



The Various Faces of Internationalization: Comparative Analysis Between Two Community Institutions From The South of Brazil

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ABSTRACT

The article reflects the internationalization of higher education as a major concern of universities and certain policies of international organizations (OECD, World Bank, Unesco) and national agencies (Capes, CNPq). In addition to presupposing interculturality, the integration of research and knowledge, solidarity among peoples, is also characterized as a space for debates and clashes between actors in the field itself and in the intercession of the social fields involved. In these areas of dispute there are speeches that reveal the different faces of internationalization. The objective is to analyze the sense of internationalization contained in the documents of two community universities in Southern Brazil. The research is characterized as bibliographical, documentary, analytical and comparative cut. The research universe is two community universities in the South of Brazil that are analyzed and compared from their documents, above all, the Institutional Development Plan (IDP) and the Institutional Internationalization Plan. In both universities, it is evident the understanding that internationalization is the way to consolidate research, teaching and extension with a view to competitiveness, productivism and the logic of global employability. However, both institutional policies of internationalization are recent and obey legal norms not being clear the objectives and interests of internationalization to strengthen the mission of these universities. It is important to highlight that only one university already has the Institutional Internationalization Plan.

KEYWORDS

Internationalization. Community college. Myths. Truths

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Submitted: 03 Nov. 2018

Accepted: 04 Jan. 2019

Published: 29 Jan. 2019

 [10.20396/riesup.v5i0.8653586](https://doi.org/10.20396/riesup.v5i0.8653586)

e-location: e019026

ISSN 2446-9424

Anti-plagiarism Check



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As Diversas Faces da Internacionalização: Análise Comparativa Entre Duas Instituições Comunitárias do Sul do Brasil

RESUMO

O artigo reflete a internacionalização da educação superior como uma das grandes preocupações das universidades e de certas políticas de organismos internacionais (OCDE, Banco Mundial, Unesco) e agências nacionais (Capes, CNPq). Para além de pressupor a interculturalidade, a integração das pesquisas e dos conhecimentos, a solidariedade entre os povos, também se caracteriza como sendo um espaço de debates e embates entre atores do próprio campo e na intercessão dos campos sociais envolvidos. Nesses campos de disputa surgem discursos que revelam as diversas faces da internacionalização. O objetivo é analisar o sentido de internacionalização contido nos documentos de duas universidades comunitárias do Sul do Brasil. A pesquisa caracteriza-se como bibliográfica, documental, de corte analítico e comparada. O universo da pesquisa é duas universidades comunitárias do Sul do Brasil que são analisadas e comparadas a partir dos seus documentos, sobretudo, do Plano de Desenvolvimento Institucional (PDI) e do Plano Institucional de Internacionalização. Em ambas as Universidades, fica evidenciado o entendimento que a internacionalização é o caminho para a consolidação da pesquisa, do ensino e da extensão com vistas à competitividade e ao produtivismo global. Porém, em ambas as políticas institucionais de internacionalização são recentes e obedecem a normatividades legais, não estando claros os objetivos e interesses da internacionalização para o fortalecimento da missão dessas universidades. Ainda importante destacar que apenas uma universidade já conta com o Plano Institucional de Internacionalização.

PALAVRAS-CHAVE

Internacionalização. Universidade comunitária. Mitos. Verdades.

Las Diversas Faces de la Internacionalización: Análisis Comparativo Entre dos Instituciones Comunitarias del Sur del Brasil

RESUMEN

El artículo refleja la internacionalización de la educación superior como una de las grandes preocupaciones de las universidades y de ciertas políticas de organismos internacionales (OCDE, Banco Mundial, Unesco) y agencias nacionales (Capes, CNPq). Además de presumir la interculturalidad, la integración de las investigaciones y de los conocimientos, la solidaridad entre los pueblos, también se caracteriza como un espacio de debates y embates entre actores del propio campo y en la intercesión de los campos sociales involucrados. En estos campos de disputa surgen discursos que revelan las diversas caras de la internacionalización. El objetivo es analizar el sentido de internacionalización contenido en los documentos de dos universidades comunitarias del Sur de Brasil. La investigación se caracteriza como bibliográfica, documental, de corte analítico y comparada. El universo de la investigación es dos universidades comunitarias del Sur de Brasil que son analizadas y comparadas a partir de sus documentos, sobre todo, del Plan de Desarrollo Institucional (PDI) y del Plan Institucional de Internacionalización. En ambas Universidades, queda evidenciado el entendimiento que la internacionalización es el camino para la consolidación de la investigación, de la enseñanza y de la extensión con vistas a la competitividad y al productivismo global. Sin embargo, en ambas políticas institucionales de internacionalización son recientes y obedecen a normatividades legales, no estando claro los objetivos e intereses de la internacionalización para el fortalecimiento de la misión de esas universidades. Es importante destacar que solo una universidad ya cuenta con el Plan Institucional de Internacionalización.

PALABRAS CLAVE

Internacionalización. Universidad de la comunidad. Mitos. Verdades

Introduction

The twenty-first century is characterized by intense transformations, especially in the world economic system. Among the most acute and significant transformations are those that affect the productive model and the role of the State, which, by adopting liberal policies of organization, are opening spaces for international organizations to regulate social policies (SILVA, 2017, p. 115). In the same sense, Antunes (2008) points out that this new global order points to a new educational order, marked by the tendency of the commercialization of the educational field. In this way, universities are faced with the challenge of responding to the interests of the global market by offering training for the world of work.

The dilemma between the knowledge society and the knowledge economy is thus heightened, as universities are given new dynamics and priorities, emphasizing their role as conducive to the globalization of the economy, but little committed to the advancement of the common democracy and social justice (SILVA, 2017, p. 115).

