the position entails.

3. The *attributes*, or qualifications and experience that the successful candidate needs to possess.

   In order to develop the brief, a search committee is created, generally drawn from representatives of the university faculty, staff, and students, all of whom are viewed as stakeholders in internationalization, and often chaired by a senior administrator. The search

committee meets usually more than once to develop the specialized content for each of the items above. The position briefs are detailed and may contain text, pictures, and contact information that aims to attract candidates to express interest, in effect marketing the university to the candidate. The role of the search committee thus is to carefully and thoroughly review and discuss the brief for its accurate representation of what the university intends before being given final approval.

Developing the candidate pool

In Canada, these briefs, once complete and approved by the university search committee, are advertised in periodicals such as *University Affairs* and *Academica Group*, on the universities' own websites, and occasionally in local and national newspapers. The search team may also reach out to SIOs at other universities, soliciting their interest or at least their advice on candidates that might suit the role. This is a multi-pronged process of both advertising and direct outreach to potential candidates, which continues until the search committee is comfortable that they have adequate interest from a suitable number of qualified candidates. After compiling a candidate list, the search committee usually meets and shortlists candidates to be interviewed. The process then advances according to the accepted practice of the particular institution in regards to interviewing the shortlisted candidates and deciding on the candidate that appears to be the best fit for the SIO role.

Challenges of attracting the right fit

The first challenge of developing an SIO position brief is to create content because, as Mestenhauser (2011) points out, universities are often recruiting for these top positions with little understanding of internationalization of higher education and therefore what would be required of leaders. Literature to guide the recruitment of SIOs is scarce globally and in Canada, where

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attempts to coordinate international education are fledgling, there is little available to help to guide the development of position descriptions.

A major challenge for universities is determining the placement within the organizational structure of new and cross-cutting positions, since the SIOs key coordination function requires strong lateral connections with administrative and academic units, but the organizational structure of institutions is vertical (Mestenhauser, 2011). For IHE scholars who question how to position the internationalization leader in order to successfully "transform the institution", it is how to place the position to be both laterally and hierarchically effective that is a real challenge and one which is rarely considered (Maringe & Foskett, 2010a; Mestenhauser, 2011).

Another complexity is the makeup of the search committee, as insiders of the university drawn from "a broad range of campus stakeholders [who] are typically diverse and somewhat fragmented in terms of their past experience with, and approach to, internationalization" (Nolan, 2015, p. 32). Generally, the search committee members will have varying degrees of personal, professional, or disciplinary experience and bias when it comes to internationalization and often lack a comprehensive understanding of the field.

A further challenge is that the pool of suitable candidates for an SIO role in Canada will always be limited, given that the role is new and candidates with the appropriately eclectic mix of suitable skills are rare. Furthermore, given that institutions differ widely in their organizational cultures and modus operandi (Buller, 2015), SIOs can find it difficult to move from one institution to another, requiring a steep learning curve.

Finding an SIO who can successfully work with both academic and administrative stakeholders is not an easy task. International education is a relatively new field, with little in the way of formal professional or graduate training (Nolan, 2015). The SIO is a de facto bridge

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between the academic heart of the university and the administrative head and may be considered a precedent-setting role since it appears that no other senior administrator has a similarly eclectic set of goals to achieve across units with such wide-ranging responsibilities of supporting the fiscal health of the institution, the political goals of the nation, the needs of vulnerable students and the operational duties of a senior administrator.

These processes and challenges of developing the SIO role provide a background to university searches for the "right" SIO. The next section presents the data collected from the position briefs, and discusses what the university appears to intend with respect to the SIOs profile and mandate.

SIO position profiles: Challenges of Canada's IHE inexperience

The SIO position profiles follow the organizational profiles in order in the position briefs. There are position profiles in all of the collected briefs and they provide the title, reporting structure, and scope of the position including whether a specific unit reports to the SIO. The data collected from all twelve briefs is presented in the following table:

Table 5: SIO position profile: title, reporting structure and scope

U#	Title	Reporting portfolio	Scope	Unit report
1	Director	Provost and Vice-President Academic	"[all] units… research, teaching and engagement" "Multi-campus environment"	Yes
2	Executive Director	Vice-President Research/ Vice-President Students	"University-wide" mandate "serves as the single point of contact"	Yes

3	Associate Vice-President	Vice-President Administration/ Provost and Vice-President Academic	"the campus, professional associations, government and community officials"	Yes
4	Director	Assistant Vice-President Academic	"Pan-university" mandate Multi-campus	Yes
5	Vice-President	President	University-wide mandate "very broad role"	Yes
6	Vice-Provost	Provost and Vice-President Academic	"across the University" Multi-campus, offices abroad	Yes, 15 + staff
7	Executive Director	Associate Vice-President Research	"Pan-university" mandate First point of contact	No reports
8	Director	Provost and Vice-President, Academic	"faculty, administrative units and external partners"	No reports
9	Executive Director	Vice-President External	"University-wide" mandate	Yes
10	Director	Provost and Vice-President Academic	"the academic program of the university"	No reports
11	Executive Director	Vice-Provost and Associate Vice-President Academic	"[all] academic, service and governance [bodies]" "face of the university to external communities"	Yes

| 12 | Director | Provost and Vice-President Academic | "oversee and contribute to internationalization strategy" | Yes |

Table 4 demonstrates that the SIOs are, as U11 states, considered members of the "senior leadership team," and thus are placed in the organizational hierarchy with a common set of features in terms of role scope and some notable differences titles and to the senior leader to whom they report. The variability in *title* shown in column one in Table 4 and *portfolio placement*, shown in column two as Academic, Research, Administration and Student portfolios is addressed by Van de Water (2015), who remarks on similar variability in the US context as being a direct result of the relative newness of this type of senior position in international higher education. He notes that "there have been a wide range of reporting lines as positions were established" (Van de Water, 2015, p. 50) and no common agreement as to best practice in terms of either title or portfolio placement. The multiplicity of reporting "lines" is evident in the position briefs of this research study, in which the upward reporting structure, i.e. to whom the position reports, is in five cases to the Provost and Vice-President Academic, while the other SIO positions range from a direct report to the President, to reports (dual in U2 and U3) to Vice-Presidents with portfolios of Academic, Research, Students or Administration, and one report to an Associate Vice-President.

The SIO position titles range from Director/Executive Director to Associate Vice-President, Vice-Provost and Vice-President. These are common senior titles in administration, and indicate a high level of responsibility. Of the 12 SIOs, nine are responsible for a unit, and three do not have a unit that reports to them. Of those that are responsible for an international unit, such as the SIO of U1, the oversight encompasses "staffing and resourcing" of the unit.

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Only one position brief (U6) provides information about the staff who report to the SIO, "a team of 15+ that includes student services, recruitment and admissions, the English language program and the international relations offices…", all other position briefs omit information on staff.

When it comes to similarities in the position briefs, almost all have university-wide responsibilities, and for those with more than one campus, multi-campus jurisdiction. In addition, regardless of title or portfolio placement, the SIO provides an extensive range of supports to the other members of the senior leadership team, along with all faculty, staff and students. The position briefs also present the SIO role as being outward-facing and the "first" or "single" point of contact to the university, local and international communities. Thus despite the relative newness of the position, the consistency of the university view that the position should have such broad scope demonstrates a coherent, though perhaps simplistic, discourse for internationalization leadership that fundamentally the SIO takes care of all "international" business. Some examples of this broad scope drawn from the SIO position briefs are that the SIO:

"…will provide pan-university leadership in the coordination and implementation of [U7's] agenda for internationalization".

"…is responsible for the strategic vision and coordination of [U9's] international education and engagement initiatives."

"…represents [U12] locally, regionally and internationally to establish and promote government and institutional connections."

"...constituents [include] those within the campus, professional associations, government and community officials" (U3).

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It is noteworthy that the leadership activities exemplified in the above quotes must be accomplished through lateral, as opposed to hierarchical, relationships across the other units and campus, and this is the case whether or not SIOs have a unit of their own to oversee. This is a feature of the distributed organizational structure referred to by Buller (2015) as unique to the HE sector. As Mestenshauser and Ellingboe's (2005) describe the role, "…internationalization is an organizational change process, [thus] international education leaders need to be able to access all levels up and down the institutional hierarchy but also up and down the vertical silos in which many units are located, such as academic departments, student service units, and colleges... (p. 43). This adds an extra level of complexity to the SIO mandate – they are not only responsible for their own unit, but must respond to all needs related to international activities across the institution. The SIO role has few parallels in the organizational structure in that, while having a similar upward reporting line to other senior leadership, they must, as explicitly articulated by U4 (italics mine) "ensure that *all* stakeholders receive appropriate supports and that *all* activities are considered within a *multi-campus* and *multi-program* environment".

Discourses in the SIO profile

This section has presented data on the SIO profile in terms of title, hierarchical positioning and role scope. Examined through Critical Discourse Analysis, according to Fairclough (2015) this data set is in and of itself *actual discourse* (what is explicitly stated) and represents a specific *type of discourse*, recognizable as the academic position brief, as established in the previous section organization profile. To turn now to the *order of discourse*, referring to ideologies or "common sense" (Fairclough, 2019) represented by the data set, this next section employs Thomson's (2011) questions of discursive construction and omission to explore whose interests are being served and which discourses are being normalized and which are being kept

hidden. This will help to contradictions in discourse, which when examined closely, demonstrate the nuances between what the university *says* it wants (actual discourse), and what discourses are dominating or being marginalized. This process helps to explain how "dominant discourses are legitimatised as self-evident, natural and unquestionable truths and can become so strong that they marginalize other possible discourses" (Turunen & Rafferty, 2013, p. 45).

The data portrays a common set of terms familiar in an academic setting (role titles for the SIO and their hierarchical reporting lines) and clear similarities in features describing the vast scope of the role (university-wide, pan-university, multi-campus, broad role, external facing). Thus, the "normalized" discourse is that *the vast scope of the SIO role is given to a single senior administrator, charged with advancing internationalization*.

The data set portrays a contradiction in that the SIO has oversight for advancing internationalization, but no oversight or authority with respect to most other units inside the institution, particularly in the academic milieu, which therefore begs the question as to how the SIO is to get internationalization done without the tools to do so. Examining this contradiction allows the "hidden discourse" in the position briefs to surface. The hidden discourse for all the position briefs in the case of this contradiction appears to be that *the SIO position is not structured or mandated with the authority and tools to advance internationalization*.

Research by Ayres (2009), who examined the contradictions of post-secondary administrators, led him to posit, "To the extent that dominant groups produce and sustain discourses at… institutions—their worldviews gain the status of common sense." (p. 168). This point relates to concerns advanced by Mestenhauser (2011) about the structuring of the SIO position within the institution, which according to him (as an internationalization expert) does not make common sense. Mestenhauser (2011) interrogates the logic of the contradictory

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expectations put upon the SIO, questioning how a leader can operate within an organizational hierarchy without direct reporting lines from those most critical to the success of one's mandate (2011).

Maringe and Foskett (2010) attempt to explain the contradictory discourse concerning internationalization and change management, by reminding their audience that institutions launch themselves into internationalization with "little reference to or supporting theoretical and strategic frameworks, and without a sound and substantial evidence base for either policy-making or operational activities" (p. 7). This perspective helps offer an explanation for what the university wants from the SIO role: universities are inexperienced in, and ill-informed about managing change at the level depicted by Knight (2003) as "the process of integrating an international, intercultural or global dimension into the purpose, functions or delivery of post-secondary education" (p. 2).

To address the competing discourses in the position briefs, it would be necessary for transformation and change management mandates and the accompanying authority and tools to effect change to be made explicit. Since this dissertation is limited to IHE in Canada, it only reflects one national context and substantially similar organizational structures and it may be possible that by looking to internationalization in other countries, alternate discourses would become available to address the SIO role challenges. As questioned in the previous section, the university leadership and stakeholders may appear to want internationalization but does it want to give its SIO a mandate for leading the change that this would require or is it that the university only wants partial internationalization despite the fact that the position brief suggests that comprehensive internationalization is on the table? This question will be elaborated further in the

next section, the data set on the SIO actions and attributes as outlined in the position briefs will

be presented and discussed.

By any other name: Describing the SIO role

This section will begin with presenting the data on the responsibilities and skills outlined

for the SIO role in the position briefs. This information forms the bulk of the position briefs and

generally, falls under sections headed *key accountabilities*, *specific responsibilities*,

qualifications and skills or *key selection criteria*. It also provides information on the "ideal"

background for the candidate: the preferred academic credential, record of accomplishment or

years of experience and the ideal setting for the previous work experience. This data is presented

in Table 6, by university numbered code.

Table 6: SIO Role

U#	# of pages	Preferred degree	Work experience	Setting of previous work
1	Three pages	Graduate degree	Five years	"service delivery to students, faculty and staff"
2	Five pages	Graduate degree	"track record"	"post-secondary"
3	Five pages	Master's degree	"demonstrated success"	"post-secondary setting"
4	Six pages	Master's degree	Seven years	"international education"
5	Six pages	Undergraduate	Eight years	"student affairs"
6	Three pages	Graduate degree	"track record of success"	"post-secondary environment"
7	Seven pages	PhD or Master's in Internationalization	"track record of success"	"post-secondary environment"

8	One page	Graduate degree	"significant experience"	"Canadian post-secondary"
9	Four pages	Master's degree	Ten years	"international post-secondary education"
10	One page	Master's degree	Five to seven years	"higher education"
11	Three pages	Doctorate preferred	"demonstrated record of success"	"international education"
12	Six pages	Master's degree	Ten years	"Canada's post-secondary sector"

The data set presented here shows a range of detail, between one and six pages in terms of the role responsibilities and criteria. The length differences possibly reflect the influence of the executive search firm to avoid ambiguity and therefore provide information that is more expansive. The two shortest descriptions (U8 and 10) represent the universities that did not employ a search firm.

There is consensus that at minimum a graduate degree is required for the role, except in the case of U5 (undergraduate degree). A doctoral degree is preferred in U7 and U11. It would be a natural assumption that the positions requiring doctoral degrees would have titles aligned with the academic portfolio, at a Vice-President or Associate Vice-President level, however this is not the case. In fact, the data from Tables 4 and 6, when compared, show that U5's SIO role, requiring an undergraduate degree, is at the Vice-President level, and U7 and U11, both preferring doctoral degrees, give their SIOs the titles Executive Directors. This likely reflects both inexperience with setting up SIO roles, as well as unique institutional contexts, which

delineate "acceptable" position titles. Nonetheless, the lack of congruence between academic background and position title within the senior administration at Canadian universities means that SIO titles are not easy to compare across the country. It is precisely due to this lack of common titles for the position that the term "SIO", for Senior International Officer, has gained prominence to describe the role within international education literature, though no institution employs the term within their organizational structure.

In terms of work experience required and the setting of previous work experience, universities are consistent, asking for either a specific number of years of experience, or demonstrated success in deliverables, all within an educational setting. This point aligns with conclusions from the earlier section, which addresses the structure of the profile of the organization, demonstrating that candidates from inside academia are preferred to outsiders. Universities, while still unsure about the SIO role, are seemingly quite clear that candidates for senior leadership should be an organizational "fit" – again keeping it all in the family.

Once again, both Fairclough (1993, 2003, 2015, and 2019) and Thomson's methodology (2011) are employed for the analysis of this section. Their frameworks for examining data illuminate the dominant discourses at work in the position briefs, which are the "assumptions which are taken for granted as 'common sense'" (Fairclough 2019, p 11). Thus, the data set analysis includes what discourses are represented as "truth" and what IHE discourses (as described in IHE literature) are omitted (Thomson, 2011). So far, the position brief examination has surfaced two apparent "truths": 1. Universities are inexperienced with internationalization's change mandate and not sure exactly how to frame it within their usual senior administrative structures and 2. Universities are experienced in attracting candidates who will "fit" the organizational culture of higher education. These two truths could be considered competing or

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contradictory, as a candidate who can transform an organizational culture may not be the same

candidate who can easily "fit" into it.

The "ideal" SIO

It is within the context of these contradictions that we now return to Knight's (2004)

rationales, academic, socio-cultural, political and economic to examine more closely the implicit

discourses which form the storylines of what universities want from internationalization. Four

main plots or storylines emerge from the SIO role section of the position briefs. These storylines

together form a discursive representation of the "ideal" SIO, outlined as follows:

Table 7: The ideal SIO

The "ideal" SIO	Explanations	Rationale
1. Is a "fit" for a high-level leadership role.	The position briefs set out to attract a high-level leader to implement strategic plans and manage international operations.	Political, Economic
2. Possesses marketing skills, business acumen.	The SIO role contributes to the perceived prestige and fiscal sustainability of the organization and is entrepreneurial in attracting new opportunities for revenue.	Political, Economic
3. Contributes to the institution in	The SIO understands change management and is able to	Political, Academic

transformational, creative and innovative ways.	employ those skills to build institutional profile and negotiate difference.	
4. Has passion for global citizenship (public good).	The SIO opens a world of opportunity and develops global citizens.	Academic, Socio-cultural

These storylines and rationales will be expanded upon with examples and discourse analysis in the next section.