In this context the questions of policies of internationalization of higher education are posed. The problem is presented in the equation of the following questions: What model of internationalization do we want? For whom and according to what interests? They are important questions in the measure that their reflection points to the model of internationalization policies that we have executed and achieved for the institutions of higher education. According to Frigoto (2010), the educational field presents itself- historically as a field of hegemonic dispute. The dispute over the hegemonic higher education project of the actors involved in the educational field will be the background to discuss the underlying interests of the internationalization policies adopted in two community universities in southern Brazil.

The internationalization of higher education in Brazil has become a major concern of universities and certain policies adopted by international organizations such as OECD, World Bank, Unesco and national agencies (Capes, CNPq). In this field of dispute, interculturality, the integration of research and knowledge, solidarity among peoples, other actors and interests that foster debates and point to decision-making for educational policies arise. The purpose of this article is to analyze and identify such discourses in order to show that not all forms of presentation of internationalization are aligned with practices of socialization of knowledge and advances of problems specific to science and culture. The specific objective is to understand the meaning and alignment of the internationalization proposals present in the documents of two Southern Brazilian Universities.

In order to respond to the presented objectives, we used a theoretical-bibliographic, documentary, analytical and comparative research on the main internationalization policies institutionalized at the University of Passo Fundo (UPF) and the University of the West of Santa Catarina (Unoesc). The comparative perspective allows us to point out the discourses that guide and organize the institutional proposals concerning the internationalization of higher education in these institutions. The article is organized in two parts. In the first part,

we consider the issue of the university in the context of the global economy by pointing out its challenges and primarily how the internationalization discourses of higher education are structured on the basis of international documents (OECD and Unesco and the Bologna Treaty) and national regulatory documents as (Capes and CNPq). In the second part, we covered the internationalization policies institutionalized at UPF and Unoesc that are present in the Institutional Development Plan (IDP) and the Institutional Internationalization Plan.

Therefore, it is possible to point out that the internationalization policies adopted by these community universities are recent in terms of institutional formalization through legal documents. That the guidelines present in the documents follow the legal norm given by the educational organizations (MEC, CNPq and CAPES) and maintain a global agenda order of internationalization discourse as an aspect of globalized society for competitiveness, productivism, and technological innovation. However, it is important to note that in both universities there is an understanding that internationalization is a means of strengthening research, teaching and extension, through cooperation networks between institutions, teachers, researchers and students. Finally, both universities have a department for subjects related to internationalization.

Internationalization of Higher Education: Myths and Truths

The knowledge society is characterized, above all, by the acceleration of the processes of production and dissemination of information and knowledge. For authors such as Castells (1999), the information society is the expression of a productive way in which the monetary value lies in the privileged domain of information or in its production. In this way, an information economy linked to the neoliberal productive process is structured, which, in the last sense, legitimizes a homogeneous discourse of dogmatization of market forces and technoscience.

Such discourse tends to produce educational processes from an instrumental and market perspective. It is a reductionist because it restricts the understanding of the dynamics of such societies to the logic of a deregulated market, failing to consider dimensions such as respect for pluralism, the stimulation of sustainable ways of life and the experience of universally desirable values (CENCI; MARCON, 2016, p. 113).

The issue pointed out by the authors, refers to a reflection on the condition of the university space in the face of the neoliberal and global productive conjuncture of capital that was established in modernity. Modernity can be understood as roughly equivalent to the "industrialized world" [...]. It refers to the social relations involved in the widespread use of material force and machinery in production processes (GIDDENS, 2002, p. 21).

Along the same path, Dardot and Laval (2016) understand that neoliberal society is marked by a new rationality that defines discourses, practices and devices based on the referential and universal value of competition. The referential principle of competition is the central nucleus of governability of public and private institutions and subjectivity itself. In the

sphere of knowledge, this productive model based on globalization forces and pressures institutions to transform their policies to attend the interests of this economic structure.

In this dynamic, two internationalization projects are presented. On the one hand, according to Santos and Filho (2012), the understanding that internationalization assumes the condition of strengthening research, teaching and extension as an inducer of economic development, social inclusion and sustainability with culture. The other side of the internationalization, derived from the logic and the American economic power that it imposed according to Santos and Filho (2012, p. 53), “the understanding of the need to put knowledge at the service of wealth production, that is, the creating conditions conducive to social and collective well-being.” This face of understanding of internationalization aims to bring the university closer to the company.

Therefore, both universities assume internationalization as one of the goals to be achieved in their IDPs. In this sense, internationalization is treated as a potential way to ensure the fulfillment of the mission of these universities. As both Universities UPF and Unoesp are community, they are committed to their region of action, above all, in the generation of knowledge that improves the social well-being of the population to its surroundings. So, the internationalization planned by these universities is in agreement with the community mission, although the relation between internationalization and university mission is not clearly evidenced in their documents. Finally, it should be noted that the UPF has a historical tradition which allows it to consolidate its internationalization policies. Unoesp has been striving, above all, since 2010 to consolidate internationalization as an inherent value of higher education activity. Their numbers are admirable and their planning, goals and guidelines contained in their PDI point to the solidification of internationalization in the coming years.

According to Knight and De Wit (2004, p.11), academic internationalization as a process of an international, intercultural and/or global dimension in the objectives, functions and offers of post-secondary education. This is a widely accepted and widespread definition in the academic community. In this way, the internationalization of higher education includes the mobility of students and teachers, research and development of research with multidisciplinary teams composed of members from different countries, internationalization of curricula, alignment of procedures, structures and evaluation systems, certification and use of common quality criteria and the recruitment of foreign students and teachers.

In the educational scenario, the internationalization policies have occupied space in the debates agendas. The tensions established for the definition of a unifying project show the diverse forms and interests of groups that act in the educational space that historically derive from the productive model in force. For Frigotto (2010, p.35), the subordinate character of educational practices to the interests of capital historically becomes diverse forms and contents, in nascent capitalism, in monopoly capitalism and in transnational capitalism or in the globalized economy.

The point raised by the author, directs us to the understanding that any decision in educational policies arises from a field of dispute of groups situated in a historical context. Within this framework, policies for the internationalization of higher education are organized through conferences, congresses, meetings, seminars and, above all, international organizations that influence decision-making on the institutionalized policies of the State. In this sense, the internationalization of higher education presents its diverse faces in the discourses of international organizations such as ODEC, Unesco and Treaty of Bologna.

The common discourse recorded in his writings is the understanding that internationalization should favor an academic training appropriate to global competencies. This discourse is fundamentally the engine of organization of institutionalized policies in Capes and CNPq, which consequently organize institutional structures and internationalization programs in universities.

The World Conference on Higher Education is organized into four parts: Social Responsibility, Access, Equity and Quality, Internationalization, Regionalization and Globalization and Learning, Research and Innovation.

Higher Education as a social public good faces trends that promote its commodification and privatization, as well as the reduction of state support and financing. It is essential to reverse this trend in such a way that the governments of Latin America and the Caribbean ensure the adequate funding of public higher education institutions and that they respond with transparent management [...] We further affirm our intention to proceed so that Education in general and Higher Education in particular are not considered as a commercial service (UNESCO, 2009, p. 3-4).

The report presented on Internationalization, Regionalization and Globalization formalizes the ideal of an education of cooperation and solidarity between countries, so that through the circularity of knowledge it is possible to help the least favored nations. On the other hand, this expressive notion of Internationalization of Higher Education receives criticism. For Siufi (2009) there is a difference in the conceptual treatment of UNESCO between international cooperation and internationalization, in which the first one refers to the financing of education by external development agencies that guarantees integration and political and institutional collaboration. The second perspective, part of a sense of democratization of knowledge and becomes an instrument to strengthen the capacities of active insertion of nations in the context of the challenges and possibilities of global globalization, using more active policies that provoke greater presence and visibility International.

In the same vein, the Organization for Economic Cooperation and Development (ODCE, 2008) points to some trends in higher education: a) the establishment of mutual agreements for the provision of educational programs between developed and developing countries; b) the growth of the international market segment; c) attracting talents and retention of skilled labor in developed countries; d) Rapid training courses in developed countries, which promotes vertical integration and is organized by standardization and scientific and technological domination.

In this dynamic of globalized society, the Bologna Declaration (1999) defines the political scope for European higher education: to establish, within ten years, a European Higher Education Area (EHEA) with the aim of increasing the attractiveness of other countries and continents for European universities, greater coherence and equivalence with regard to higher education structures and the recognition of studies and qualifications, as well as to encourage student mobility across European borders. It is called the Bologna Process the set of political strategies and measures that aim to consolidate this European Area of Higher Education (PORTUGAL, 2009). According to Azevedo and Catani (2015, p.22):

The Bologna process, formally and informally, is the name of the reform and integration movement of higher education in Europe in order to form the European Higher Education Area (EHEA). As a result of intergovernmental meetings, the Bologna process is also encouraged and promoted by European Community bodies, notably the European Commission.

The Bologna process is a movement that seeks to consolidate the "Europe of knowledge". According to Almeida, Fávero and Toniato (2015), the formalization of a European area of knowledge is definitely an essential factor for social and human growth for the consolidation and enrichment of European citizenship in order to develop the skills to face the dilemmas and challenges of society globalized. For Almeida, Fávero and Toniato (2015, p.237):

In this direction, the Bologna Declaration follows the trails of the global development model highly dependent on innovation and a pattern of competitiveness marked by malleability and flexibility. This context impedes, on the one hand, the logic of differentiation by the capacity for creation and competition, but on the other hand, due to the rapidity of transformations and new demands, highlights the fragility of isolated work and points to the need for networking and cooperation for the enhancement of productivity and competitiveness.

In this process, both International Organizations such as the ODCE and Unesco and the Bologna Declaration present the internationalization of higher education as a process, a guideline or an institutional normativity that should favor training for the global logic of capital. In other words, any proposal for internationalization must consider the productive world scenario of competitiveness, competition, technology and innovation. However, in the international documents themselves, we perceive different faces and discourses of approaches on the forms and objectives of internationalization. While Unesco and the OECD point out that the internationalization of the university through researchers, teachers and students should seek to foster the development of skills necessary for the neoliberal world, that centers of superior knowledge must be organized by the logic of competitiveness and innovation and that investment in internationalization carried out by the countries is for technological competition, the Bologna Declaration, on the other hand, maintains the idea that in the globalized world, flexible and competitive, it is necessary to conserve a common space of production of knowledge marked by cooperation and for production in networks that ensure democratic principles as values for planetary life.

From the brief presentation on international organizations and the Bologna Treaty, we will start the challenge of understanding the internationalization policies in the CAPES documents and the National Education Plan in Brazil (2014-2024). The thesis is to understand

the guiding principles of internal policies and what their effects on the organization of higher education institutions.

CAPES in the National Postgraduate Plan (2011-2010) has guidelines for achieving internationalization in university spaces. The guidelines are intended to emphasize the importance of international partnerships in the production and dissemination of knowledge in globalized society. National development, CNPq's international cooperation seeks to improve and streamline the management of cooperation instruments, diversify and expand strategic partnerships with developed and developing countries. The sense of internationalization is presented as a discourse of cooperation and partnerships in search of the development of research and knowledge that, for an hour, guarantee an international representation of Brazilian research, and for the time, guarantee a circularity of local knowledge.