A closer look at the role of the SIO

The emerging storylines from the data set on the SIO role, its responsibilities and qualities, can be further examined by drawing on Askehave's (2010) research looking at Danish bank manager recruitment advertisements for the "kind of actions she or he performs and the kind of attributes being assigned to her or him" (p. 322) and builds on a previous research study she did on the university prospectus (2007). Askehave examined *actions* and *attributes* to construe the discursive meanings - both dominant and marginalized, or explicit and hidden - from the statements collected about the job advertisements. Her work, "illustrate[s] the dominance and persistence of one particular leadership discourse and one particular leadership construction within the business world" (Askehave, 2010, p. 323) and provides my point of departure for this section.

By treating the leadership *actions* and *attributes* as discourse, it becomes possible to "identify whether the same—or another—discourse is at play in the job ad and thus point to the way language is being used to construct the leadership traits of the "ideal" (Askehave, 2010, p

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322). These discourses represent the "ideal" SIO and help reveal what are the explicit and implicit agendas of universities for internationalization. The data from the briefs, which describe the *actions* required of the role, are presented first, followed by the data on the *attributes* required of the candidate. After presenting the data, the data sets are analyzed through a critical discourse analysis lens.

Actions

In this data set, the *actions* are presented here as actions that the SIO is expected to perform. In the position briefs, these are normally included in a section entitled "key accountabilities" or "specific responsibilities" The table below presents actions that have been extracted from the position briefs. Each action is represented within a typical phrasal context for semantic reasons. The reference is attributed in brackets to the University from which the direct quote is extracted and the **number in bold** lists the occurrences of a particular action, organized from most to least frequent.

Table 8: Actions of the SIO role

Actions
1. *Ensures* adherence to the budgets throughout the year (U6) **59**
2. *Work with/ consultatively/collaboratively* with academic/service/support units (U11) **51**
3. *Lead* through influence (U6) **29**
4. *Develops*…strategic partnerships internationally with educational institutions, governments, professional associations, industry, overseas associates, funding bodies (U3) **25**
5. *Support* the creation of [unit] plans for internationalization (U1) **25**
6. *Coordinate* ...support services (U10) **15**
7. *Oversee* the implementation of the strategic plan (U1) **15**

8. *Enhance* the international dimension of its teaching, research, and outreach activities.
(U10) **14**

9. *Create* an energized university climate (U7) **13**

10. *Communicate* with internal and external constituencies (U2) **13**

11. *Promote* internationalization (U11) **11**

12. *Engage* in dialogue with the Deans/Faculties, senior administrators, stakeholders (U2) **11**

13. *Manage* key strategic relationships with various internal and external stakeholders (U4) **10**

14. *Participate* cooperatively in the implementation of strategic initiatives (U12) **8**

15. *Advance* a civil and sustainable society (U2) **8**

16. *Facilitate* …the University's international initiatives (U12) **7**

17. *Foster* greater international engagement (U7) **6**

18. *Direct* the operational strategic planning process (U9) **6**

19. *Align* and unite multiple functions in the achievement of common goals (U5) **6**

20. *Liaise* with other portfolios and departments (U12) **4**

21. *Strengthen* global presence through academic excellence and international engagement
and activity (U7) **4**

22. *Drive* aspirations (U2) **4**

23. *Prepare* recommendations (U4) **3**

24. *Secure* appropriate university involvement (U9) **2**

25. *Guide* the University's development and delivery of international education initiatives,
programs, and services (U9) **2**

26. *Exceed* university goals and objectives (U4) **2**

27. *Infuse* values (U5) **2**

28. *Shape* international strategy (U9) **2**

29. *Open* a world of opportunity (U1) **1**

Askehave (2007) further groups actions semantically into those that demonstrate a *support or service* function and those that are *enabling.* By *support or service*, she identifies actions that are to be accomplished *by* the actor *with* an outcome that can be achieved by the actor. An example of this from the position briefs is "develop strategic and well-thought out actions plans" (U7).

By *enabling,* she identifies actions that require action or engagement on the part of others to achieve an outcome. An example of this is "enhance the international dimension of its teaching, research and outreach activities" (U10). The accomplishment of enabling actions are for others (in this case those involved in teaching, research and outreach) to integrate an international dimension into their own actions.

Supports, services and enabling actions

The majority of *actions* identified in the above table refer to *supports and services* for which there are operational outcomes related to managing services or implementing a strategic plan. Examples of these kinds of actions are here:

"Ensures adherence to the budgets throughout the year" (U6)

"Support the creation of [unit] plans for internationalization" (U1)

"Coordinate ...support services" (U10)

"Oversee the implementation of the strategic plan" (U1)

"Develops…strategic partnerships internationally with educational institutions, governments, professional associations, industry, overseas associates, funding bodies" (U3)

"Direct the operational strategic planning process" (U9)

On the other hand, *enabling actions* require the SIO to take on a role of influence for others to achieve influential and meaningful goals of supporting the university community to become engaged with global issues (Brandenburg, de Wit, Jones, & Leask, 2019). Some examples of *enabling actions* from the position briefs are listed here:

"Create an energized university climate" (U7)

"Foster greater international engagement" (U6)

"Lead through influence (U6)

"Open a world of opportunity" (U1)

"Infuse values" (U5)

"Advance a civil and sustainable society" (U2)

An *enabling* discourse creates space for new activities or initiatives – and requires the engagement of others in order to advance.

The next step is to review *actual discourses* (what is explicit) for contradictions and thus reveal what is represented as truth or norm, and what is omitted (Thomson, 2011). Table 9 below outlines the actual discourse with examples from the briefs and compares to IHE literature, which provides alternative discourses. This comparison between the actual discourses of university internationalization agendas and IHE literature can surface discourses that are "implicit, hidden or otherwise not immediately obvious" (van Dijk, 1995, p. 18).

Table 9: Actual and alternative discourses

Actual Discourse: The SIO manages the operations of internationalization.	Actual Discourse: The SIO transforms the University through internationalization.	Alternative Discourses from IHE literature (italics mine): The SIO plays a supportive, behind the scenes role.
• Ensures adherence to the budgets throughout the year • Coordinate ...support services • Develops…strategic partnerships internationally… • Direct the operational strategic planning process	• Advance a civil and sustainable society • Create an energized university climate • Open a world of opportunity • Lead through influence	• "…*leadership from the side* while providing an endless diversity of *routine administrative services*" (Harari, 1992, p. 71). • "SIOs are inevitably *middle managers*…" (Heyl & Tullbane, 2012, p 115) • "*leadership from the sidelines* and not be seen as turf-seeking in any way" (Knight, 1994, p. 8)

In the first two columns of Table 9, two sets of actual discourses are depicted in which an "operational" role and a "transformative" role are defined for the SIO. These two columns represent the university expectations that an SIO should operationalize internationalization and transform the institution (and even impact society). The third column provides an alternative discourse on how IHE scholars, who are also recognized leaders in the field, describe the leadership role of the SIO, providing insights into the contradictions of the discourses.

The first column depicts a set of actual discourses on the pragmatic "nuts and bolts" of leading any administrative office in higher education. Furthermore, it demonstrates a clear understanding of a senior administrative position by the university. When compared to column describing the IHE literature, it is clear that universities set up the SIO to be the caretakers of international operations, and the guidance they provide is articulated in detail – services, budgets, and strategy are mentioned explicitly.

The second column depicts a set of actual discourses in which the university sets out its aspirational goals for internationalization. What is of critical importance here is to note these are far less articulate with no practical or operational guidance for how to transform the "climate" of the university or "advance a civil society". It seems that universities have far less confidence about exactly what the SIO should accomplish when it comes to aspirational goals. A comparison to the IHE literature column shows that IHE scholars are also cautious about both transformation and leadership – to the point of warning SIOs not to be seen as 'turf-seeking' (Knight, 1994).

This contradiction between what the universities say they want (both operations and transformation) and what researchers have found universities prefer (operational/middle-manager support) aligns with Whitesed & Green (2013), whose research revealed that IHE's dominant storyline is overly focused on how to market education instead of how to transform educational opportunities. To paraphrase Dixon, the purpose of highlighting these competing discourses is not to uncover some new "truth" about the SIO role, but instead to "reveal the intelligibility of positioning" (Dixon, 2006, p. 322). Through the next section the category of *Attributes*, or qualities outlined in the briefs that are required in the SIO, will be reviewed in order to provide a more comprehensive understanding of the SIO position.

Attributes

The *attributes* are the skills and qualities the SIO is expected to possess, and they are categorized in the Table below by university position brief, again labeled U1-U12. In extracting the attributes, I have paraphrased from each brief to represent the qualities being sought in a candidate. In the position briefs, these qualities are listed in a section following the actions, normally entitled "qualifications and skills" or "key selection criteria" and explain the attributes that the SIO should possess.

Table 10: University Briefs - Specific Attributes

U#	Specific attributes
1	• Have management and change leadership experience • Be passionate about the transformative impact of an international education experience • Have a genuine interest in diversity • Be a strategic and innovative leader
2	• Have passion for Global Citizenship • Be committed to advancing international strategies • Have a vision of a global university which develops citizens of the world • Understand how to market, incentivize and influence faculties
3	• Able to balance internal responsibilities with external roles and travel • Be accountable for the generation and achievement of enrolment and financial targets • Stay abreast of worldwide industry and economic trends. • Entrepreneurial with strong business acumen
4	• Be a skilled and inspirational leader

	• Understand international post-secondary systems
	• Be cross-culturally competent
	• Have experience in international collaborations, agencies and government programs
5	• Have an exceptional record of "selling an educational experience"
	• Be highly relationship oriented
	• Be an effective communicator to diverse stakeholders
	• Understand the transformative impact of higher education
6	• Able to lead through influence
	• Have cross-cultural competence
	• Have a significant positive impact on evolution of international outlook
	• Possess vision for a globally-oriented, research intensive university
7	• Have a passion for international and intercultural learning
	• Understand international relations across cultures
	• Have expertise in international academic programming
	• Be a highly-motivated and innovative leader
8	• Be enthusiastic, passionate, creative
	• Have a lens of global citizenship
	• Possess significant business acumen
9	• Able to provide strategic vision, direction, structure and KPI's
	• Possess diplomacy, respect, and sensitivity to other cultures
	• Able to collaborate with others to achieve the integration of international education

10	• Be familiar with building and nurturing partnerships with internal and external stakeholders
	• Be able to provide direction, structure and KPI's
	• Possess excellent communication, time management and advocacy skills
	• Able to work independently and collaboratively.
11	• Possess leadership and coordination skills
	• Able to balance international enrolment targets with project work, mobility, consulting and quality assurance objectives.
	• Stay ahead of the curve in the rapidly changing IHE environment.
	• Be creative and innovative
12	• Possess entrepreneurial approach
	• Be committed to diversity, innovation, and integrity
	• Possess cross-cultural communication skills
	• Able to manage all aspects of budgeting and international risk.

These attributes outline a range of university expectations with respect to the type of qualities possessed by the SIO. These are reflected in the limited available literature on the SIO role, such as intercultural awareness, entrepreneurialism and innovation, managerial and financial skills, transformative change management, and strong communication skills as well as the ability to influence people (Stearns, 2014; Murray et al., 2014; Myles & Corrie, 2008; Lambert et al., 2007; Sheridan, 2005; Haigh, 2014).

Storylines of the ideal SIO

These attributes form a set of storylines that represent "the ideal SIO", as depicted through the briefs. These storylines are presented in Table 11, side-by-side with the rationales (Knight, 2004) in order to illuminate the basis of each storyline. Each storyline is explained in the following section, along with the rationales represented.

Table 11: The ideal SIO

The "ideal" SIO	Rationale (Knight, 2004)
1) Is a "fit" for a high-level leadership role.	Political, Economic
2) Possesses marketing skills, business acumen.	Political, Economic
3) Contributes to the institution in transformational, creative and innovative ways.	Academic, political
4) Has passion for global citizenship (public good).	Academic, Socio-cultural

1) The first storyline is high-level *senior leadership* and it connects with Knight's (2004) political and economic rationales. These aspects of the SIO role outlined in the position descriptions are intended to strengthen institutional capacity and contribute to economic development goals. The straightforward capacity to manage administrative responsibility is seen through all the briefs with actions like coordinate, oversee, direct, align, liaise and so on. These stay well within a frame of organizational accountability and thus the "ideal" SIO is "responsible for the strategic leadership, direction, and accountability" (U2). It is clear that

universities establishing the SIO role intend for the institution to reap the many "benefits" of internationalization – revenue, profile, and prestige, staying within the lines of accountable management of all the logistical and operational duties involved in international activities. Concepts such as operationalizing, leadership, management, planning, developing and implementing as seen in these statements expand on the norms of the role:

"Able to *operationalize* international post-secondary educational initiatives." (U9)

"Bring significant experience in international education *leadership and management*, international student services, and international marketing and recruitment strategies." (U8)

"Responsible for *planning, developing and implementing* university policies, procedures and practices" (U12)

These administrative functions of the SIO represent both operational oversight and "overall accountability for the…operations" (U4). The theme is not new, as Harari (1992) first noted the SIO should (italics mine) "provide leadership from the side while providing an *endless diversity of routine administrative services* which are most visible at the center." (p. 71). This appears to imply that the SIO is primarily to focus on administrative tasks, ensuring the international activities that the university undertakes are well coordinated, organized, and operate smoothly.

2) The second storyline addresses *marketing and entrepreneurial qualities*. This aligns with both political and economic rationales for university internationalization, improving the competitive positioning of the institution and generating revenue (Knight, 2004). It is not surprising given how the Canadian national and increasingly its institutional discourse articulates political and economic rationales when discussing the "benefits" of

internationalization. This is a direct consequence of international education being positioned at both the national policy and institutional strategy levels as a "means toward economic development" (Ayres, 2005, p. 536). Excerpts from the briefs listed here demonstrate university awareness that Canadian higher education now operates in a significantly competitive global landscape.

"stay abreast of worldwide industry and economic trends" (U3)

"market, incentivize and influence faculties" (U2)

"an entrepreneurial approach" (U120

"significant business acumen" (U8)

"stay ahead of the curve" (U11)

"selling an educational experience" (U5)

This area also shows accountability by the SIO for meeting specific financial outcomes, relatively new to academic discourse: "those of economic efficiency, market forces, competition, deregulation, accountability and branding" (Yemini, 2015, p. 2). Clearly, the university views the SIO as an entrepreneur who can source new international revenue streams.

3) The third theme is *transformational and innovative leadership* and highlights the need for the SIO to manage change, to "think outside the box", as well as to engage or negotiate with diverse points of view, for example:

"possess diplomacy, respect, and sensitivity to other cultures" (U9)

"initiate, implement, and support innovation and institutional change" (U7)

"lead through influence" (U6)

"a genuine interest in diversity" (U1)

"be an effective communicator to diverse stakeholders" (U5)

The requirement for the SIO to possess attributes of cross-cultural skillfulness and diplomacy are representative of building institutional capacity, enhancing prestige and visibility, and improving competitive positioning thus aligning with both economic and political rationales (Knight, 2004). The university wants an SIO who will be a skilled negotiator of international agreements (U10) and an inspiring ambassador while traveling abroad (U7). In other words, the concept of being interculturally competent is linked explicitly to the economic and political rationales familiar to corporate or governmental entities. While change management is a part of this storyline, it is embedded in expectations that the SIO will help the university prepare for the impacts of global market forces by advancing the pace of international activities and increasing the range and type of opportunities (Foskett & Maringe, 2010; Deardorff, de Wit, & Heyl, 2012).

4) The fourth storyline is to have a *passion for global citizenship,* which represents the concept that education is for the public good because it has "transformative impact" (U5). This storyline aligns with academic and socio-cultural rationales for internationalization as outlined by Knight (2004), and summarized as enhancing the quality of teaching, developing an understanding of universal truths, preparing students for global citizenship, increasing international understanding, and address global issues. Examples of these are drawn from the position briefs:

"a passion for international and intercultural learning" (U7)

"passionate about the transformative impact of an international education experience" (U1)

"Have a vision of a global university which develops citizens of the world" (U2)

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"Have a lens of global citizenship" (U8)

"Have expertise in international academic programming" (U7)

While the words learning, education, and academic programming appear in the position briefs, in fact none of the briefs outline how the SIO will in fact connect to what occurs in the classroom. The researcher Askehave (2007) who reviewed university promotional material noted that her data set contained no mention of "action[s] traditionally associated with academics (e.g. teach, study, discuss, etc.)" (p 733). Her point was that the university, with its focus on marketing itself, excluded the university's actual core purposes of advancing education and knowledge. In the data set of this position brief, a similar omission is notable in its absence. The overwhelming focus of the storylines are grounded in political and economic rationales, with the clear implication that the SIO is not viewed as having an academic or scholarly role but an operational and marketing function.

These four storylines drawn from the SIO position briefs will be compared with the storylines drawn from Chapter 4 (Canadian IHE policy) and the next data set in Chapters 6. They will be discussed in the final Chapter forming the conclusions to the research study.

Discursive positioning of the SIO role

This section summarizes how the SIO is presented discursively through position briefs, which provided data on the organizational profile, the position profile, and the role responsibilities and criteria. The storylines of the SIO position briefs further inform how the university positions internationalization and represents the specific ways that the SIO should "be" and "act" to align with the institutional discourse. The storylines represent specific institutional discourses, each building on the previous as "part of an actual and anticipated chain of events [with a] hoped-for outcome" (Fairclough, 2003, p. 111). In the case of this research

study, the hoped-for outcome is the revealing of alternate discourses that may support SIOs to achieve an international agenda in which academic and socio-cultural rationales are as prominent in the role as political and economic rationales.