In the same sense, goal 12 (twelve) of the National Education Plan (2014-2024) aims to "raise the gross enrollment rate in higher education to fifty percent and the rate to thirty-three percent of the population of eighteen to twenty years, ensuring the quality of the offer and expansion for at least forty percent of new registrations, in the public follow-up. " Specifically, we are interested in goal 12 (twelve), strategy 12.12: "Consolidate and expand programs and actions to encourage student and teacher mobility in undergraduate and postgraduate courses, both nationally and internationally, with a view to enriching the higher education "(BRASIL, 2014, p.74).

The guidelines set forth in official documents for the internationalization of higher education programs and public policies aimed at this global demand are summed up.

In this perspective, the Ministry of Education (MEC), the Ministry of Foreign Affairs (MRE) and the Ministry of Science and Technology (MCT) have been acting as important national agents of progress in the internationalization of Education, Science and Technology in Brazil. In recent years, strategies to internationalize Brazilian Higher Education Institutions (HEIs) have gained significant growth through federal programs to strengthen academic mobility at undergraduate and postgraduate levels and research, suggesting that the Program Science without Frontiers (CsF), established by Decree Law No. 7.642/11 (ALMEIDA, 2009, p. 494).

The Science without Frontiers (CsF) program is one of the internationalization educational policies that has effectively yielded good results. The program sought to promote the consolidation, expansion and internationalization of science, technology and Brazilian competitiveness through exchange and international modality. The initiative is the result of a joint effort of the Mysteries of Science, Technology and Innovation (MCTI) and the mystery of education (MEC), through their respective institutions of promotion - CNPq and CAPES - and Secretariats of Higher Education and Technological Teaching MEC. For Stallivieri (2017, p. 130):

The Science without Frontier program seeks to promote the consolidation, expansion and internationalization of science and technology, innovation and Brazilian competitiveness through international exchange and mobility. This was a very important step taken by the federal government and deserves all the reverences, but it also calls for some reflections.

As highlighted in the international documents and educational policies of the Brazilian State, internationalization gained prominence and space in the discussion agendas. The indication that in the globalized society of flexible capital internationalization becomes a basic aspect for science and for the strengthening of higher education institutions. What we show in the analysis of the documents allows us to point out as a consensus that internationalization is the way to the development of science and technology. However, in making the interests and objectives of the internationalization implementation practical, they gain their own contours and diverse faces. At least two aspects of internationalization can be pointed out: the former reaffirms the ideals of the knowledge economy by proposing internationalization as competition and productivism that guarantees the interests of international capital and disqualifies the university's role as a promoter of social welfare. On the other hand, the internationalization of higher education could guarantee the production of solidary knowledge through networks of cooperation between universities, students, teachers, researchers and between States. As Santos and Filho point out (2012, p.145).

Resting on consolidated material and institutional bases, in order to respond to the social challenges of our time, internationalization becomes the mission of the university when it is able to mobilize, in an intentional and conscious way, to achieve the following objectives: joint projects and integrators; give greater scope to training, research and innovation activities; conducting an agenda of university cultural diplomacy; contribute to the consolidation of integrated spaces of knowledge.

The authors consider that internationalization constitutes the threshold of the twenty-first century the new mission of the university. The fact that internationalization, understood as a mission or as a means to consolidate teaching, research and extension, asserts itself as a challenge for universities. Taking the international agenda of debates and the official documents on educational policies, universities, in their own way and with their particularities, seek to foster internationalization by developing structures. Understanding the design of internationalization from the interests, faces, myths and truths we will come to understand how universities are structuring their institutional policies to respond to this phenomenon. Therefore, in the sequence we will make a comparative analysis of the institutional documents of two Community Universities of the South of Brazil, namely; University of Passo Fundo (UPF) and University of Oeste de Santa Catarina (Unoesc). The intention is to punctuate the sense of internationalization that is present in its documents, above all, Institutional Development Program and Institutional Plans of Internationalization.

Institutionalization of Internationalization Policies in Two Community Universities of the South of Brazil

The internationalization of higher education in its different formative stages, whether in undergraduate or postgraduate studies, becomes a major institutional challenge. On the one hand, the pressures of educational agendas (from different national and international actors) charge the university for the immediate fulfillment of this condition, but on the other hand, most universities do not understand and cannot clearly define their internal policies to meet

the conditions of a consistent internationalization and committed to the institutional mission. For Stalliviere (2017, p 56), the need for institutional internationalization is unquestionable. At this point, it should be pointed out that any internationalization initiative must define the forms, objectives, monitoring and evaluation of the international opening of the university. For Chidress (2009, p.292),

Thus, these plans advance institutional goals for internationalization, expressing institutional commitment, setting institutional goals, informing stakeholder participation, as well as stimulating their participation in internationalization initiatives.

The author stresses the importance that the internationalization of higher institutions obeys rigorous planning with a clear definition of objectives and capacities. According to Stalliviere (2017), an effective plan for international insertion, it is essential to prepare a diagnosis about the profile and mission of the institution. The diagnosis should take into account institutional development plan, geographic location, language of communication and language of instruction, potential of scientific publication in national and international journals, participation in collaborative networks of knowledge or in research groups, conditions to establish international partnerships with other institutions, the capacity to manage and maintain programs of international academic mobility, the capacity to receive international representatives from the scientific community, and to offer and maintain foreign language training programs, especially in English and, finally, The organization and availability for the academic community of a favorable infrastructure for the development of internationalization projects of the institution.

The process of internationalization of an institution is not an easy path. There are many obstacles. Thus, the researchers Gacel-Àvila and Rodríguez-Rodríguez (2018) point out some obstacles: a) lack of institutionalized structures; b) lack of planning and execution; c) management, in most cases, passive and reproduction of official documents; d) difficulties in communicating in a foreign language (lack of mastery); e) insufficient funding for international activities. These are some of the points that demonstrate the difficulties and obstacles to the internationalization of solid, consistent programs according to the mission of the university.

In this context, and responding to our research proposal, we will situate two Southern Brazilian universities in relation to internationalization. The two universities are the University of Passo Fundo (UPF), with coverage in the northwest of Rio Grande do Sul and the University of the West of Santa Catarina (UNOESC), with coverage in the West of Santa Catarina. The study is characterized by a comparative analysis between the two universities based on their official documents, namely the Institutional Development Plan (IDP) and the Institutional Plan for Internationalization. Comparative analysis is allowed because the universities have similar characteristics as: they are community-based, have multiple campus structure, the number of students is equivalent and investments in research, especially, in doctoral and master's programs are close (however UPF - University of Passo Fundo counts on a greater number of Masters and Doctoral programs). The comparative analysis was

established in the documents that deal with the internationalization of the institution, in order to ascertain which discourses, move the design of strategies, goals, objectives and competences to be developed by the internationalization in the institution.

In its Institutional Development Plan (PDI), Unoesc (2017) reaffirms its commitments to regional issues, within the scope of human and vocational training, the production of knowledge and extension. According to the IDP (UNIVERSIDADE DO OESTE DE SANTA CATARINA, 2018, p. 30), "this can be attested to the promotion of human and vocational training through teaching, research and extension, generating knowledge for regional and sustainable development".

According to its Mission, Unoesc defines its internationalization policy within the perspective of institutional development. In PDI, Unoesc (2017) expresses its alignment with the speeches given by international organizations such as the OECD, Unesco and with the guidelines of the official documents of the state bodies such as CNPq and CAPES, regarding the organization of the structure of internationalization to meet the challenges of globalization. As stated in the PDI (UNIVERSIDADE DO OESTE DE SANTA CATARINA, 2018, p. 56), Unoesc recognizes the importance of promoting and consolidating an internationalization policy as an inherent necessity in the process of institutional strengthening and differentiation. In a globalized world, the exchange of knowledge assumes relevance and is a priority for the institution.

In addressing internationalization as a priority, Unoesc in its Institutional Development Document (UNIVERSIDADE DO OESTE DE SANTA CATARINA, 2018) also attributes certain concepts and elements that characterize the institutional bias of internationalization. It presents concepts such as, international partnerships, internationalization as quality in the formation of the academic community, internationalization as a bridge to the inseparability between teaching, research and extension, international and solidarity cooperation and establishes a relation between internationalization and its regional role as promoter of development.

Although the institution does not yet have a specific document on internationalization (but in the process of being published), Unoesc has been developing actions and programs of international partnerships. In this sense, according to the PDI (2018-2022), in 2010 the Academic Mobility Program was created with specific coordination to plan and implement strategic actions for this purpose. To give progress and consistency to the internationalization program, Unoesc's institutional IDP (2017) points out 9 (nine) orientation guidelines for internationalization policies during the lifetime of the IDP. We highlight three institutional guidelines, according to the PDI (UNIVERSIDADE DO OESTE DE SANTA CATARINA, 2018 p. 58):

- a) To assume internationalization as an integral process and transversal to the institutional processes for teaching, research, extension and innovation, in an undissociated way;
- b) promote the institutional understanding of internationalization as a value associated with organizational culture;
- c) promote interdisciplinarity among the areas of knowledge, for the

implementation of innovation and technological development, through work plans and joint actions with university and partner institutions abroad; d) to develop the internationalization process based on strategic axes, which include academic mobility, internationalization of curricula, double degree courses in partnerships with foreign universities and internationalization.

In addition to these guidelines, we find key concepts present in the other guidelines, namely, internationalization associated with research, extension and teaching, internationalization as a producer of knowledge for sustainability, global integration, multiculturalism, international mobility of teachers and students, international research networks continuing education of teachers and students and the link with the graduate. According to the PDI (UNIVERSIDADE DO OESTE DE SANTA CATARINA, 2018), compliance with the guidelines and in accordance with the institutional purpose of promoting internationalization, expanding partnerships for professional training and knowledge production aiming at sustainable development, requires planning, academic and administrative strategy and a process of constant monitoring and evaluation.

It is important to highlight that the detailed guidelines and strategies for internationalization identified in the Institutional Development Plan (2018-2022) will be implemented as of the launch of the Institutional Internationalization Plan, which is being finalized. Although Unoesc does not have a specific document on internationalization, it is important to point out that several actions are carried out, such as the provision of foreign languages, especially English, the formalization of a physical structure with capital human resources, prepared to respond to the dynamics of internationalization, bilateral agreements with universities, strengthening of cultural diplomacy between countries, periodic sending of teachers and students participating in exchanges, research and congresses, investment in teacher training and incentive for the formation of networks of research and the reception of students, teachers and researchers who carry out cultural, academic, technological and scientific exchange.

As an analysis, it is important to highlight that Unoesc formalizes its internationalization policies according to the discourse related to globalization that brings at its core the principles of innovation and technology. Finally, Unoesc (2017) organizes the sense of internationalization based on the precepts of the international organizations that deal with the subject and the official documents that regulate and formalize the institutional process of internationalization. These elements of internationalization can also be verified at the University of Passo Fundo (UPF).

The University of Passo Fundo (UPF, 2017a), created through Presidential Decree No. 62.0835/1968, is a non-profit, regional community institution whose mission is "to produce and disseminate knowledge that promotes the improvement of the quality of life and to train competent citizens with a critical, ethical and humanistic attitude, prepared to act as agents of social transformation "(UPF, 2017a, p.15). Being a Community University, UPF (2017a, p.16) aims to:

Maintain, develop and improve higher education in its various modalities, as well as other degrees of education; "To train human resources qualified for the exercise of the different professions"; "To stimulate cultural creation and the development of the scientific spirit and reflective thinking"; "Promote research in the different areas of knowledge"; "To promote the dissemination of cultural, specific and technical knowledge and to communicate knowledge through teaching, publications and other forms of communication"; "To study the socioeconomic problems of the community, aiming at the presentation of solutions" and "to integrate in the community, acting in the form of courses, services and other extension activities".