The University, in setting forth these position briefs, frame a set of purposes, priorities, and expectations for internationalization. Through this framing, the SIO is positioned across a range of discourses that proscribe the SIO to act in ways that do not upset the status quo, while asking for visionary and innovative actions at the same time. What emerges from the position briefs are a confounding and contradictory set of storylines that confront the SIO and are representative of IHE's dominant marketization narratives: that economic rationales are dominating while the academic and socio-cultural rationales are sidelined or ignored (Brandenburg & de Wit, 2011).

This begs the question of whether it is possible for the SIO find a way to balance these competing discourses and strengthen the academic and socio-cultural rationales for international education. A solution was suggested originally by Mestenhauser (2011) who recommended an academic mandate for the SIO to transform curricular programming about the foundations of knowledge and value systems of other countries. Such a move would indeed signal a sea change for internationalization of higher education, by supporting a pluralistic approach to knowledge as well as humanistic, emancipatory worldviews of international education (McAllister- Grande, 2018). However, from the discursive representation of SIOs in the position briefs, Mestenhauser's dream is as far from reality as it was when he first opined it, and perhaps receding further.

There is no ambiguity in the intentions of the University management to recruit an SIO that will carry out the tangible, operational tasks that most universities place in their administrative

internationalization portfolios. SIO candidates will be attracted to those parts of the position brief that outline operational tasks, such as meeting KPI's, developing marketing plans, ensuring that the risks associated with various international activities are managed and understood, and so forth. The position brief is written precisely to attract that "fit" – the SIO that can "talk the talk" of international activities.

When it comes to the "influencer" or transformational change elements of the role, which imply that the SIO is to shift the ivory tower to become an inter-cultural super-structure incorporating all in the pursuit of global citizenship towards solving global problems, the ambiguity surrounding what universities want from internationalization enters the fray. The language from the position briefs may be attractive to those who are interested in transformative internationalization in the implication that radical change is intended, but clearly, this is largely empty rhetoric given that the SIO does not possess authority or even the opportunity to influence change through curricular or research innovations. Without exception it appears that the university has not thought through its transformative aims and the Herculean task to which it has, albeit unknowingly, bound its SIOs.

Conclusion

This chapter has presented data on what universities want from internationalization, as evidenced through position briefs outlining the "ideal" SIO. The findings suggest the dominant discourses position internationalization as a set of administrative operations and revenue generation activities that are grounded in political and economic rationales, and designed to maintain the organizational status quo through the replacement of revenue and enrollment from international sources.

Universities advertise for leaders who will "internationalize' by which international educators assume they mean move comprehensive internationalization forward whereas in actual fact the university is only committed to partial internationalization i.e. increasing profile, prestige, income and enrolment from international sources. If all universities want is marketers then perhaps they should recruit and attract people who are exclusively focused on economic and enrolment outcomes and do not divert their time and energies into attempting to achieve change for which they are not empowered.

There are few alternative discourses available in the position briefs, and in fact, most IHE literature confirms the dominant economic discourse is holding firm. Mestenhauser (2011) points to one alternative, the reframing of the SIO role within the academic rationale, grounding internationalization in the academic outcomes of the university. For other alternative discourses, research would need to expand beyond the scope of this research study, to other country contexts or perhaps to other transformational change contexts, such as the example of Indigenization in Canadian higher education. The next chapter will explore the experiences of the SIO within the university context, as they strive to align their own agendas for internationalization with the goals of the institution.

CHAPTER SIX: SIO EXPERIENCES

Introduction to the SIO experiences

This chapter presents the final set of data collected for this research study. While the previous two chapters introduced and analyzed data sets for Canadian IHE policy and SIO position briefs, this chapter introduces the SIOs and presents lived experiences in their roles as communicated to me through a series of structured interviews.

The purpose of interviewing SIOs for this research study is to contribute to qualitative understanding of the experiences and inherent tensions of international education leadership in Canada. Two guiding questions frame the interviews

1) How do you experience the internationalization role as outlined originally in the position brief?

2) What tensions have you experienced in carrying out the role?

The data set for this chapter was collected from five interviews with incumbent SIOs and the data analysis relies on Thomson's (2011) framing of discourse analysis through examining how participant reality is discursively constructed. The analysis also relies on comparing the emergent storylines from the data derived from interviewees with storylines from the two previous chapters. The analytical triangulation forms the final and concluding chapter of this thesis. The intersection between the storylines of national policy, institutional priorities and SIO experiences may provide new insights into the leadership challenges experienced in internationalization of Canadian universities and therefore, potentially, into internationalization itself.

Introduction to the SIO interviewees

This section provides a brief overview of the SIOs who took part in the interviews. The participants who were contacted to take part in the study were the successful candidates from the job searches carried out for the 12 universities described in Chapter 5. As I was one of the successful SIO candidates, and researcher in this study, I only reached out to 11 individuals.

Interviews took place between September and November 2018. Three of the SIO positions were once again vacant, with three successful candidates having left their positions in the interim. All eight remaining incumbents were contacted and responses were received from seven. Due to travel and work obligations, two incumbents were unable to find a suitable time to be interviewed.

In total, five incumbent SIOs (n=5 of a potential 8) were interviewed. In order to protect the privacy of the participants, the participants are coded as SIO1 to SIO5 and I use the gender-neutral pronouns they/them/their when referring to a specific numbered SIO. In order to protect privacy, the geographic location of the university at which the SIO works is not identified, since some Canadian provinces have few or just a single university. The universities represent a range of university types, from liberal arts to research intensive. None of the participants was asked, as part of the study, to provide biographical information, gender identity, or work experience data that could affect their anonymity and lead to their identification.

Upon accepting the invitation to participate in the research study, each participant was sent the Informed Consent form (Appendix A) along with the original position brief, which had been used to recruit each SIO into the particular role. They were asked to review their own position brief in advance of the interview and to reflect upon how their experience compared with the position description.

Due to resource and logistical constraints, given the participants wide geographical dispersal across Canada I carried out these interviews using communications technology (Skype). At the pre-arranged time, the telecommunication line was opened, sound quality was verified, and the interviews proceeded in a semi-structured manner, guided by the two questions above, which were designed to encourage participants to speak about their experiences in the role with a particular focus on the tensions they were experiencing. The interviews were between 20-30 minutes in length and were recorded and subsequently transcribed. Transcription of the data required listening to the interviews multiple times, which ensured that the interviewer had familiarity with the data.

The organization of the data was guided by Creswell (2007), who outlines a spiral process of data analysis, and provides a framework for this iterative process, by guiding "data management; reading and memoing; describing, classifying, and interpreting; and representing and visualizing data" (Creswell, 2007, p 173). The process of generating the initial themes entailed identifying, highlighting, and organizing the data, adding notes and considering emerging themes of common patterns.

For this aspect of the research study, the raw data was reviewed and notes were made in the margins "identifying any segment of data that might be useful" (Merriam, 2009, p. 178). Following this step, I reviewed the full set of transcripts again, looking for any new data segments that I might have overlooked. At this point, I began to notice, within the margin notes and my comments, that common patterns or categories were emerging. I then began to sort these into groups, or overarching themes. These themes were related to the questions I asked in the interview and represent the experiences and tensions or the participants. From this process, 19 themes emerged. Significant and representative statements from the interview data were

excerpted and organized under relevant thematic headings. Each significant statement was labeled with the SIOs numbered code. Following that process, the interview data and themes were reviewed multiple times to determine whether a theme had crosscutting relevance across the participant experiences. Through this second process, shared storylines or "plots" emerged, which provide insights into the lived experiences of the participants in their SIO role.

Themes from the SIO interviews

The 19 emergent themes are listed below, with a sample significant or representative statement drawn from participant data inserted to add depth and clarity to the understanding of how the particular theme is experienced or manifests. These appear in Table 12 below. The participant code of the participants that provided a statement on a particular theme is in the far right column of the table. In some cases all five participants made at least one statement in relation to the theme, while in other cases, three or four participants discussed the theme.

Table 12 Themes from interviews

Theme	Sample statement	Participant
1. Self-confidence	"I looked at my position profile in terms of the leadership human resources function, and in terms of the operational function and I think overall, it's quite congruent."(SIO1)	1, 2,3,4,5
2. Frustrations	"… [it] has been a struggle… you know there is, I will say, the position description and stuff seems to make it sound pretty easy..." (SIO3)	1,2,3

3. Changing nature of role	"it is important to go back and see that things have been accomplished but it's also really interesting to look at what I will consider portfolio expansion right?"	2,4,5
4. Management	"my role mobilizing my team to support university strategy [is going] quite well" (SIO1)	1,2,3,4,5
5. Leadership	"this [is] a very senior position, I report directly to the Provost and there are a lot of institutions where [the SIO] is a level below that." (SIO3)	1,2,3,4
6. Transformation	"Canadian universities…I think complacent is not the right word…[but we are] domestically focused" (SIO4)	1,2,3.4,5
7. Revenue Generation and Enrollment Growth	"this particular position was more emphasized on the business side was more global expansion, was all recruitment, revenue generation". (SIO2)	1,2,3,4,5
8. Internationalization of Teaching and Learning	"we are not influencing the internationalization of curriculum, the faculty movement, that I find…quite challenging". (SIO1)	1,2,3,4,5

9. Administrative Cooperation	"there is some friction there certainly with the registrar's office" (SIO3)	2,3,4
10. Academic Cooperation	"I experience most of the tension and when it comes to curriculum internationalization, faculty internationalization, and programming internationalization"	1,2,3,4,5
11. National Level Obligations	"there is pressure to recruit international students given the demographic decline in the [region]." (SIO4)	3,4,5
12. Impacts of Canadian policy	"Canadian immigration policy has become increasingly facilitative" (SIO1)	1,4,5
13. International Student Services	"the types of support and orientation and transition programmes for students have…changed so now we're doing more comprehensive orientation and transition" (SIO5)	1,2,3,5
14. Learning abroad	"we are expanding those international experiential opportunities [for domestic students] to different regions of the world". (SIO5)	2,3,5
15. Internationalization at home	"when it comes to internationalization at home programming piece, I feel so very	1,2,5

	confident, [because of] the intercultural certificate program... most universities don't even have that program". (SIO1)	
16. Managing international partnerships	"we are annoying partners in some markets, because we are not timely in getting back to them". (SIO3)	2,3,4
17. Direction and Supervision	"I have worked with [campus] stakeholders but that has been somewhat unguided, quite unguided". (SIO3)	1,2,3
18. Intercultural learning	"I am looking at cross-cultural communication training for faculty and staff instead of how we do intercultural competence". (SIO3)	1,2,3
19. Global context of job	"I called 2018 a game changer and that is really with the global mobility movement...It's the combination of what I would call a perfect storm with…the White House, with Brexit in Europe". (SIO2)	2, 3,4

The themes arising from the interviews reflect the range of how SIOs experience the scope of the role, from supporting students to influencing campus change to keeping current on the national and global events that may positively or negatively affect internationalization. The

themes also reflect the successes and challenges experienced by the SIOs, and all commented on their appreciation of the prompt to reflect on their own position profile. Overall participants expressed the sentiment that they are managing the role well despite the juggling act required and the expansive nature of the job. Their comments ranged from "it's funny how fast one forgets. I had no idea that's what I signed up for!" (SIO2) to "it's interesting, to go back and revisit your position description right, I'm glad you prompted that" (SIO5). While the interactions with other academic and administrative units were seen to be frustrating, they were not considered discouraging but accepted as normative experiences in universities because of their organizational culture. The one theme that emerged as most problematic was the lack of advancement or progress in implementing and adopting comprehensive internationalization.

The reflection on the 19 themes for crosscutting experiences along with the review of the SIO interview data produced five shared storylines. The next section details these storylines and provides SIO statements that help illuminate how they position themselves and their experiences in the role in relation to university realities.

Storylines

Emergent themes can be distilled into storyline or plots that assist in surfacing hidden discourses (Dixon, 2006). The process of uncovering normalized and implicit discourses is an iterative process for the researcher in which the transcribed interviews and themes are reviewed to determine a set of shared storylines reflecting the SIOs' positioning of themselves through describing their experiences and tensions of the role. Through this process, five storylines emerged, providing information on the dominant discourses of SIOs. The analysis of these storylines identifies whether the SIOs are accessing alternative discourses of resistance to the dominant discursive practices and how these manifest. Examining storylines supports a critical

approach since through discourse, whether textual or conversational, "authors establish, either intentionally or unintentionally, a position in relation to themselves and to others" (Dixon, 2006, p. 322).

The storylines of the SIO experiences are presented here as they discursively align with the rationales outlined by de Wit (2002) and Knight (2004). The data is organized here in a table, which outlines the dominant storyline, provides a brief explanation, and the rationale for internationalization underpinning the storyline. The findings in Table 13 then will be discussed to illuminate hidden discourses.

Table 13: Storylines from the interviews

Storyline	Explanation	Rationales
SIO as internationalization management expert	Accomplishing all operational tasks	Economic, Political
SIO as marketer	Revenue, bringing international students	Economic
SIO as educator	Intercultural learning, internationalization at home and abroad	Academic
SIO as change agent	Developing and advancing strategic internationalization	Academic, Social/cultural
The SIO as internationalization driver	Decision-making, public perceptions	Academic, Social/cultural

These storylines are presented individually in tables with significant statements from each of the participants, coded from SIO 1 to SIO5. Following the data set presentation, the SIO positioning of themselves in relation to the storyline is discussed.

Table 14: SIO as internationalization management expert

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SIO #	*Excerpt from interview*
1	"Overall I feel quite comfortable and quite happy with the role prescribed to me and the role I've been playing. So, I looked at my position profile in terms of the leadership human resources function, and in terms of the operational function and I think overall, it's quite congruent"
2	"I have exceeded expectations…that's the logistical side of things. It is the job I was hired to do"
3	"I took the job [because] I knew…some of the key people at the most senior levels and I like them personally and agree with their philosophy and with what I saw, their strategy"
4	"I mean, you get hired…and you get direction, you run off and [its] interesting to… go back and say oh yes I am doing these things that were said [and] its better placed in the reporting relationship than I thought when I first came in"
5	"I'm leading all matters international, including the presence of international students, exchange opportunities, internationalization students' experiences, and relationships with international organizations and government."

This thematic thread suggest that SIOs are confident in the fact that they are meeting the expected accountabilities for the role even though, as SIO 5 states, "the position evolves" and is not completely "fixed" in terms of responsibilities. A sense of accomplishment was expressed by all the participants at the start of the interviews, in response to having reviewed their own position brief: "I think what I am doing is actually close to what is written here which in some ways is surprising!" (SIO4). The concept of congruence between the role as described in the

brief compared to the experience of the daily work is also evident in SIO1's comments:

"Almost everything we do… you can find [a] line of some kind of items that can relate… [but] I think other side of the question is maybe I find the role overall is congruent" (SIO1). While the congruence between the role description and the SIO sense of accomplishment is a positive factor, there is also a sense of the ambiguity and fluidity inherent in the job, "the role is quite wide in general, it's quite inclusive. So, I think whatever the position is designed to be, honestly there is a certain flexibility there I was not expecting." (SIO1). SIO2 further explains the expansive nature of their role in saying "it really doesn't matter for international, for the heads of the international units, it really doesn't matter which part of the mandate is emphasized, whether its revenue generating or whether its internationalization at home or whatever. It really doesn't matter which part of your portfolio is emphasized in your position profile or in your job description. Comprehensive internationalization is really required."

These statements reflect two ways in which the SIOs position themselves within the SIO role: first, they experience the operational side as being quite straightforward, and the operational expertise for which (in part) they were hired imbues a sense of confidence when they manage existing programs, projects and people. The second thematic thread has the SIO reflecting on the concept of comprehensive internationalization and how the inherent flexibility of the role can support a balanced approach to internationalization, i.e. not just for economic reasons.

The next emergent storyline addresses the SIO experience of their marketing role.

Table 15: SIO as marketer

SIO #	Excerpt from interviews

1	"…often times that is revenue generation where the pressure is usually upfront…but [here] revenue generation was not a very high [priority] because you see that interestingly enough, recruitment is not under my responsibility"
2	"Our emphasis [is] on revenue generating. We were given the mandate to do whatever we could to recruit as many international students as we could for the university. Now the game changing year [Brexit et], 2018, Canada opened up the gate and international students are flooding into Canada, we can't have the same MO anymore, so we are doing a lot of enrollment management…there is a bit of an unclear goal, how [recruitment targets] benefit… align with the academic faculty, not just the faculty members but the units…I believe there I an unclear or blurred alignment there...we are left alone to struggle and to try to carry out the mandate given to us."
3	" The university [is] pushing internationalization, although we haven't really defined what that is but I'm in the process of telling them what that means and certainly I keep repeating to everybody, deans, and president's council, things like that that internationalization to us should be more than just recruiting students"
4	"I find the legacy of the university is domestically focused and I think that the Australian universities were pushed to seek external resources before the Canadian universities were and they are much better…"
5	"Universities see the international students as another market to recruit in and therefore there is so much pressure in terms of the international student recruitment."