Generally, UPF's internationalization has been promoted since its founding in the 1960s, with occasional activities, through partnerships with foreign institutions, through the exchange of professors who have been trained in Europe or the United States. In the 1990s, internationalization was institutionalized through the creation of the Advisory Office for International and Interinstitutional Affairs (AAII). In this period, UPF participated in the Intercampos Program, "created in 1995 by the Ibero-American Cooperation Agency of the Spanish Agency for International Cooperation" (UPF, 2018, p.10), which established a collaboration agreement between Spanish universities and universities in Latin America, promoting the mobility of students, teachers, managers and the creation of cooperation networks. At the end of the 1990s, internationalization activities intensified mainly due to the creation of several *stricto sensu* postgraduate courses and "the exchange of undergraduate students and professors in research and extension" (UNIVERSIDADE DE PASSO FUNDO, 2018).

The Internationalization of UPF is contemplated in several documents and registers. Considering the scope of this article, we will focus on three institution documents recently approved by the University Council (Consun): Institutional Development Plan - 2017/2021 (UNIVERSIDADE DE PASSO FUNDO, 2017a), Institutional Pedagogical Project - PPI (UPF, 2017b) and Strategic Plan of Internationalization 2018/2022 (UPF, 2018).

In PDI 2017/2018 internationalization is contemplated in Strategic Line 1 that deals with "Academic Excellence and University Pedagogy". Among the various objectives of this Strategic Line related to teaching, research and extension, it appears that Goal 1.8 - "to increase the level of internationalization of the institution". Frame 1 lists the actions and goals proposed by the UPI's IDP:

Frame 1: Actions and goals of internationalization proposed by UPI's IDP (2017-2021)

Cód.	ACTION	INDICATOR	GOAL	RESP.	PERIOD
1.8.1	Improve the planning and management of internationalization		UPF internationalization plans drawn up	Mana	2 years
1.8.2	Develop a program of international integration through teacher and student exchanges, teacher training, projects, networks and covenants, as well as attraction of teachers and students		Increase number of teachers and students participating in exchanges	Rectory	2 years
1.8.3	Promote internationalization actions, which maximize the exchange of post-graduate students with other HEIs in Brazil and abroad		Expand number of institutions agreements Published notices	VRPPG	Permanent
1.8.4	Create an attraction plan for foreign students to attend in full		Disclosure of the UPF in affiliated foreign institutions and effective international organizations	VRPPG	2 years
1.8.5	Support the participation of students in the undergraduate and postgraduate degree programs		Expand the participation of related	Rectory	Permanent
1.8.6	Offer the teaching of foreign languages to undergraduate students and provide the academic community with free access to online language study platforms		Expand the offer of foreign language courses in Canpi	Rectory	3 years
1.8.7	Create language enhancement mechanisms foreign language and scientific writing for postgraduate teachers and students		Expand the offer of foreign language courses and scientific writing	Rectory	3 years
1.8.8	Establish a post-exchange activity plan for teachers and students focused on the academic community		Socialization processes of knowledge implemented	Rectory	3 years
1.8.9	Elaborate a communication planning to give visibility to the internationalization actions of the university		Broad dissemination of internationalization actions carried out	Rectory	Permanent
1.8.10	Expand the institutional plan for the participation of the international assessment and accreditation systems for		Increase the number of accredited courses	VRGrao	Permanent
1.8.11	To promote the participation of the members of the Rectory in international events and forums of Higher Education		Extend participation in events	Rectory	Permanent

Source: Universidade de Passo Fundo (2017a, p. 77).

Some actions and goals listed in Table 1 are worth highlighting, as they demonstrate the UPF's intentions to promote internationalization in an articulated and expanded way, as well as to establish an organized planning for the future challenges of the institution. These include: a) "improving the planning and management of internationalization" with the respective goal of creating "an internationalization plan"; b) action to "develop internationalization program" with the respective goal of "increasing the number of teachers and students participating in exchanges" as well as "expanding the number of institutions agreed"; c) action to "create a plan to attract foreign students to fully attend" the activities at the UPF with the respective goal of "publicizing the UPF in foreign institutions and international organization of agreements"; d) action "to create mechanisms for the development of foreign languages and scientific writing for postgraduate teachers and

students" with the respective goal of "expanding the offer of foreign language courses and scientific writing"; e) "establish a post-exchange activities plan for teachers and students focused on the academic community" with the respective goal of realizing "socialization processes of knowledge implemented".

The Institutional Pedagogical Project (PPI), widely discussed with the academic community in the years 2015 and 2016, approved in 2017, "supports the University for the challenges of a new time and designs the way the institution presents itself in order to well fulfill its mission, articulating the participation of all members" (UPF, 2018, p.12). Internationalization is mentioned in the PPI when it addresses contemporary challenges and higher education in the XXI century, when addressing the different problems brought as topics of interdisciplinary studies and research. The PPI emphasizes that these aspects challenge the academic community to build "a humanistic, critical, responsible, prudent and innovative knowledge capable of advancing science for human rights and sustainability at all levels and forms, at the same time in which it does not neglect the challenging perspective of internationalization" (UPF, 2017b, p. 18). This perspective is contemplated in the indication of item 28 of institutional policies, formulated as follows: "Consolidation and promotion of the internationalization process of the institution" (UNIVERSIDADE DE PASSO FUNDO, 2017b, p.35).