This storyline "SIO as Marketer" in particular manifests SIO tensions with their jobs. In contrast to the previous theme, in which the SIOs viewed themselves as successful high-level administrators who were mandated to develop comprehensive and inclusive strategies for all aspects of internationalization, there is clear resistance to their role as "salesperson" for the university, and even outright denial that is within their purview.

SIO1 sets a clear distance between the position they occupy and the revenue generation mandate by stating that: "recruitment is not under my mandate". This is a curious statement since this SIO mentions having an office in China and an English Second Language program which reports to them, with associated costs and revenue to manage, but may be a reflection of administrative siloes between a "recruitment" unit and the "internationalization" unit.

SIO2 acknowledges that a prime mandate of the role is revenue generation, and is directed to "recruit as many international students as we could" but bemoans the lack of structural or tactical support. SIO2 feels isolated and overwhelmed by the sudden and unanticipated surge of interest in Canada by students globally which has resulted in significant increases in enrolment at their university, overwhelming their capacity to serve students effectively with the allocated resources. There is a sense that SIO2 has been given no guidance in terms of managing the upsurge in international student applicants, and has taken a stance themselves on enrolment diversity and balance, "we've just decided if no one's doing it, we're going to be assertive, we're going to do it. Because we see it as if we don't take these strategic moves, by the time it because a huge problem, it will be too late to deal with it". Thus, SIO2 is positioned as walking the tightrope between revenue generation for the institution and protecting the institution from itself.

SIO3 frames resistance to an "internationalization as revenue" discourse by describing how they consistently reinforce a message to senior administration that internationalization is more than recruitment. There is a growing concern, they suggest, that senior executives in universities are increasing their appetite for international tuition, and becoming more reliant on SIOs to continue to grow that pot of money, without providing concrete support to the international team to achieve new goals and keeping the unseemly pursuit of revenue at arms length: "those in the senior group are setting pretty big targets for us, but never proactively reaching out…" (SIO3). Thus, SIO3 is positioned as being accountable for revenue targets but left to their own devices when it comes to ensuring new students have access to the academic programs they want, and are welcomed and supported.

In contrast to their colleagues, SIO4 appears to accept the recruitment mandate but takes a "country-wide" perspective on revenue generation instead of an institutional focus, and notes that their ability to successfully recruit for Canada is challenging, because there is a lack of knowledge and possibly motivation regarding how to compete globally for students. In taking a national instead of an institutional viewpoint, SIO4 is positioned as an observer and not a player in the marketing arena.

SIO5 notes there is intense pressure to recruit, but also positions themselves at arms length from the marketing fray, by speaking in general terms about the "students as revenue" discourse, implying that it is an uncomfortable but accepted part of the SIO job wherever one works. This SIO speaks generally about observing questionable practices, making particular reference to altering academic programs to be more attractive to international students. While SIO5 notes these observation in the Canadian marketing arena, their own university is held up as

an example of providing an exceptional student experience, but does not reference experiencing their own pressures or tensions in terms of marketing with their own institution.

In this storyline, it appears that, although there are exceptions, SIOs generally find tension in the international student recruitment part of the job, either finding marketing to be a distasteful endeavour which they do not view as within their remit or that their own university (or others) places far too much emphasis on this aspect of the role. In three cases, SIOs 1, 4, and 5 position themselves in an observational role towards international student recruitment.

The next storyline addresses SIO experiences in educating the university about internationalization.

Table 16: SIO as educator

SIO #	Excerpt from interviews
1	"in terms of influencing faculty internationalization of the curriculum, I think we still have a long way to go…it's pretty much up to the individual faculty members"
2	"If we don't do any work with the faculty, if the faculty don't recognize the benefit of diversity, if the faculty do not have the tools or training to provide culturally sensitive adjustments to their expectation, or to provide culturally sensitive delivery of the content…really, can you really deliver your mandate? Not really, but that's the piece where I will need support from the entire campus to be able to move that piece, move the dial".
3	We have to recruit the [international] students, then get them here and take care of them - all the things that international is good at and nobody else is doing
4	"[I am] looking at various [academic] opportunities here and kind of trying to shop that around and say, "there is opportunity in these places. Would you be interested

	in taking advantage of that?" and you'll get yes yes, no no, yes, kind of thing (laughing…). Sometimes you can get people to go through the door, and sometimes you can't, if there is no interest you just have to drop it because you can't make people be interested…yet there are some very profound things happening on the academic front and knowledge and faculty/staff exchange and student exchange, all kinds of things that are enriching the student experience"
5	"It's important to be entrepreneurs and innovators but also really understanding the needs of international students, being responsive to those needs as the approach is being adopted, because often times with accelerated international student recruitment and enrollment, the services do not keep pace and so, I think that's a really important consideration for universities."

The "SIO as Educator" storyline touches on the necessity for the SIO to operate in the educational sphere, despite there being considerable ambiguity about the SIO as educator on the part of the University. For the SIO administrative role, to connect to curricular innovations and changes is indeed challenging because SIOs tend to be associated with student services and support roles, or to marketing arenas where the universities explicit priorities for them are clear. Yet SIOs can bring an understanding of the cultural predispositions and worldview differences that faculty may lack but which are essential if inclusive learning is to take place. Clearly, from the SIOs in this study, it is the educational space that is most contested and the arena in which they experience most resistance and least progress.

SIO1 was preoccupied with supporting internationalization of the curriculum and had tried numerous initiatives but felt there was still a disconnect in terms of real faculty

engagement. They mentioned attempting to address the disconnect by advocating for recognition awards for faculty who were striving to internationalize curriculum, as well as adding supplementary questions to course evaluations that would allow students to note whether they had gained global competencies from the course. The SIO had not yet successfully achieved university-wide support for these initiatives, despite having a few faculty "champions". Overall, there was clear resistance by faculty to accountability or evaluation when it came to internationalization of curriculum.

SIO2 expressed a similar sentiment that their mandate would not be fulfilled without faculty engagement. SIO2 acknowledges that the whole campus would need to be supportive in order to accomplish that mandate, to ensure international learning occurs at all levels of the university community, from students to administration to faculty to senior leadership. Yet SIO2 experiences being in a silo – doing the work of recruiting students on behalf of the university – but disconnected from teaching and learning processes.

SIO3 discusses the broad responsibility they have for international students, which does not end once the student arrives on campus. SIO3 is challenged by having to carry the responsibility for international student well-being without other campus supports. Furthermore, the challenge of supporting the learning of faculty and staff in regard to culturally generated issues is rarely made explicit in the mandate: "it's something that I brought up, though, nobody was telling me I needed to do that and it wasn't in this position description, but it's something that I am kind of taking on, sort of maybe alluded to in the lines about internationalization but not really…it's pretty vague". To SIO3, bringing in international students to a setting that was not prepared to respond to their learning styles and cultural predispositions has become a real concern.

SIO4 brings out the challenges of seeing new opportunities to enhance campus internationalization but faces a mix of engagement and disinterest. SIO4 recognizes that in the organizational culture of academia, no one can be forced to participate in an initiative and that subtle tactics are essential if progress is to be achieved.

SIO5 addresses concerns over how the entrepreneurial, marketing rationale can easily take precedence over the ethical obligations to those students being recruited. Similar to SIO2 and SIO3, she notes that enrolment is quickly outpacing available supports for international students and support systems often fail to keep pace with enrolment growth.

The challenges that the SIO faces when taking on an educator role vary in expression but each positions themselves as experts that are either taken for granted or not heard within the academic context. SIOs consider that they are more than managers and marketers who happen to be able to operate across cultures - they consider themselves to be professionals with as much to say about what goes on in the classroom and lab as in the finance office and student services centre. They also consider that internationalization without a commitment to internationalizing all the aspects of university work is incomplete and marginal at best. The challenge of not being heard or supported is carried through the next storyline, SIO as change manager.

Table 17: SIO as change manager

SIO #	Excerpt from interviews
1	"In terms of structurally [the position] I report to has many other areas/jurisdiction within their responsibilities. So, it is not internationally focused such that I found that my impact is sometimes limited" "I cannot be as effective as I hoped…[in] influencing the University policy in respect [of internationalization], I find my

	impact is limited…I wish I had a bigger role and a bigger say in what I believe should be included in policy papers and plans"
2	"You need the entire campus to be engaged, and you need the support from the entire institution, from the very top to the very bottom. So, I believe one really key role to support this particular piece would be the role of the provost and VP academic. It's particularly critical when it comes to faculty and academic engagement. So this is where I think I experience most of the tension and when it comes to curriculum internationalization, faculty internationalization, and programming internationalization, [my SIO position] doesn't cut it. You really need more horsepower. So, this is where I feel most of the tension in doing my job".
3	"I get the team together and say, "let's figure how we're going to do this" and the answer is, "let's be careful here, let's be country diverse, let's be program diverse, let's make sure we look to the future and realize that we're going to need more and more through partnerships probably". So, we go in that direction, and then when we tell [executive] that's what we're going to do, they say "Great" but then when we actually bring those [partnerships] and drop them on the desk then there [are still] barriers.
4	"If we foresee change, we can position the university to take advantage of change…But I don't see the structure and the culture…the way the academy is set up as a whole with a lot of independent actors makes that difficult"

5	"Faculty involvement, you know, making sure that faculty are involved is one thing that I feel is …actually one of the biggest tensions is…doing things but I think the faculty are not aware".

This storyline "SIO as Change Manager" addresses how effectively SIOs are positioned to influence change and advance internationalization to meet the university's expectations of them. In this thematic thread, there is a high level of frustration expressed with their senior leadership, with faculty, and with other administrative units. While all SIOs expressed frustration, they each positioned their change management challenges differently, in describing where in particular they felt that they were unable to effectively carry out their mandate.

In the case of SIO1, the primary frustration came from not being able to engage faculty in supporting attempts to evaluate curricular internationalization with statements such as "limited impact" and "not as effective as I hoped". This is the area where discouragement comes through in their comments and the confidence of the SIO1 disappears as they begin to question whether the fault is their own.

With SIO2, it was the challenge of seeing the institution overwhelmed by international student applications and knowing that the academic units were not effectively prepared to support the increased volume. SIO2 is clear on their operational mandate with the myriad of tasks familiar to all SIOs. All of that work is very clear and SIO2 acknowledges that they are "exceeding all expectations". Yet, SIO2 is concerned that the university senior administration is unclear about the impacts on faculty of SIO2's great success. SIO2 recognizes that recruitment success is changing the student composition from mostly domestic to ever-increasing numbers of international students – a change that requires support and investment in faculty and staff cross-

cultural adaptability. SIO2 repeats her main concern that "the one unclear area is internationalization", meaning the actual change management of infusing new perspectives and intercultural learning into curriculum is not occurring. SIO2 expresses concern that the university is asleep at the wheel when it comes to change management. Recruitment success requires even greater efforts to support faculty in adopting values of "comprehensive internationalization" and SIO2 senses that the university does not have clarity on that goal nor real commitment to the endeavour.

In the case of SIO3, the main challenge was not being able to effect changes that were necessary in order to carry out their mandate. SIO3 expressed frustration that university leadership would bring new initiatives forward that required changes in university policy and processes in particular around admission, and give great rhetorical support for these to occur without empowering the SIO to lead these changes. This led to SIO3 struggling to save face and maintain good relationships with international partners when administrative offices suddenly launched into an unexpected gatekeeping role, which damaged the institutional reputation with those partners as well as their personal credibility on the partner campuses abroad.

SIO4 discussed similar frustrations as SIO3, with the fact that most international activities required changes that actually had to be accomplished by other departments over whom the SIO had no authority. SIO3 opined that when the changes failed to take root, the problem lay with the academic culture, while SIO4 positioned themselves as a bystander to change – they presented opportunities and left it to others to determine whether to proceed or not. SIO1 approached change management more personally, taking full responsibility for lack of progress and questioning their own personal effectiveness when proposed changes to advance internationalization were thwarted.

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SIO5 was concerned about the lack of faculty awareness of how they can engage with internationalization. In particular, they referenced faculty leading field trips abroad without ensuring that these become intercultural reflective opportunities for students. Without faculty engagement, these opportunities are not able to be used to full advantage, to "develop students with more global competencies". SIO 5 provides the example of speaking to their faculty council on how the SIO is supporting student international experiences, "how we have streamlined our student mobility programs, exchange programs and where we intersect with [the faculties] and where we collaborate with them: the student nomination, the decision-making processing, and interview process. So, I think it's really important that [faculty] are part of the internationalization efforts and…to find out more about what [faculty are] engaged in, whether it's research based or institutional, collegial partnerships that they have…just getting a better sense and to be able to work together on some international recruitment or international projects together." (SIO5). This example speaks to the positioning of SIO5 as a change manager, providing support and communication to faculty directly.

The inability to move ahead effectively with a change agenda is one that appears to face all SIOs in this study, whether it is due to a lack of support from their senior leadership, an organizational culture and structure issue, or a problem of faculty awareness or intransigence. It is clear that for Canadian SIOs, it remains a challenge to develop reciprocal relationships between the international unit and other units within the university. It is apparent that the SIOs have a common issue that they often describe as an "organizational structural problem" which affects their ability to effect change. Beyond the managerial tasks, SIOs have a strong sense that they are responsible for internationalizing the campus in ways that go beyond adding numbers and looking after international students or managing contractual relationships with partner

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universities. SIOs are clear that internationalization should also include adjustments to teaching and learning, as well as to what is taught and how it is taught. It is here, where the SIO is supposed to enter academia and support a transformation on what a particular course contains and how it is delivered in an increasingly diverse classroom that the heart of the SIOs change management dilemma can be found.

The next storyline addresses the SIO positioning in relationship to their responsibility for driving the institution towards achieving an "internationalized campus" and the associated ethical dilemmas.

Table 18: SIO as responsible for advancing campus internationalization

SIO #	Excerpt from interviews
1	"I feel at the functional level, at the operational level I feel quite comfortable. I feel a sense of achievement and sense of the job satisfaction but I think at [the] overall internationalization strategy level, ah...I feel sometimes limitation. I wish I had greater impact whether through my personal effectiveness or you know just a matter of this structural reporting line, I am still not 100 % clear."
2	"if we were going to invite these international students to come here, it is our obligation to provide them with not just a good education but also a really good experience that supports their education".
3	"I am caught between a rock and a hard place [when] the President really thinks we should travel and visit [X] and it will further the relationship [but] the partner is saying we don't care to work with you until you can figure out your own internal challenges."

4	"when you talk about international, large chunk of people, the first thing they think of is student recruitment and they think it is all about money…displacing local students and is this only a money grab and we are exploiting foreign students…even inside the university [people say] the only reason we're interested in China is to get students and no, we have like a dozen really important relationships there".
5	"how do we ensure the integrity of education and partners we are connected to…I think it's really important we have the steps and protocols in place to really review and have an approach with some guidelines and standards attached to how we do things and to make good decisions."

This storyline "SIO as internationalization driver" addresses some of the significant tensions felt by the SIO as the person responsible for how internationalization looks on their campus, how decisions are made, how public perceptions are managed, and how they position themselves within a discourse of ethical internationalization.

SIO1 makes a clear distinction between the operational side of the role that they feel they do well, and the experience of internationalizing the campus, which they felt, was not going well. The issue they tangled with was whether the lack of achievement in successfully internationalizing the campus was not actually a problem with their "reporting line" but instead was a "personal effectiveness" issue. In other words, SIO1 appeared to question, "am I the right person for this job'?

SIO2 identifies the ethical issue of recruiting more international students than can be appropriately supported with the resources that they have been allocated. The issue is that "this

job actually very much depends and relies on the academic delivery of the programs of the high-quality programs, the offerings we give to international students, so it does require very close collaboration and also goal alignment with the academic unit."(SIO2). SIO2 positions this an ethical issue, using expressions such as an "obligation" they feel to students for having "invited" them. The language used here by SIO2 positions the university as the host, and the students as guests. This manner of positioning the university as obligated to be a good host leads to the unspoken question by SIO2, "are we wrong to invite students when our academic units are not ready for them?"

SIO3 identifies the ethical dilemma of working with an international partner in good faith when their own university fails to meet promised deliverables. They discuss how senior leadership is seemingly oblivious to the broken trust on behalf of the partner, and the SIO must go, hat in hand, to the partner to ask them to host a senior level visit. The SIO then is placed in a further dilemma when the international partner refuses to host a visit, saying they will accept a visit when the university gets the agreement back on track. SIO3 implicitly questions, "How do I manage my loyalty to my senior leadership with the knowledge that we have made a serious mistake that we are not admitting, or fixing?"

SIO4 discusses the challenges of managing public perceptions of internationalization as being exclusively about revenue, displacing local students, and taking money from international students. They are concerned that both the public and in their own university community criticizes them for being focused on (in this case) China only for revenue and by implication acting unethically. This SIO further connects perception issues with budgetary needs: "I guess the university can't be as comfortable as it was in the past, it has to pay more attention to how it's perceived because that affects its income and its ability to grow, or even survive" (SIO4).

This raises the question, "how is the internationalization agenda positioned and supported across the campus and in the public sphere?"

SIO5 is concerned with the overriding commercialized aspects of international student recruitment and a perceived loss of ethical grounding in internationalization when it comes to the choice of partners abroad. They expressed concerns with questionable practices in international student recruitment and a lack of guidelines for selecting trustworthy partners abroad. In order to move ahead with recruitment targets, SIOs must put their trust in partners and recruitment agencies abroad, but SIO5 is concerned there is little guidance or parameters within Canadian IHE to support good decision-making. The implicit ethical question raised by SIO5 is "how do we know we are putting our trust in ethical people?"

This is the theme where the personal values and areas of resistance and questioning of the SIO experience are most evident. It is clear that many aspects of the role trouble Canadian SIOs, who question their own capacity to lead and express concern for their reputation in the absence of clear guidance or active support by their own institutions. What happens when we are frustrated by our experiences in the role, and when we are part of discourses with which we are not comfortable or frankly disagree? Moore (1994) explains that when individuals begin to question or resist the dominant modes, they often find their stance costs them social power, social approval, and even material benefits. In other words, challenging the dominant narrative about how universities position the SIO role can be costly, yet the above questions raise issues around the personal values of the SIO that if ignored will have consequences as well. In a role where social capital may be the only currency to influence change in the absence of endowed hierarchical authority, such costs can leave the SIO disempowered to enact campus change.

The next section discusses the positioning of the SIO experience in relation to the storylines described in this section.

Discussion: The professional and the personal in the SIO experience

As previously mentioned, the importance of recognizing storylines is not to somehow uncover the "truth", but instead to "reveal the intelligibility of positioning" (Dixon, 2006, p. 322). Moore (1994) discusses the multiple and contradictory nature of subject positions, concluding that contradictions can be understood best through the concept of investment. Investment in a subject position is a combination of "an emotional commitment and a vested interest" (Moore, 1994, p. 64).

My research reveals that SIOs consider that their role and responsibility goes far beyond just managing administrative tasks. They position themselves as members of a profession that is charged with both strategic and tactical responsibilities for international education, which they take seriously. SIO1 used terms such as "inspirational" and "rewarding" when describing committee work on an international strategic plan. SIO2 shared the feeling of the burden of internationalizing the campus "quite intensely". Finally, SIO3 spoke about "being caught between a rock and a hard place" in managing the reputation of their institution abroad with stonewalling practices at home. To the SIOs in my study, then, the role is far from just another senior administrative job managing programs and projects but is in fact a position that carries all of the ethical and moral considerations of teaching and learning programs and such is as much shaped by academia as managerialism.

Positioning and my own SIO experiences

As the author of this study and an SIO myself I am part of the research process and I have outlined my perspective that comprehensive internationalization is desirable and achievable.

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My view of international education is that it provides a pathway for higher education to include the breadth of human knowledge in all aspects of teaching and learning, while simultaneously honoring the ways in which humans construct meaning and their relationship with the planet on which we exist. Furthermore, I hold the view that internationalization should be a liberating process, which aspires to remove the inequities that subjugate and oppress many human beings.

According to Moore (1994), we invest in subject positions that help maintain our self and social representations: "individuals take up certain positions because of the way in which those positions provide pleasure, satisfaction or reward on the individual or personal level..." (p. 65). Therefore, for example, when I examine my own SIO experiences, the way I position myself as a professional and researcher deeply concerned with the future of the profession reflects my investment in a self-representation, which is rewarding to me on a personal level, because it is congruent with my values. It is thus not surprising that during the interviews, the SIO participants also represented themselves through storylines that link them to the broader societal discourse, by positioning themselves as concerned with the ethics of the profession and future of international education.

The desire to feel that we are "moving the dial" (SIO2) through a transformative leadership remains elusive for the SIOs in my study, including me, because as much as we may be seen as "successful" in our international operations, we are not able to advance internationalization in the way we hope. This is because we are unable to influence teaching and learning, as I noted in a communication to a colleague:

> "*So how do I get faculty X to collaborate with me? ...* I learn about them - I learn their value, their goals and I figure out how I can add value to what is important to them. I didn't say this - but I am coming from a deficit position and have to prove my value.

Most international offices are not seen as adding value - and become ineffective, siloed and no longer part of any meaningful collaboration." (Knutson, personal communication, 21 May 2015).

The struggle I was describing above is the thread that weaves through all the participant interviews. We know we do good work and feel confident we are supporting university goals, but we are not able to influence what we are most passionate about, the learning that occurs in the classroom – where the students are. This is the area where SIOs see a problem but not a solution "Internationalization of the curriculum…is really the backbone of internationalization of the university, and I think from that respect, universities are lagging behind…in terms of influencing faculty internationalization of curriculum, I think we still have a long way to go" (SIO1). There is a general sense that "When it comes to curriculum internationalization, faculty internationalization, the SIO role doesn't cut it. You really need more horsepower – so this is where I feel the most tension in doing my job" (SIO#2).

The concept of needing greater "horsepower" to enable curricular internationalization is reminiscent of the advice from Heyl (2007), Hudzik (2011) and other former SIOs who found that unless the senior executive, and especially the university president and provost, were fully committed to comprehensive internationalization, that the curricular aspect would remain a challenge. However, even with the top echelons of the university engaged, as Howlett et al. (2013) found, faculty can, for various reasons, become disengaged, fatigued or actively resistant to top-down initiatives related to diversity and inclusion. This leads back to the seemingly unanswerable question, how does the SIO engage the whole campus in internationalization?

It is through the challenges described by the SIOs that we feel an obligation to lead the international charge forward to a globalized university, but when we look behind, the campus

isn't there. "I feel intensely, actually quite intensely, the challenge of faculty engagement or academic collaboration. I don't know if this is the exact or correct phrase to describe what I want to say, but really, I think it is because it is rooted in the misalignment or maybe ambiguous or blurred institutional goals and faculty academic goals" (SIO2). This comment ties directly to Mestenhauser (2011) who identified the major gap in university awareness of what internationalization "is" and "does" by setting up high level administrative units to accomplish internationalization goals, when the very accomplishment of those goals by and large are impossible because the units rely on academic units to carry through on initiatives the SIOs have begun.

Positioning and resistance

My research indicates that Canadian SIOs experiences of leading campus internationalization emerge from a synthesis of three critical agendas for internationalization: what the nation wants; what the institution wants; and what they themselves want. The SIO essentially responds to multiple external storylines and creates their own unique resultant narrative, shifting positions to comply with or resist IHE discourses. However, the SIO is not free to take up any position they like, because the dominant discourse places parameters around what is and is not acceptable. The discursively acceptable "ways of representing" and limit the available choices of actions by which one may respond, "diminish[ing] the domain of what one does out of the possibilities of what one can do" (Harré & Slocum, 2003, p. 106). SIOs experience tensions because of the limits of the dominant discourses, as further explained here:

> "People in daily life do not have an infinite reservoir of possible actions from which to choose. What people are permitted or licensed to do on any occasion is drawn from surprisingly narrow repertoires of categories and subcategories of actions. Among these

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are actions that, in those circumstances, people are taken or take themselves to have the

right or duty to perform." (Harré & Slocum, 2003, p. 105).

The concept that we only have a limited range of possible responses, dependent on how we

interpret our rights and duties, explains how and why analyzing discourse matters. Discourse is

the way that a particular social practice, in this case internationalization of higher education, is

represented and accepted (Fairclough, 2003). Within the dominant discourse of higher education

and its relationship to internationalization, SIOs gravitate towards certain positions based on

their own stances and the duties by which they fulfill their mandate, but in every case, there are

constraints on "what one may meaningfully say and do" (Harré & Slocum, 2003, p. 106).

Tensions also arise when an SIO feels a duty to resist certain aspects of the internationalization

mandate, as I noted to a colleague in 2014,

"How do you know when to compromise and when to stand your ground? When to come

out into the open and stop tiptoeing around? …You put your whole self on the line when

you push and poke people to get them to view something from a new vantage point. If I

am unhappy with [a particular] response because I feel it is too weak and protects the

dominant discourse, then I have to trust myself that my intuition was telling me that there

was not enough trust in the room to be able to share my message and have it received.

Why is it me that has to pay attention and decide whether to be restrained? The only

answer I can think of is that I have an agenda and if I want my agenda to be successful I

have to build my influence." (Knutson, personal communication, April 17, 2014).

It is clear through the above personal communication, supplemented by the SIO

interviews I conducted, that Canadian SIOs share a common understanding of our constraints

within the discourse of international education, advancing some storylines while resisting others,

constantly balancing what we believe is our right or duty with what we understand as an acceptable range of possible actions and responses. In this process we create and manage storylines which advance national and university agendas, while giving us space to "fill in the blanks" with our own interpretations of internationalization. When we resist the dominant discourse and find ways to advance our own personal agendas, these become alternate discourses that give us some "limited agency" (Turunen & Rafferty, 2013, p. 53). These alternate discourses provide a location for change to take root by surfacing "important questions about the purpose of education" (Turunen & Rafferty, 2013, p. 53). In the case of this research study, these alternate discourses have provided the participants agency to open up "discursive spaces" that meet their own worldviews and values related to the internationalization of higher education.

Conclusions

The discussion above presents the lived experience of Canadian SIOs, how they position themselves between meeting their obligations to university-mandated goals while retaining their own value systems, and how they accomplish what they most value within the parameters and structures of higher education. The experiences and tensions noted by the participants centred on their challenge to lead internationalization according to their understanding of the concept as being a comprehensive encompassing of economic, political, academic, and socio-cultural outcomes, within a university and national context where currently the primary rationale for internationalization is international student revenue and enrolment growth.

In contrast to the overwhelmingly economic storyline that the university adopts in relation to internationalization, the storylines that emerged through the interviews with SIOs are weighted towards the academic and socio-cultural rationales. The Educator, Change Manager, and Internationalization Driver storylines all are framed within those rationales and the

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challenges of continuing to keep them in play while supporting the demand for revenue were discussed at length. The political and economic rationales for internationalization, evident in the Internationalization Manager and Marketer storylines are characterized by a reluctance to both accept a marketer role for themselves, and an overall resistance to viewing a university as a business. This positioning of SIOs as displaying confidence in managing operations, yet discomfort in being branded as a marketer and demonstrating frustration in the lack of progress in promoting educating for change, illuminates the main tensions they experience.

The storylines outline how the multiple rationales for internationalization compete for the SIO's attention and prioritization. SIOs spend time, emotional energy and social capital providing leadership in attempting to advance comprehensive internationalization, i.e. making sure that the institution is prepared for and welcomes internationalization of all aspects of the university. In reacting negatively to the ascendance and priority given to revenue generation and enrolment growth, SIOs are not only reacting to a distaste for commodification of IHE but also to the fact that increases in international student enrolment require that the institution be readied, through comprehensive internationalization, to accept, absorb and integrate new and diverse populations. SIOs are clearly concerned that a greater focus on academic and socio-cultural rationales for internationalization is required if the predominance of economic and political motivations are not to result in a backlash within the campus community and community at large.

Attempting to retain a balanced approach to internationalization requires SIOs to assert themselves more strongly as leaders and to enter into aspects of university life that have not traditionally been part of their purview, such as enrolment management or curricular practices which tend to be "owned" by Registrarial or Academic units. SIO2 references this in saying they

are taking on a more "assertive role of college guiding, lodging, pushing, pulling the institution".

Taking on this more assertive role is risky because they are pushing the boundaries of their mandates, and often there is no structural frame through which the SIO can act across the institution. SIO3 and SIO4 both mention that in their position briefs, there is a mention of a pan-institutional working group which is tasked with supporting them in guiding internationalization, but this group had yet to be formed and there seemed to be no clarity as to who was supposed to form and lead it. The work of pro-actively getting the message out about comprehensive and balanced approach to internationalization is slow and based on individual meetings, as SIO3 notes "it was for me to go see each Dean, and for me to…find out a lot of that information from each different areas of campus, whether its teaching or learning or the registrar's office or marketing and communication etc."

The SIOs in my research study were thus challenged by 1) their personal distaste for the role of marketer; 2) the difficulty in connecting to the academic mandate of the institution and 3) the cultural/structural set-up of institutions which they experienced as inhibiting their ability to drive the change of comprehensive internationalization. The storylines and discursive positioning which have emerged through the analysis of the SIO interviews will be compared next to storylines drawn from the policy data set and the position brief data set. The resulting joint storylines will be presented and discussed in the concluding chapter of this dissertation.

CHAPTER SEVEN: CONCLUSION

This chapter summarizes the research findings, the emergent storylines and their intersectionality, the significance of this study, and suggests possible topics for future research. The study was undertaken to explore the contrast between the ideation of position briefs and the actual lived experiences and tensions that senior international officers on Canadian university campuses experience. The introductory chapter provided an overview of the study as an exploration of the tensions inherent in balancing internationalization goals related to economic outcomes with socio-cultural and academic values; I also presented my own motivations and experiences as a senior international officer in this chapter.

The study investigates the experiences of Canadian SIOs to discern common challenges they face within the context of Canadian policy, institutional understanding and expectations of international education leaders. A summary of the pertinent literature and data is provided in the next section, followed by a recap of the individual storylines and a presentation of the joint storylines, their significance and my conclusions.

Literature review, methodology and data chapters

The theoretical frameworks of IHE were presented in the literature review chapter, shedding light not only on the concept and rationales for internationalization, but also drawing attention to the lack of empirical literature concerning the role of the Senior International Officer. It is this particular gap in scholarship that my research study addresses.

As educational professionals, SIOs seek to work towards meaningful outcomes, informed by clear and coherent job descriptions that describe managerial responsibilities and driven by strategic frameworks concerning the inherent transformative goals of internationalization. Despite the importance and the complexity of accomplishing this type of work in the higher

education leadership context, the senior internationalization leadership role is addressed rarely in the literature (Maringe & Foskett, 2010a). Thus SIOs are left largely without guidance in coping with the internationalization challenges they face within the complex and often problematic organizational culture of universities.

A review of the literature was followed by presentation of the research methods. The study is grounded in a qualitative approach, with *constructivist* and *advocacy* paradigms (as described by Cresswell (2007)) shaping how I interacted with the data based on my own lived experiences, and how I interpret and present my findings in order to motivate change. I employ a critical lens using methods such as Critical Discourse Analysis to elicit and expose storylines and examine positionality when interpreting the collected data. These methods shaped the collection and analysis of three data chapters focused on Canadian IHE policy, SIO position briefs, and SIO interviews.

The first of the data chapters concerns Canadian policy. This chapter focused on the Canadian approach to international education and its clearly economic motivation. Following an economic rationale is not unique to Canada, as international education supports national economic goals and the development of human capital worldwide (Ayres, 2005). Researchers note a trend in higher education where, "the purpose of education migrates from democratic ends to economic ends; that is, the discourse of education for participation and leadership in democratic society is overtaken by the economic discourse of production and consumerism" (Ayres, 2005, p. 531). As Fairclough (1993) points out, universities "come increasingly to operate (under government pressure) as if they were ordinary businesses competing to sell their products to consumers" (p. 143). This chapter not only discussed and revealed discourses of

Canadian federal policy that focus on marketing Canadian universities to international students, but also noted that these policies ignore international education's role beyond economic gain.

The next data chapter examined the university position briefs that advertised SIO positions, providing insights into what university senior leaders and stakeholders consider the SIO role to be and what they intend to achieve from internationalization. The findings of this section are congruent with Maringe and Foskett's (2010) contention that universities are not aware of what internationalization means in a comprehensive sense, and thus do not understand the range of leadership skills needed, nor the supports required for the SIO to lead multi-dimensional internationalization. It is also apparent from the briefs that universities have not examined internationalization closely for "its taken-for-granted rationales, the different forms of exclusion, and the many contradictions embedded within it while recognizing its political power to engage and shape our national global vision," (Trilokekar, 2016, p. 4) and that these aspects of internationalization are not understood. This chapter showed how institutions in Canada rhetorically position IHE as a public good, while the actual discourse of institutional rationales for internationalization clearly is dominated by economic rationales.

The final data chapter presented interviews with Canadian SIOs, exposing their lived experiences and the tensions they experience in the role. The storylines that emerged in this data set highlight the ways in which SIOs position themselves in relation to their explicit university mandated role (managing international operations) and what they believe is the inherent purpose of their role (driving the changes of internationalization). Clearly SIOs are conflicted about the focus on economic outcomes, and challenged by the lack of support or mandate for pursuing socio-cultural and academic outcomes. The findings of this research study are supported by the literature which suggests that although SIOs may be rhetorically tasked with "leading" campus

internationalization, they are in fact are "middle managers" (Heyl & Tullbane, 2012), with a primary responsibility for smooth administrative and logistical service-oriented operations of international activities.

The exploration of these research questions and analysis of the collected data surfaced a number of storylines which are presented in the next section along with the rationales that I posit underpin them.

Storylines and Rationales

This section begins with an overview of the three sets of storylines as laid out in chapters Four, Five, and Six. The storylines are placed here alongside each other in order to show how they compare and contrast and to demonstrate how some dominate and others are sidelined. Examining the storylines side-by side also allows for observations of "the way power work[s] across the broader social discourses that connect and open out possibilities for alternative readings of the lived experiences of participants" (Dixon, 2006, p. 32). Through the storylines, we can discern the way in which each "participant" in Canadian IHE, government, institutions, and SIOs themselves, are positioned around dominant "plots" and begin to access alternative discourses in which the seeds of change can be located. These storylines are drawn from each chapter and presented together in Table 19 below.