The "Advisory for International and Interinstitutional Affairs (AAII)" is one of the strategic sectors that has contributed to give support and foment to the Internationalization of the UPF. It is a sector directly linked to the Rectory and is responsible for the expansion, consolidation and promotion of UPF internationalization, seeking to "strengthen and consolidate leadership and excellence in the pillars that sustain the University in the midst of the international scenario" (UPF, 2018, p.13). Among the main attributions of the AAII, the following stand out:

to develop and implement international cooperation policies in the context of Undergraduate, Graduate, Research and Extension, "disseminate the University Abroad", "systematize data on internationalization UPF," "qualifying academic units for exchange programs," "publishing notices and conducting a pre-selection and selection process for undergraduate students wishing to participate in the academic exchange programs of the institution," "to advise students and teachers who will carry out exchanges", "to assist foreign students with their applications and operation of UPF", "to support and promote international events" (UNIVERSIDADE DE PASSO FUNDO, 2018, p.13-14).

It is noteworthy that the AAII has carried out an intense work in the academic mobility mainly of the graduation. As shown in table 1, there was an intense academic mobility of the degree offered by the different programs such as: Academic Exchange Program (Piac); Ibero-American Scholarship Program for Undergraduate Students Santander University; Program of Regional Academic Mobility in Accredited Courses (Brand) and counted on the participation of numerous students in the federal program Science without Frontier (CsF).

Table 2: General data on UPF academic mobility from 2005 to 2017/1:

	05	06	07	08	09	10	11	12	13	14	15	16	17/1	Total
UPF student output	10	14	26	27	24	31	51	66	65	73	41	27	8	463
Foreign students at UPF	4	7	4	11	9	16	29	30	51	33	28	32	10	264
Internships abroad_..	0	0	0	0	0	0	0	0	0	0	0	9	3	12
Total	14	21	30	38	33	47	80	96	116	106	69	59	21	730

Source: Universidade de Passo Fundo (2018, p. 15).

A more careful study of the data presented in table 1 shows that the academic mobility occurred in this period is directly related to policies to foster internationalization. The decrease in 2016 and 2017 is directly related to the decrease and closing of scholarship grants for some of the programs mentioned above, namely the Science without Borders Program (CsF).

Internationalization in postgraduate and UPF research is mainly related to the *stricto sensu* and is effective due to the offer of a license to teachers to study abroad, the arrival of foreign teachers, the participation of foreign teachers in the orientation of dissertations and theses, the participation of masters and doctoral boards, the offer of scholarships for students to take a doctorate degree. The UPF Teacher Training Program has been decisive in the process of internationalization of the postgraduate course in view of the fact that the teaching qualification becomes a "main supporter of a quality university. The program is regulated by Internal Normative Instruction updated periodically, according to institutional interests and possibilities" (UPF, 2018, p.16). Several professors linked to the *stricto sensu* postgraduate course were able to perform postdoctoral studies abroad in countries such as Portugal, Spain, Mexico, United States, Canada, Germany, Italy and others.

One of the most relevant aspects of UPF's internationalization was the approval of the "Strategic Internationalization Plan - PEI (2018-2022), widely discussed among the academic community and approved in 2018 by the University Council. The Plan, in addition to contextualizing the UPF in the current moment, outlines the mission, vision, values, objectives, internal and external diagnosis and the strategic lines of the internationalization scenario.

The UPF's internationalization mission is defined as follows: "To contribute to the achievement of the University of Passo Fundo, by means of an integrative, intercultural and global process within the scope of internationalization" (UPF, 2018, p.19). In terms of vision, the idea is to consolidate international relations and their practices in order to achieve recognition as a reference university in terms of internationalization. In terms of UPF's internationalization goals, it aims to "increase the opportunities for bilateral mobility of students and professors in undergraduate, graduate and extension", "consolidate international cooperation agreements and establish new strategic agreements", "raise awareness and

empower the community (UPF, 2018, p.22). In this context, it is important to highlight the importance of the internationalization process, which is the main objective of this study.

In the internal diagnosis, the PEI analyzes the strengths and weaknesses that make UPF internationalization possible. In terms of strengths, we highlight the excellence of education, institutional support, academic exchange programs and teacher exchange, teachers with international training and experience, doctorate and master's degree sandwich abroad, post-doctoral internship abroad, the work assignments, the presence of foreign professors at UPF, Visitor research fellowships, international agreements, international cooperation projects, publication in foreign magazines and books and the publication of publications in international vehicles. In terms of weaknesses, the lack of specific budget forecast for internationalization, the lack of knowledge of the academic community about internationalization, lack of a foreign language teaching policy, lack of preparation to receive students / exchange students and foreign teachers, few experience in teaching in English and other languages, non-internationalized curricula, low international scientific production, poor visibility of international experiences, low number of internationally experienced teachers, and limited experience in overseas work missions ((UNIVERSIDADE DE PASSO FUNDO, 2018, p. 24).

In terms of external diagnosis, the PEI analyzes the opportunities and threats of UPF internationalization. Among the opportunities are the knowledge and systematization of data on UPF internationalization practices, the adaptation of curricula, attracting students and researchers from abroad, obtaining scholarships and fostering internationalization and the opportunity to consolidate partnership with foreign institutions of excellence. In dealing with the threats, the economic situation of the country and the region are highlighted, the difficulty in participating in the internationalization process, the standards of international institutions and the low competitiveness and low international visibility (UNIVERSIDADE DE PASSO FUNDO, 2018, p. 25).