Table 19: Storylines of policy, positions and participants

Canadian Policy Storylines	Position Brief Storylines	SIO Participant Storylines
1. Canada has a prosperity agenda for IHE.	1. The SIO is a "fit" for a high-level leadership role.	1. SIO as internationalization expert 2. SIO as marketer 3. SIO as educator

2. IHE helps Canada increase soft power in the world.	2. The SIO possesses marketing skills, business acumen.	4. SIO as change manager 5. SIO as responsible for internationalization
3. Canadian universities compete globally for students.	3. The SIO contributes to the institution in transformational, creative and innovative ways.	
4. Canadian universities help the world.	4. The SIO has passion for global citizenship (public good).	
5. IHE creates global citizens.		
6. Canadian IHE contributes to global inequity.		
7. IHE addresses global disparities through knowledge sharing.		
8. IHE privileges knowledge.		

The storylines contain myriad sub-discourses on knowledge and power, global citizenship, privilege and prestige, prosperity and marketing, and change and transformation. They also reflect the range of rationales, albeit with differing priorities assigned to them by the institution, that are present in university internationalization in Canada: academic, socio-cultural, political and economic. Understanding how the rationales of IHE align with the storylines is important

because it provides possible explanations for the responses, decisions, and behaviours of the participants in this research study, whether government, university, or SIO (Seeber et al., 2016).

These storylines are clustered below by rationale, employing a framework adapted from de Wit (2002) and Knight (2004) and organized into tables. I note that some of the narratives cut across more than one rationale and thus appear more than once.

Academic rationales

Academic rationales support an approach to international education that aims at enhancing the quality of teaching, research, and engagement in higher education (Brandenburg, et al., 2019). Specifically, international education underpinned by this rationale should develop an understanding of international dimensions of knowledge, align with international curricular standards, increasing international understanding, address global issues and enhance institutional profiles (de Wit, 2002; Knight, 2004; Hudzik, 2011). The storylines in Table 20 align with academic rationales for IHE, and are listed here in the table according to the data set in which they appear:

Table 20: Academic rationales for storylines

Canadian Policy Storylines	Position Brief Storylines	SIO Participant Storylines
• Universities help the world. • IHE creates global citizens	• The SIO contributes to the institution in transformational, creative and innovative ways	• SIO as educator • SIO as change agent • The SIO as responsible for internationalization

• IHE addresses global disparities through knowledge sharing. • IHE privileges knowledge.		

The storylines supporting the academic rationale show an institutional discourse that suggest it is engaging in "sharing" its knowledge with the world. Universities rhetorically position their mandates to provide international education as a means of helping the world become more inclusive and equitable. The storyline proposes that they do this through sharing their expert knowledge and developing skills that can help improve the global human condition. This positioning of universities somewhat aligns with Canadian national discourse that frames internationalization as a process of developing intellectual capital in relation to Canada's ambitions of leading knowledge production and transmission. At issue is evidence that the academic rationale is experiencing a shift towards economic rationales as universities and the Canadian government increasingly use *knowledge* to acquire access to new global power and resources.

The coopting of the academic rationale into the economic reflects de Wit's (2013) observation that economic agendas have begun to dominate internationalization. He notes that the academic rationale is becoming deeply interconnected with economic rationales where "strategic alliances, status and profile" (p 17) are growing in importance in order to help universities and nations compete. The discourse which positions Canada as the "friendly face" (Ritter, 2012) or "benefactor" (Dixon, 2006) which helps the world become a better place by

sharing its knowledge rings increasingly false. Its message is clearly at odds with federal policy

strategies for international education, which almost exclusively support predatory market

development initiatives. Thus the apparent storylines of Canada being a good global citizen, and

universities as places where teaching and learning priorities are challenged by an implicit

discourse that is rooted in placing Canadian prosperity first.

Socio-cultural rationales

Socio-cultural rationales drive international education efforts to develop intercultural

awareness and understanding (de Wit, 2002; Knight, 2004; Hudzik, 2011). The storylines below

align with socio-cultural rationales for IHE, and are listed here in Table 21 according to the data

set in which they appear:

Table 21: Socio-cultural rationales for storylines

Canadian Policy Storylines	Position Brief Storylines	SIO Participant Storylines
• Universities help the world. • IHE creates global citizens	• The SIO has passion for global citizenship (public good).	• SIO as change agent • The SIO as responsible for internationalization

The socio-cultural storylines suggest that by developing a new generation of citizens

committed to solving global issues and helping the world, universities are contributing to a

peaceful and sustainable future. Universities tend to seek an SIO committed to

internationalization and who views their role as one that drives change towards greater global

understanding and carries the responsibility for developing a shared institutional vision of

humanistic internationalization. As the economic rationale is increasingly becoming dominant, it

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is in this aspect of internationalization that SIOs find particular contradictions. The socio-cultural rationale is the most at-risk of the rationales, and appears to be in danger of either being co-opted to support economic rationales (training in cross-cultural competencies or developing global competencies in youth for the express purpose of economic competitiveness), or of disappearing entirely as a humanistic basis for IHE if it provides no tangible commercial benefits. As Brandenburg et al. (2019) state, IHE is perceived now to be impeding the advancement of global engagement and meaningful contributions to global issues by being focused on economic needs.

Political rationales

Political rationales for internationalization drive nation-building efforts in a competitive drive to be recognized globally for research excellence and global talent. IHE efforts underpinned by the political rationale focus on improving institutional capacity for research excellence and global rankings recognition, enhancing soft power and expanding the nation's influence over other nations in order to gain power, prestige, and resources (de Wit, 2002; Knight, 2004; Hudzik, 2011). The SIO under this rationale must have the expert knowledge of the global environment in which their nation and institution operates, and must have the diplomacy skills to advance nation-building goals at home and abroad. These storylines appear in Table 22 below and align with political rationales for IHE. They are listed here in the table according to the data set in which they appear.

Table 22: Political rationales for storylines

Canadian Policy Storylines	Position Brief Storylines	SIO Participant Storylines
• IHE helps Canada increase soft power in the world. • Universities compete globally for students.	• The SIO is a "fit" for a high-level leadership role. • The SIO contributes to the institution in transformational, creative and innovative ways.	• SIO as internationalization management expert

Political rationales at the national level are driven by concepts of power and competition, with the corollary effect of exacerbating global inequity, since competition favours those countries that are already prosperous, such as Canada (Trilokekar, 2016). The concepts of international education as a tool for enhancing national power and influence, as well as competitiveness, are evident in the manner by which the Canadian government and universities support each other in terms of branding and marketing their institutions, as well as representing the nation and its interests abroad (DFAIT, 2012; DFATD, 2014; Global Affairs Canada, 2019). The political rationale for internationalization may be considered to go hand in glove with the economic rationale given the inextricable relationship between political and economic power.

Economic rationales

Economic rationales drive international education efforts to generate economic growth, increase revenue, enhance competitiveness, and prepare a globalizing workforce (de Wit, 2002; Knight, 2004; Hudzik, 2011). The storylines in Table 23 below align with economic rationales for IHE, and are listed here in the table according to the data set in which they appear:

Table 23: Economic rationales for storylines

Canadian Policy Storylines	Position Brief Storylines	SIO Participant Storylines
• Canada has a prosperity agenda for IHE. • Universities compete globally for students. • IHE contributes to global inequity. • IHE helps Canada increase soft power in the world. • IHE privileges knowledge.	• The SIO is a "fit" for a high-level leadership role. • The SIO possesses marketing skills, business acumen.	• SIO as internationalization management expert • SIO as marketer

The literature overwhelmingly suggests the economic rationale is now the prime force driving internationalization worldwide at present (Knight, 2004; de Wit et al., 2015; Pashby & Andreotti, 2016; Seeber et al., 2016). Canada's first international education strategy (DFATD, 2014) labelled the policy as a prosperity agenda – tying tuition revenue with national goals of attracting talented youth from around the world to contribute to a prosperous Canada. In effect international students would become Canadians without costing the Canadian taxpayer a cent

while their home countries would lose the both the dollars and talent that these young people represent. Under this rationale, the SIO is asked to market the value proposition of the country, while ignoring the fact that the acknowledged impacts of this approach may serve to exacerbate global inequity (Egron-Polak & Hudson, 2014).

Joint storylines and positioning

These "storylines work with and against each other" leading to the production of new joint storylines (Dixon, 2006, p. 322). The storylines demonstrate how IHE is positioned in Canada by the "actors" - government, institutions and SIOs - and reveal the discursive power of certain positions and the "reasons for the dominant positioning of some storylines" (Dixon, 2016, p 322). While these storylines are expressed collectively, "they are realized and created/changed in the more or less fragmented ways they are taken up by subjects as they develop their own narratives." (Søndergaard, 2002, p. 191). Subjects establish their position within the storyline as noted in Table 24. Following Table 24, the storylines are explained in terms of the tensions, resistance and positioning of the SIO as they advance internationalization for their university.

Table 24: Joint storylines

Storyline	Explanation
1. The SIO advances public good	This storyline positions the university as a benefactor and the SIO as advancing internationalization to create a world of greater equity. Internationalization is positioned as a force for peace and social justice.
2. The SIO improves the fiscal position of the university	This storyline positions internationalization for revenue positively for government and institutions. The SIOs position themselves as doing their job to benefit the

	university, though they demonstrate resistance to this storyline as a dominating rationale for internationalization.
3. The SIO supports nation-building	This storyline positions the university in a nation-building role and the SIO as supporting the university to become more 'global', bringing esteem and prestige to both the institution and the nation. Internationalization is positioned as bringing soft power and economic value to Canada.
4. The SIO resists economic dominance of internationalization	Internationalization is positioned as both "good" and "bad" – and the SIO is the expert that can support the "good", even by stealth. This storyline positions the SIO as resisting the dominance of economic outcomes. In this storyline, SIOs both resist and protect the University from itself, as it seeks greater profile and economic returns.

These joint storylines offer a glimpse into how the SIO locates their position within the range of dominant discourses of internationalization of higher education – public good, fiscal survival, and nation building. Søndergaard (2002) frames the examination of storylines with two important questions, which support the analysis below: "…if none of the positions on offer is acceptable what other alternative storylines or bits of storylines with different themes can be grasped? And how can subjects make these alternatives serve as legitimizing forces in their potential efforts to position themselves as [unconventional]…in conventional contexts?" (p. 194). In other words, if the SIO is uncomfortable with a particular storyline, representing a dominant discourse of IHE that the SIO is resisting, what alternatives are they grasping, and how

are they managing to legitimize their actions within the conventions of a senior administrative role?

Storyline 1: The SIO advances public good

The first joint storyline maintains the 'public good" view of universities and is found in Policy storylines 4 and 7, Position Brief storylines 3 and 4 and SIO storylines 3 and 4 (Table 19). This storyline forms a dominant discourse in which international activities are positioned as contributing to positive academic and social outcomes. The storyline focuses on the inherently positive impacts of IHE manifested through the development of global citizens, assisting in building capacity abroad, and promoting openness to different cultures. Furthermore, current university activities which are relatively new for the IHE field, such as supporting international students to become Canadian immigrants, are also framed within the public good discourse.

Through the public good discourse, the SIO role is positioned as "a vocation and path to development, for us, our students and the world as a whole" (Stier, 2004, p. 96). This high-minded conceptualization aligns with an SIO professional identity and self-concept of "preparing the next generation to think about and engage with [globally] pressing issues" and contributing to the development of "a globally aware and multi-culturally competent citizenry" (Nolan, 2015, p. 24). This storyline is rhetorically powerful because it supports the identity of the SIO as leading important and good work and reinforces the universities image as a force for good.

The challenge in Canada at both the national and institutional levels is that international education definitions, motivations, and activities may be framed rhetorically in a discourse of public good but upon closer examination, prove to be dominated by economic outcomes (improving skills for global career success, attracting students to become immigrants, etc.). Connecting education to the market has become increasingly important in order to prove tangible

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outcomes and as "education becomes a de-facto commodity, education as a public good or liberating process has little traction" (Radford, 2013, p 53).

Despite expressing concerns over the overwhelming tide of commodification, all the SIOs in my study spoke of consistently making efforts to engage the campus in academic and social rationales for internationalization. They describe how they advocate for equitable and non-discriminatory policies and practices on campuses and employ concepts drawn from comprehensive internationalization to ensure the "IHE as contributing to public good" storyline is known more broadly across the institution. They also speak about how challenging it is to influence the institution and lament that they frequently find themselves working in siloed isolation. SIOs in my study demonstrate how much it matters to them that IHE is perceived as a force for good. Even though the SIOs are confronted regularly with uncompromising and resistant attitudes on their campuses, they persist in positioning themselves and the work of internationalization of higher education as having a positive impact on the world.

Storyline 2: The SIO improves the fiscal position of the university

The second joint storyline advances IHE as being increasingly critical to the financial bottom line of universities. It is drawn from Policy storylines 1 and 3, Position Brief storyline 2 and SIO storyline 2 (Table 19). This storyline forms a dominant discourse in which international activities are positioned as essential to campus economic and enrollment outcomes. The storyline focuses on the increasing tendency of universities to adopt the discourse of marketization, which has been noted by several scholars in the international education field as a particular concern (Marginson, 2004; Foskett, 2010; Turner & Robson, 2007). Economic agendas tend to be the easiest to accomplish and to measure, and their negative global consequences are difficult to quantify or measure. Thus economic agendas not only dominate Canadian IHE approaches but

also they are framed in positive-sounding terms such as prosperity, talent attraction and global skills development (Knight, 2004; Trilokekar, 2016; Grantham, 2018).

It is unsurprising that the requirement for individuals who can market and understand the "bottom line" is present in the position briefs. Universities are clearly looking for an SIO who can manage the marketing and revenue side of operations. Higher education increasingly casts knowledge, research and students in economic terms, even though "profit-driven motivation entails some form of exploitation, which is not appropriate for universities – institutions that nurture and educate students." (Kheovichai, 2014, p. 387). This presents SIOs with an ideological conundrum since as Dixon (2006) points out, when privileged knowledge is "shared" with the world, in fact there is a price tag attached, meaning that capacity building and technical assistance provided by Canadian universities to developing nations are not free, but those countries pay for the knowledge.

SIOs clearly find this difficult to navigate since they are the spokespersons for "selling" clearly oppositional institutional positions. On the one hand they promote the university as a purveyor of educational products and Canada for its pathways to citizenship, and on the other are required to argue that the university's job is to reduce global inequities and improve the welfare of all humans. The SIOs ambivalence around the recruitment mandate is clearly reflected in sentiments drawn from the SIO interviews such as "not my job", "out of control", "ethically problematic", "we don't have the know-how" and "we should focus on real internationalization". The data gathered from the SIO interviews surfaced clear distancing from "marketing" as a primary role of the SIO.

Although it is not within the parameters of this study to determine how it is that the university has hired SIOs who have issues with a significant element of what they are paid to do,

one may surmise that the distaste for marketing is representative of university administration as a whole and not just for the SIO. Furthermore, it appears that construction of the briefs and hiring candidates who subsequently take issue with the pre-dominance of that aspect of the role indicates a lack of analysis and focus on the part of the institution. The more lofty intentions for internationalization are subsumed quickly by the tensions of balancing budgets and managing daily operations. The tension SIOs experience through this storyline persists through to the next storyline in which the SIO is caught between national priorities and institutional capacity.

Storyline 3: The SIO supports nation-building

The third joint storyline speaks to the fact that IHE is embedded in a broader national discourse of improving Canada's position in the world. It is drawn from Policy storylines 1, 2, 4 and 7, Position Brief storyline 1 and 3 and SIO storyline 1 (Table 19). This storyline has a strong overlap with the economic storyline, but instead of just focusing on the institution reflects the SIO responsibilities to meet goals that are set by governments to support nation building.

The storyline reflects tensions between internationalization's role in developing the individual as a global citizen, a cosmopolitan without significant national affiliation and its' role in developing a globally skilled national workforce (Green, 2012) who can compete and win in the international marketplace. Universities increasingly are asked to play a central role within their nations to support responsive strategies to global competition, increasing their own prestige along with that of their nation. Yet this is a highly contested role, and academics are loathe to be seen as complicit in national attempts for global prestige building (Dixon, 2006). The interviews indicate that, in this respect, SIOs side with the academics, which goes some way to explaining the tensions they experience as they are clearly working to ends that their own academic community derides.

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Theoreticians generally describe globalization in the IHE context in unfavourable terms, as a mechanism for dominance by competing nations with consequences that some are winners and some lose status and resources when involved in global competition (Marginson, 2004; van der Wende, 2007; Dixon, 2006). As previously noted, the competition for prestige, reinforces power inequities as the "wealthy" institutions become ever wealthier. However, the global inequity resulting from internationalization is more than an unintended consequence of national strategies. In fact, the discourse of internationalization is masks an underlying ideology of corporatization and prestige, both of which have begun to trickle down into institutional strategies for internationalization (Dixon, 2006; de Wit & Jones, 2012; Trilokekar, 2016).

Advancing internationalization strategies in order to improve the position of one's country or institution implicitly exacerbates global inequity. When international student and labour market flows are driving talent one way into wealthier nations (Marginson, 2004), and the growing use of English in academia influences what is perceived as acceptable and accessible knowledge (Deardorff, de Wit & Heyl, 2012), there is no question that inequity on a global scale is increasing at a rapid pace. The SIO role is to ensure their institution is not "left behind" in the competition for students and prestige, a difficult balancing act. Despite academic rhetoric, the pathway to address global inequity intentionally and meaningfully through internationalization may be passionately felt but rarely practiced (Brandenburg et al., 2019).

Storyline 4: The SIO resists economic dominance of internationalization

The fourth joint storyline argues that the SIO resists an internationalization agenda that is focused only on economic outcomes. It is drawn from Policy storyline 4, Position Brief storyline 1 and SIO storyline 1 and 5 (Table 19). Here, SIO participants share stories of resistance in which they frame themselves as often subverting university mandates in order to protect the

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university from itself and in finding routes to accomplish internationalization goals despite the lack of explicit directives.

SIO2 states how they have to take charge when it comes to recruitment decisions because the senior leadership wants more students but does not fully understand the campus level impacts of unrestricted growth. SIOs demonstrate resistance to what they consider is not the kind of internationalization that is good for their institution. By finding ways to implement actions that are not specifically mandated by the institutions, the SIO becomes a participant in a resistant discourse, as noted by Ayres (2005), "... to the degree that alternative discourses are available, hegemony dissipates into choice and this invites resistance to domination and oppression." (p. 547).

SIOs also recognized that they had no power to take on some forces directly and thus redoubled efforts to educate and to find new ways to achieve influence tangentially. They describe a university community in which multiple misaligned goals and practices alongside active resistance to change impede the progress of internationalization. Barriers include senior administrators who withheld critical information, faculty members who were disinterested in or resistant to international activities, other gatekeeper administrators demonstrating narrow worldviews and suspicion of difference, domestic students who did not want to interact with international students because their language skills were perceived to be in deficit, or government officials who focused only on student recruitment.

In order to circumvent the multiple barriers to progress, SIOs developed tactics to internationalize including: setting up faculty awards, study abroad funding, providing intercultural workshops and consistent messaging to senior leadership about the meaning of international education – none of which were explicitly mandated but which they hope might

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influence change. SIOs in my study showed they possessed the "professional capacity to make covert decisions about their work and how they wanted their work to be valued" (Turunen & Rafferty, 2013, p. 52).

The participants reflected on several attempts to challenge the dominant economic discourse as they struggled to reconcile their own professional beliefs and understandings about internationalization with the stance adopted by the university. These were evidenced, as mentioned above, by SIO2 in reference to "taking the ball into our own hands" and being assertive in carefully managing enrolment to align with institutional capacity in a time of huge and unanticipated demand from international students, even though it would mean less revenue overall. As SIO5 states we must "keep our ethics and values in place when we're doing international student recruitment". In effect, the SIOs downplay their own participation in the negative aspects of IHE and align themselves with the position of "benefactor, a provider for the public good" (Dixon, 2006, p 331). This self-positioning of SIOs as concerned about preserving and protecting the reputation of their own institution from itself arose naturally out of the interviews when asked about the tensions of the role. The manner in which SIOs responded, with these stories of how they preserve and protect the "good", demonstrates they possess a "strong sense of professional identity characterized by their own personal beliefs and understanding…and life experiences that they were not willing to compromise" (Turunen & Rafferty, 2013, p. 52).

In order to do the full spectrum of their jobs SIOs appear to risk much more than other leaders when they incorporate their own personal values and beliefs into university initiatives. As administrators do not have the protection of tenure, and have to adapt to a constantly shifting global landscape as well as an institutional landscape that also shifts in leadership and priorities.

This helps explain the choices to act or speak out, or remain silent and find other less overt avenues for resistance.

The journey to a new story

In the first chapter of this dissertation, I shared some of the formative and critical experiences which caused me to question my own SIO role and how to lead a transformational agenda. Through Chapter Six, I shared my personal observations of the tensions that come with the territory of the international educator, and my own struggles to advance comprehensive internationalization while increasingly coming to a perspective that internationalization as it is currently being practiced exacerbates global inequity.

My own stance is forged in the ethical advancement of internationalization of higher education in Canada; by this I mean an internationalization that transforms our world equitably and inclusively through teaching, service and learning. I believe in personal accountability and have been influenced by scholars whose work describes how Indigenous ways of being and knowing can engage university transformative potential. I concur with Wilson (2008) and Kuokannen (2007), who explain the importance of respectful relationships, and being accountable to those with whom we have relationships, in order to create the context where cross-cultural meeting of minds can create new futures without leading to inequitable outcomes.

My drive to understand internationalization's current trend came from a need for clarity and direction concerning why economic focused international education was becoming the pre-dominant discourse, and how I could resolve my personal ethical dilemma while retaining accountability in my leadership role. This questioning of the SIO profession is what has driven me to explore the complexity of the SIO role and the critical importance of research and support of this group of higher education professionals and leaders if they are to engage in

comprehensive and ethically grounded internationalization. As it stands, it appears that the limits on SIOs capacity and mandate to take up greater advocacy and activist roles will continue to erode the transformative potential of international education. The SIO role in Canada is, at this point in history, at a crux. It is my hope that this research study supports the SIO profession to begin a new story of activism and empowerment for Canadian SIOs to unleash the transformative possibilities that comprehensive internationalization offers the University and higher education as a whole.

Conclusions

This research study has explored the Canadian university SIO role and is limited to advancing an understanding of the role as well as analyzing the SIO experiences and areas of tension. The study demonstrates that SIOs resent the dominance of marketing role and seek to find ways to implement ethical comprehensive internationalization despite the ignorance, apathy or active resistance they face in the University community. Until the SIO is provided the means (resources) and avenues (organizational set-up) to influence real change in the institution, the inherent tensions of the role will likely persist.

Areas for future research could include a longitudinal study to follow the progress of the SIOs interviewed here and determine what works with respect to best practices within the constraints of the role. There are other leadership paradigms through which the SIO role could be analyzed, for example the lens of servant leadership in IHE has yet to be explored but would supply more information about how leadership behaviour empowers equity-seeking groups (Northouse, 2019). Indigenization of higher education could also provide a guiding framework for examining parallels, divergences and potential pathways between Indigenous approaches to institutional transformation and IHE, offering a rich vein for further research in terms of both

theory and practice of ethical leadership and advocacy. Given that my own experience has been that Canadian internationalization differs from practice elsewhere, I also suggest that an additional arena for future study is in examining how much national context influences SIO practice. It may be that SIO briefs and experiences in other countries diverge widely from those in Canada and that the field would benefit from examining and comparing these both to glean insights for working SIOs and to improve theory and practice.

This research study has illuminated the challenges of the Canadian SIO yet it has its limitations. The study focused on a specific time during which Canada's first International Education Strategy was launched and thus future research could focus on the results of the new International Education Strategy (2019-2024), and could examine whether it has an impact on how the University focuses the role of the SIO in the future. The study had a small sample size of position briefs and study participants, and examined the data through a critical discourse lens, but a gender lens on a broader range of position briefs would also contribute significantly to the IHE profession, especially when it comes to job descriptions where significant travel and 24/7 availability are explicitly mentioned. Along those lines, a study into the toll on SIO mental and physical health in what is amongst the most demanding of all higher education administrative roles would be a major contribution to the field.

Despite the limitations noted above, there are three key contributions of this study to the field. In terms of content, this research study has contributed a body of new knowledge about of the role of the Canadian SIO from both the institutional and the SIO perspectives. In terms of methodology, through employing a critical lens on discourse analysis in combination with positioning theory, this study has developed a new approach to understanding how an SIO balances their internal tensions. In terms of conceptual knowledge, this study employs

constructivism and advocacy worldviews to develop a new paradigm for understanding of the SIO as covert activist in the advancement of a comprehensive internationalization agenda.

The intersection of the storylines uncovered in this research study explain the SIO dilemma. There is a clear expectation they have been hired to ensure that new customers to both fill empty seats that are vacant due to Canadian demographic trends and to replace lost revenue via the full cost tuition that international students pay. Despite the fact that this element of the mandate is unambiguous, almost all SIOs present a position in varying degrees that takes issue with "selling education." Their storylines demonstrate that they would rather be engaged in the internationalization work which international education theory suggests will result in an improved lot for humanity through a comprehensive process of transnational and intercultural learning and knowledge reconfiguration and creation; work which currently seems disconnected from attracting and retaining non-domestic students to fill empty lecture halls and research labs.

The reason for this fractured intersubjectivity, as evidenced in this research study, appears to be that the university, by employing the rhetoric of humanistic internationalization, attracts people to the role who believe in the ideal state proposed by the classic internationalization-as-change-process definitions. Despite distaste for the task, Canadian SIOs are doing their jobs in terms of bringing in students and dollars, which clearly demonstrates their pragmatism: a pragmatism which I suggest also drives a recognition that if they are to move internationalization forward as they and the theorists suggests is necessary, then they must to do so by covert tactics in the absence of an explicit change management mandate.

SIOs however are clearly resourceful and resilient and despite the fractured mandate, there is some hope. Activist principles are alive and well with SIOs, albeit in small ways, and they are challenging the status quo and dominant discourse through consistent action and education.

Nevertheless, the responsibility for developing a context where an SIO is empowered to play a transformational role lies with the institution. The SIO is not an independent actor, but is an employee tasked with carrying out the stated intentions of the management of the institution for fulfilling the role. The SIO can be mandated to lead change, but institutional clarity for what universities want from IHE is first required. If the institution intends for the SIO to achieve socio-cultural and academic outcomes, it will require engaging a transformational leader over an institutionally compliant manager. It would require a commitment to resourcing international *education* at least as much as international student recruitment. It would require providing the SIO with the tools to create transformational leadership opportunities within the academy. It would require the institution to talk to government about widening their narrow concepts of nation building to encompass much more than prestige and revenue. These suggestions each reflect solutions to the SIO tensions that were highlighted by the study participants, and are the areas where they currently work covertly yet mostly ineffectually to change how IHE is managed on Canadian campuses.

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APPENDIX A: INFORMED CONSENT FOR PARTICIPANTS

Informed Consent Form

Title: *International education leadership experiences in Canada in the context of policy and university intentions.*

Researcher: Sonja Knutson, Faculty of Education, Memorial University of Newfoundland 709 697 5636 sknutson@mun.ca

Supervisor: Dr. Cecile Badenhorst, Associate Professor, Faculty of Education, Memorial University of Newfoundland cbadenhorst@mun.ca

You are invited to take part in a research project entitled *International education leadership experiences in Canada in the context of policy and university intentions.*

This form is part of the process of informed consent. It should give you the basic idea of what the research is about and what your participation will involve. It also describes your right to withdraw from the study. In order to decide whether you wish to participate in this research study, you should understand enough about its risks and benefits to be able to make an informed decision. This is the informed consent process. Take time to read this carefully and to understand the information given to you.

Please contact the researcher, Sonja Knutson, if you have any questions about the study or would like more information before you consent. It is entirely up to you to decide whether to take part in this research. If you choose not to take part in this research or if you decide to withdraw from the research once it has started, there will be no negative consequences for you, now or in the future. Further, you may choose not to respond to all of the questions asked in this study.

Introduction:

My name is Sonja Knutson and I am a doctoral student in the Faculty of Education at Memorial University. As part of my doctoral program, I am conducting research under the supervision of Dr. Cecile Badenhorst. I am also currently employed at Memorial in the leadership role that I aim to examine, both at Memorial and in other Canadian universities.

Purpose of Study: This research will explore the challenges inherent in the role of international education leaders in universities across Canada. While international education literature provides much guidance on how to manage an international office and the attributes of a successful international leader, there has not yet been a study which focuses on how leaders in international higher education experience the tensions of the role.

My objectives are to:

1. Demonstrate the multiple and conflicting theoretical background to the field of international education;
2. Outline the policy environment of international education in Canada;
3. Analyze the range of university intentions with the role through a critical discourse analysis of 10-12 university position briefs; and
4. Examine the experiences of internationalization leaders in accomplishing the role.

What You Will Do in this Study:

As a participant in this study you will be asked to review the position description to which you were successfully recruited, to reflect on your role, and then to provide a written or verbal narrative response to the guiding questions below. These guiding questions are related to your experiences in the role. I will specifically ask you to consider the tensions of the role, related to your understanding of the role in its context in Canadian policy for international education as well as your university's intentions for the position. You are free to respond to these guiding questions in the medium of your choosing, either in writing or verbally. You may skip any questions / issues that you do not wish to discuss.

Guiding questions for your consideration are:

1) How do you experience the internationalization role as outlined originally in the position brief?
2) What tensions do you experience in carrying out your role?

Length of Time:

Participation in this study is in the form of either a written or verbal response to guiding questions related to your experience in your role, which will require 60-75 minutes of your time (written) or 15 minutes (verbal).

Withdrawal from the Study:

Please note that this study is completely voluntary, and you may refuse to participate or withdraw from the study without any form of consequences. At any point before, during, or after an interview takes place you may request to end your participation in this study, without any type negative consequences. At this request, the interview will either be cancelled, ended immediately (where the recording device will be turned off), and if you decide to withdraw your participation after an interview has already been conducted, data will be excluded from the study's results. You may request to withdraw your data from this study via email or telephone call after your participation has been completed. The removal of the interview transcript and any data related to your participation in this study can be requested to be removed from the study at any point up to the data analysis stage, Dec. 1, 2018.

Possible Benefits:

The field of international education in Canada has received almost no attention, and there has been no attempt to understand the senior leadership role. Thus the scholarly community will benefit from insights into the Canadian leadership role and the challenges it faces to transform Canadian higher education within a policy context focused on economic outcomes.

Possible Risks:

This research poses a minimal level of risk to participants. Potential social and/or emotional stress may arise from discussing the tensions of the senior leadership position. There may be

economic / job security and social risks if during the interview your responses are critical of your organization. Should social or emotional stress arise during or after the interview, participants are encouraged to seek assistance via their university support programs.

Confidentiality:

The ethical duty of confidentiality includes safeguarding participants' identities, personal information, and data from unauthorized access, use, or disclosure. The identity of all participants will be kept confidential. Documents will be identified by code number and all hardcopy files will be locked in a filing cabinet, on campus at Memorial University. Digital data records that are kept on a hard drive will be password protected.

Interview transcripts uploaded into a qualitative coding software will be anonymous, using a code number. The names of the participants will not appear in any publications that stem from this research, nor will they be associated with any information provided by the informant. This being said, as participants for this research are selected from a small population, it is possible that you may be identifiable to other people on the basis of what you have said.

Anonymity:

Participants will be asked to consent to direct quotations from their written or verbal submissions. If permission is denied, no direct quotes will be used and absolutely no negative consequences will arise from wishing not to be quoted. Further as stated above, your name will be replaced with a numbered code. Every reasonable effort will be made to ensure your anonymity. You will not be identified in publications without your explicit permission. However, given the small number of key informants that are involved in leadership positions in international education, you could be identifiable among individuals that you know or have previous relationships with. As in, if you have a unique context for your particular role or institution, which you then discuss in this study, an individual could recognize your response once this project is published. Moreover, emotional or social risks could arise through negative responses towards your role at your institution which could negatively impact potential

relationships and cause you stress. If this is the case, every possible step will be taken to aggregate responses so that you are not directly identifiable.

Recording of Data:

Your submission will be either in written form, or provided verbally and subsequently transcribed. If verbal response is preferred, it will be recorded with your permission. You may request to stop the recording at any point during the session. The recordings will be used to transcribe the text verbatim.

Use, Access, Ownership, and Storage of Data:

As per University policy, data will be kept for a minimum of five years as required by Memorial University's policy on Integrity in Scholarly Research. Consent forms will be stored in a locked filing cabinet, separately from the data. Data records will be kept on an encrypted laptop computer. Hardcopies of these documents will be kept in a locked filing cabinet in my office at Memorial University. My supervisor and I will have access to the raw data from the written submissions, the audio recordings, and the transcripts. I will transcribe the data and will have access to the audio recordings. After the five-year retention period, I will shred paper copies of the interview transcripts and will delete the audio recordings and digital data.

Reporting of Results:
This data will be published in my doctoral dissertation and will be used in conference presentations. It may also be used in future journal articles and/or book chapters. In these dissemination venues, I may use direct quotations from interview participants (if permission is given) but will not use personally identifying information.

Sharing of Results with Participants:

Once the study is complete, I will send each participant a one-page summary of the research findings. Upon completion, my dissertation will also be available at Memorial University's

Queen Elizabeth II library, and can be accessed online at:

http://collections.mun.ca/cdm/search/collection/theses.

Questions:

You are welcome to ask questions before, during, or after your participation in this research. If you would like more information about this study, please contact: Sonja Knutson via telephone 709 697 5636 or email sknutson@mun.ca . My supervisor Dr. Cecile Badenhorst may also be contacted via email at cbadenhorst@mun.ca

The proposal for this research has been reviewed by the Interdisciplinary Committee on Ethics in Human Research and found to be in compliance with Memorial University's ethics policy. If you have ethical concerns about the research, such as the way you have been treated or your rights as a participant, you may contact the Chairperson of the ICEHR at icehr@mun.ca or by telephone at 709-864-2861.

Consent:

Your signature on this form means that:

• You have read the information about the research.

• You have been able to ask questions about this study.

• You are satisfied with the answers to all your questions.

• You understand what the study is about and what you will be doing.

• You understand that you are free to withdraw participation in the study without having to give a reason, and that doing so will not affect you now or in the future.

• You understand that if you choose to end participation during data collection, any data collected from you up to that point will be destroyed.