Both the internal and external diagnoses enabled the elaboration of the Strategic Lines of the IEP, which were broken down into major objectives, detailing actions, goals, indicators, deadlines and investments. Due to the space of this article it will not be possible to detail all the strategic lines. Only the 4 Strategic Lines and their objectives will be indicated in order to give visibility to the format as the UPF internationalization is being designed. The Strategic Line 1 (Internal structuring for internationalization) has the following objectives: a) to improve academic and administrative procedures; b) publicize the internationalization actions; c) train the teaching and technical-administrative staff; d) improve institutional infrastructure. The Strategy Line 2 (International Academic Mobility) has the following objectives: a) consolidation of UPF's student and faculty support programs; b) consolidation of programs to attract and support foreign students and teachers; c) promotion of foreign language training. Strategic Line 3 (International Cooperation) has the following objectives: a) consolidation of joint agreements and programs; b) participation in international university networks; c) Participation in the notices of internationalization of development agencies. Strategic Lines 4 (Internationalization of Teaching, Research and Extension) has the

following objectives: a) to increase participation in international certification and accreditation programs; b) involve the units and the sectors in the internationalization process; c) offer curricula and/or courses in foreign languages in undergraduate and postgraduate courses; d) to promote the internationalization of research; e) training of the academic community to insert foreign students in teaching; f) to promote the internationalization of programs, projects and extension activities (UNIVERSIDADE DE PASSO FUNDO, 2018, p.26-31)

A panoramic view of UPF's PEI in its different parts makes it possible to infer that there is a clear and conscious intention to give centrality to internationalization. The Strategic Lines signal to a wide range of objectives and actions that need to be implemented in order to follow the projection of the institution in the international scenario. Possibly one of the obstacles will be the financing and the articulation of public policies that make possible the viable actions.

Final Considerations

The internationalization policies in the institutions require commitment and planning regarding the execution of the goals and objective traced. As Stallivieri (2017) points out, the implementation of internationalization has six phases, namely, the first phase is characterized by the awareness of the reasons, needs and benefits that internationalization can bring to the entire academic community; the second is engagement, that is to say, internationalization must be part of the culture of the institution with the participation of all levels in the process; the third is characterized by planning that takes into account the needs, signals available resources, identifies the objectives, defines priorities and establishes the strategies that will be used for internationalization; the fourth phase, is characterized by the operationalization; in the fifth phase, refers to the evaluation process of analysis and review of internationalization practices and, finally, the sixth phase is feedback from the actors who participate in the internationalization process.

The six phases mentioned are visible in the documents of the two Universities. Both the Unoesc and the UPF record in their documents that internationalization is an inseparable part of research, teaching and extension. This condition guarantees that gradually internationalization will gain relevance and be part of the academic culture. The understanding that internationalization contributes to the fact that both universities build networks of researchers, exchange with other universities and establish as goals the sending of teachers, students and researchers abroad and actively receive teachers, students and researchers from other countries that contribute to the improvement of teaching and research. So, both universities consider internationalization as a priority, so they strive to make adjustments and legally delineate, through their IDPs and official Internationalization documents, a series of adjustments and reforms.

According to Gacel-Ávila and Rodriguez-Rodriguez (2018, p.125):

declaring internationalization as an institutional priority requires putting in place a series of adjustments and reforms to institutional practices, such as integrating the international dimension with planning, implementation and development systems, drawing up operational plans for internationalization linked to institutional priorities, identification of the financial and human resources necessary to ensure the feasibility and establish evaluation criteria and procedures regarding internationalization policies.

At UPF and at Unoesc, points are scored in the IDIs and in the documents dealing with internationalization, such as exchange of students and teachers, publication policies in periodicals abroad, specific departments dealing with internationalization, sending students and teachers abroad, politics continuous training of teachers, offering courses in foreign languages and international formalization and agreement. In this way, internationalization is taken as a priority by institutions that seek to internalize internationalization practices within their academic routines. On the other hand, there are certain obstacles that are common to other universities, such as the research "internationalization of higher education in Latin America: a balance sheet (2018)" produced by the researchers Gacel-Ávila and Rodriguez-Rodriguez among these difficulties we can highlight: a) difficulties in training students and teachers in a foreign language (most of them do not speak English); b) difficulties in defining and securing financial resources. The two universities depend on development agencies that do not always guarantee periodicity and compatible values. The difficulty of defining financial resources (development agencies) makes it impossible to plan long-term international routines; c) difficulty in attracting teachers, researchers and international students due to geographical location; d) both universities experience difficulties in accessing the space of competitive productivism in research mainly because they are made in the interior of Brazil that it becomes difficult to maintain in their cadres of great researchers.

As for the meaning of internationalization present in the university documents, it is possible to perceive the concern with the dynamics of globalization. Therefore, the documents advocate the guidelines given by the official documents, but strong influences of the names of international organizations are perceived. Concepts such as innovation and technology are visible with fundamentals for internal internationalization policies. The two universities express concern and strive to develop the appropriate internationalization programs with the university mission. According to Santos and Filho (2012, p.145),

resting on consolidated material and institutional bases, seeking to respond to the social challenges of our time, internationalization becomes the mission of the university when it is able to mobilize, in an intentional and conscious way, to achieve the following objectives: reinforce joint and integrating projects; from the largest dimension to its training, research and innovation activities; conducting an agenda of university cultural diplomacy; contribute to the consolidation of integrated knowledge spaces.

Therefore, both universities assume internationalization as one of the goals to be achieved in their IDPs. In this sense, internationalization is treated as a potential way to

ensure the fulfillment of the mission of these universities. As both Universities UPF and Unoesc are community, they are committed to their region of action, above all, in the generation of knowledge that improves the social well-being of the population to its surroundings. So, the internationalization planned by these universities is in agreement with the community mission, although the relation between internationalization and university mission is not clearly evidenced in their documents. Finally, it should be noted that the UPF has a historical tradition which allows it to consolidate its internationalization policies. Unoesc has been striving, above all, since 2010 to consolidate internationalization as an inherent value of higher education activity. Their numbers are admirable and their planning, goals and guidelines contained in their PDI point to the solidification of internationalization in the coming years.

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