• You understand that if you choose to withdraw after data collection has ended, your data can be removed from the study up to Dec. 1, 2018.

I agree to be audio-recorded	☐ Yes ☐ No
I agree to the use of direct quotations	☐ Yes ☐ No

By signing this form, you do not give up your legal rights and do not release the researchers from their professional responsibilities.

Your Signature Confirms:

☐ I have read what this study is about and understood the risks and benefits. I have had adequate time to think about this and had the opportunity to ask questions and my questions have been answered.

☐ I agree to participate in the research project understanding the risks and contributions of my participation, that my participation is voluntary, and that I may end my participation.

☐ A copy of this Informed Consent Form has been given to me for my records.

_____   _____
Signature of Participant   Date

Researcher's Signature:

I have explained this study to the best of my ability. I invited questions and gave answers. I believe that the participant fully understands what is involved in being in the study, any potential risks of the study and that he or she has freely chosen to be in the study.

_____   _____
Signature of Principal Investigator   Date

APPENDIX B: GUIDING QUESTIONS FOR PARTICIPANTS

Guiding questions for participant responses:

As a participant in this study you will be asked to review the position description to which you were successfully recruited, to reflect on your role, and then to provide a written or verbal narrative response to the guiding questions below. These guiding questions are related to your experiences in the role. I will specifically ask you to consider the tensions of the role, related to your understanding of the role in its context in Canadian policy for international education as well as your university's intentions for the position. You are free to respond to these guiding questions in the medium of your choosing, either in writing or verbally.

Thank you for agreeing to take part in my research project entitled International education leadership experiences in Canada in the context of policy and university intentions.

You have received the consent form and thank you for sending back the signed copy to me. Do you have any questions about the consent form? OK. I will sign and send the signature page back to you and keep a copy in my files to show that I have complied with

Guiding questions for your consideration are:

1) How do you experience the internationalization role as outlined originally in the position brief?

2) What tensions do you experience in carrying out your role?

The following executive brief has been converted from a pdf to a word document. Images and logos have been lost in the conversion process. Permission to publish this Executive Brief was provided by Ms. Beverly Evans, KBRS partner on Oct 27, 2019.

Executive Brief
Memorial University

In the recruitment of the: Director of the Internationalization Office

Submitted by:

Beverley Evans, NL Practice Leader, Executive Search

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Organizational Profile: Memorial University

As Newfoundland and Labrador's only university, Memorial plays an integral role in the educational, economic and cultural life of the province. With approximately 18,500 students and nearly 85,000 alumni active throughout the world, Memorial's impact is shown far and wide. Committed to excellence in teaching and research, Memorial University's vision is "to be one of the most distinguished public universities in Canada and beyond, and to fulfill its special obligation to the people of Newfoundland and Labrador."

Memorial offers an inclusive community dedicated to creativity, innovation, research, scholarship, public engagement and service. Memorial offers undergraduate and graduate degrees, as well as diplomas and certificate programs. Memorial welcomes students and scholars from all over the world, and shares knowledge and expertise locally, nationally, and internationally.

Research efforts at Memorial, to a large degree, take advantage of its adaptation to the mid-North Atlantic location that has shaped its culture and studies. Memorial University delivers academic programming across three campuses: the St. John's campus, the Marine Institute campus in St. John's and the Grenfell Campus in Corner Brook; and onsite at the Labrador Institute, and the Harlow Campus in England and through distance technology.

The powerful forces of nature in Newfoundland, and the University's drive to solve the problems that confront people in complex environments, have shaped a university recognized as a world leader in such diverse fields as archaeology, naval architectural engineering, linguistics, recreation, technology-enabled rural health care (telemedicine), folklore, maritime studies and natural sciences.

Mission and Vision

Memorial is an inclusive community dedicated to creativity, innovation and excellence in teaching and learning, research and scholarship, and to public engagement and service. Memorial recognizes its special obligation to the citizens of Newfoundland and Labrador.

Memorial welcomes students and scholars from all over the world and contributes knowledge and shares expertise locally, nationally, and internationally.

Memorial's vision is to be one of the most distinguished public universities in Canada and beyond, and to fulfill its special obligations to the people of Newfoundland and Labrador.

Academic Programs

A comprehensive university with undergraduate and graduate degree programs, as well as diplomas, certificates and post- graduate programs, Memorial is quickly establishing itself as one of Canada's pre-eminent graduate studies-focused universities. However, the foundation of the university remains in its undergraduate programs offered across three campuses and by distance education. Approximately 12% of Memorial's students are international and it is also attracting a growing number of Aboriginal students; in September 2014, there were 1,080 students who self-identified as aboriginal.

Research

Memorial aims to address the needs of Newfoundland and Labrador through research programs that are both provincially relevant and internationally significant. In May, 2014, Memorial released the Strategic Research Intensity Plan 2014-2020 which builds on the University's Research Strategy Framework to support the University's mission to "...be one of the most distinguished public universities in Canada and beyond."

In 2013/2014 Memorial was awarded more than $90 million in funding to support research initiatives. The federal and provincial governments/granting bodies contribute the majority of these grants, at $40 million and $17 million respectively.

Memorial's research efforts, to a large degree, take advantage of the mid-North Atlantic location that has shaped its culture and studies.

The Marine Institute is one of the world's most respected centres for marine education and applied research. Its specialized programs and individualized learning are a strong basis for a professional education in the global oceans sector. The institute focuses on research in the areas of maritime transportation, fisheries and ocean technology.

Grenfell Campus in Corner Brook is home to approximately 1,300 students. Approximately 250 students self-identify as Aboriginal. Grenfell is undergoing a cultural shift from being primarily a teaching institution towards becoming a more research-intensive campus. This shift includes introducing chairs in Aboriginal leadership, eco-industrial (pulp and paper) innovation, aging, agriculture, and forestry. Grenfell is also expanding the Environmental Policy Institute and the Boreal Ecosystem Research Institute.

To the north, the Labrador Institute has locations in Happy Valley-Goose Bay, Labrador City and North West River. As Memorial University's presence in the Big Land, the Institute leads projects and programs to expand the Labrador knowledge base. Many of Memorial's students enrolled from Labrador and Nunavut study in their home communities through distance education.

Memorial boasts a world-class library system with 8 physical libraries spread across its campuses, and a complement of 4 archives and special collections areas. Memorial is also a member of ACENet, a consortium of Atlantic Canadian Universities providing researchers with high performance computing resources, collaboration and visualization tools, software, training and support.

Faculty and Staff

Memorial is one of the largest employers in the province, with approximately 5,000 faculty and staff. Memorial has been recognized as an Employer of Distinction (Newfoundland and Labrador Employers' Council), which is reflective of its investment in comprehensive benefits, services such as childcare and recreation facilities, emphasis on work-life balance, and its vibrant work environment.

To learn more about Memorial University of Newfoundland please visit www.mun.ca.

Position Profile: Director of the Internationalization Office

While acknowledged for its leadership role in internationalization both in the province and the Atlantic region, Memorial University is moving forward to further leverage the benefit of the opportunities of internationalization for enhancing the university experience of its students both here and abroad, adding to their competencies within and beyond the normal curricula, and opening a world of opportunity to the institution, its faculty members and staff at all campuses, and to the province as a whole.

Reporting to the Provost, the **Director of the Internationalization Office** will provide strategic and administrative leadership to the Internationalization Office. S/he will lead, facilitate, coordinate, promote and monitor international activities; and ensure the successful implementation of the Strategic Internationalization Plan 2020. The Director will serve as Memorial University's senior internationalization officer and will provide vision, leadership and support to units involved in international research, teaching and engagement. The Director will provide leadership to the Internationalization Office and oversee staffing and resourcing to ensure high level service to international students, expertise to the Memorial community, and support and guidance for international initiatives at Memorial.

Duties specific to the Internationalization Office include:

Overall oversight on the direction and resourcing of the Internationalization Office including the following areas:

☐ Liaise and communicate with provincial, regional, national and international bodies on international issues, in particular ensuring Memorial's responsiveness to the province's population growth strategy;

☐ Develop and oversee an implementation plan for the Strategic Internationalization Plan 2020, including operationalization of the vision;

☐ Provide high level service to international students, expertise to the Memorial community, and support and guidance for international initiatives at Memorial;

☐ Support the creation of School, Faculty and Campus plans for internationalization;

☐ Explore, develop and maintain relations with external stakeholders and strategic international partners;

☐ Lead the establishment of the institutional policies needed to support the Strategic Internationalization plan. In particular, it will address two notable policy gaps: the risk management of student, staff and faculty travel abroad; and financial resourcing and incentives for international activities; and

☐ Lead the establishment of the institutional processes needed to ensure communication among units, and the effective tracking of internationalization initiatives and metrics.

Organizational Structure

Deans and Directors also reporting to the Provost:

☐ Dean of Business
☐ Dean of Education
☐ Dean of Engineering and Applied Science
☐ Director of Distance Education, Learning and Teaching Support
☐ Director of Faculty Relations
☐ Dean of Graduate Studies
☐ Director of Harlow
☐ Dean of Human Kinetics and Recreation
☐ Director of Centre for Institutional Analysis and Planning
☐ Director of Labrador Institute
☐ University Librarian
☐ Dean of Music
☐ Dean of Medicine
☐ Dean of Pharmacy

Priorities

The Director of the Internationalization Office works closely with a variety of academic and administrative individuals as well as numerous departments.

An overriding goal is to enhance support to international students, staff and faculty.

Memorial University's Strategic Internationalization Plan 2020 proposes seven key strategic directions for strengthening its internationalization efforts across its campuses, and sets the stage for a wide range of ambitious international and intercultural initiatives. The themes are designed to be synergistic and mutually supportive, and to provide strategic leadership for achieving outcomes that will have a transformative impact on the quality of Memorial University's graduates, the future and reputation of the institution, and the future of the people of Newfoundland and Labrador.

The key strategic directions are as follows:
1. Educating global citizens: Develop intercultural competencies in all students, faculty members and personnel.

2. Attracting and retaining global talent: Aggressively strengthen all structures and processes for attracting and retaining international students, faculty members and other personnel.

3. Enhancing the Memorial value proposition: Better articulate, market and communicate Memorial's value proposition to enhance its attractiveness and strengthen international student enrolment.

4. Structuring for success: Transition the "International Centre" to an "Internationalization Office", reporting to the Provost, led by a Director, whose institutional mandate is to facilitate, coordinate, promote and monitor international   activities, and to ensure the successful implementation of the Strategic Internationalization Plan 2020. The Director will serve as Memorial University's senior internationalization officer and will provide vision, leadership and support to units involved in international research, teaching and engagement. The office will be responsible for liaison and communication with provincial, regional, national and international bodies on international issues, in particular ensuring Memorial's responsiveness to the province's population growth strategy.

5. Aiming for global impact: Position Memorial to attract international research collaborations, and develop successful international projects and consultancies.

6. Internationalization of the curriculum: All academic programs, at all campuses, in particular on the Harlow campus, will support internationalization in their learning outcomes.

7. Tracking progress: Design and implement updated, centralized data collection and tracking processes and systems of all internationalization initiatives, including such elements as the nature and type of each initiative, participants, units, outputs and outcomes. Identify suitable metrics for

tracking Memorial University's progress in achieving the objectives of the Strategic Internationalization Plan 2020.

The Director of the Internationalization Office will lead and/or facilitate Memorial's institutional response to the above identified directions.

Key Selection Criteria

A strategic and collaborative leader, the Director of the Internationalization Office must demonstrate exceptional relationship and interpersonal skills and the ability to authentically engage with external and internal stakeholders. S/he brings a demonstrated capacity to work with individuals and organizations to deliver results and an ability to assess, understand and navigate complex interpersonal, social and psychosocial situations; especially those involving individuals and groups from diverse backgrounds. The ideal candidate will have successful experience from a post-secondary institution, or similar educational context working with a variety of faculty, staff and students. This will be further complemented by management and change leadership experience.

The ideal candidate also possesses a graduate degree combined with senior management experience of at least 5 years.

With experience executing strategic direction, managing operational plans across a broad range of functions in an academic institution and a dedication to working with students, the ideal candidate has the ability to listen, establish rapport and credibility, and to motivate and persuade others. This individual will have significant experience managing teams and multiple priorities and a genuine interest in and passion for working with international students, staff and faculty.

Experience and Credentials

☐ A graduate degree is required.

☐ Demonstrated commitment to enhancing the student experience.

☐ Senior management experience of at least five years in a complex organization with a significant focus on service delivery to students, staff and faculty.

☐ A solid understanding of the current international recruitment issues facing Canadian universities and knowledge of emerging trends relating to the needs of international students.

☐ The ability to nurture collaboration in the achievement of common goals.

☐ The ability to adapt as unexpected events arise.

☐ Proven experience as an effective communicator to a diverse group of internal and external stakeholders, both in a one-on-one context and in large groups.

☐ Significant, successful operational and people management experience and the ability to inspire, motivate and engage a team.

☐   Experience managing multiple stakeholders, projects and priorities simultaneously and effectively.

☐   Solid risk assessment, conflict resolution, crisis response and prevention knowledge and experience.

☐   Demonstrated understanding of working within a multi campus environment.

☐   Demonstrated understanding and appreciation of a culturally diverse environment would be an asset.

Characteristics

Appreciation for Diversity: You manage all people equitably and you deal effectively with individuals with diverse backgrounds, origins, and characteristics.   You support equal and fair treatment and opportunity for all.

Passionate about the Potential of Students and the Transformative Impact of an International Education Experience: You believe in and are a passionate advocate of post-secondary education that combines teaching, research and student life in a highly personal, immersive, and supportive learning environment that promotes full individual development. You can effectively communicate the value of post-secondary education and of the University to prospective students, parents, government, donors, the larger public and the media. You understand and appreciate the complexities, uncertainties, and risks inherent in moving to another country to pursue a post-secondary education or employment.

Experienced Leader and Administrator: You bring a demonstrated track record of success in a senior-level management role within a complex environment and you are able to communicate a vision, motivate a team, and create a collaborative, innovative culture that stimulates proactive planning and thinking and a will to seek out excellence. You are knowledgeable about current and possible future policies, practices, trends, and information affecting student services, student life, recruitment, human rights, international student recruitment and student life and all non-academic operations which impact international students, faculty and staff. You are able to balance risk and reward in the investment of energy and resources.

Strategic and Innovative: Thinking strategically, you use principles, values and sound business sense to make decisions. You provide valued advice to the senior team to support decisions that best reflect the needs of the University community. You stay current on emerging trends in the market, the post-secondary education sector and related disciplines and introduce new ideas and concepts that optimize results.

Team and Relationship Builder: You have a demonstrated ability to build relationships, create teams and foster partnerships. You have proven ability to develop strong relationships with a diverse range of internal and external

stakeholders. You are able to influence others and you are a team player, working collaboratively with faculty, students and staff. Seeking and maintaining working relationships and/or networks of contacts to further the organization's goals, you create and facilitate forums to develop new alliances and formal networks. You identify areas to build strategic relationships and reach out to potential partners to identify areas of mutual, long-term interest. You bring experience assessing a group's strengths and weaknesses and developing a road map for success, creating a highly functional unit where each individual works towards strengthening the team's overall effectiveness. You have a proven ability to improve morale and teamwork through transparent communication and clear direction.

Location Profile: St. John's, Newfoundland

The unique culture of Newfoundland and Labrador is a product of its rich history and its Aboriginal, English, French, Portuguese and Irish heritage. Innu, Labrador Inuit and Mi'kmaq communities have roots in Newfoundland and Labrador dating back thousands of years. The oldest accounts of European contact are found in thousand-year-old Viking sagas.

On March 31, 1949, Newfoundland became the tenth province to enter Canadian confederation, following many years as a colony of England.

During the past decade, due to a major energy and resources boom, the province has been enjoying one of the fastest-growing economies in Canada, record government surpluses, and a growing population. In 2014 Newfoundland and Labrador's population was approximately 527,000—with 40% living in the capital city of St John's.

As the oldest city in Canada, St. John's is rich in culture and tradition. Famous for its winding, hilly streets and colourful houses, the city is enjoying a new era of prosperity, with growing technology and tourism sectors adding to the growth in mining and natural resource-based industries. The capital of the province, St. John's is Newfoundland and Labrador's economic and cultural hub and offers an excellent quality of life.

St. John's is brimming with leisure pursuits for every season and taste: music and sports venues, museums and art galleries, and theatres and performances abound. For those who enjoy the outdoors, a series of integrated walkways link every major park, river, pond and green space in this distinctive and liveable city.

For more information on this beautiful city, we recommend the following websites:

☐   www.stjohns.ca

☐ www.newfoundlandlabrador.com/placestogo/stjohns

Throughout Newfoundland and Labrador there are endless ways to enjoy your free time: whether you're a boater or birdwatcher, a biker or hiker, a golfer or a connoisseur of pub culture. Popular recreational destinations include Marble Mountain Ski Resort and Gros Morne National Park, both located on Newfoundland's spectacular west coast, and Torngat Mountains National Park in Labrador. Annual cultural events include the Royal St John's Regatta, The Seasons in the Bight Theatre Festival, Writers at Woody Point, and the Newfoundland and Labrador Folk Festival. Every three years, the Labrador Winter Games brings athletes together for a celebration of sport and community pride.