University internationalization: multiple actors, policies and languages in interaction/
Internacionalização universitária: múltiplos atores, políticas e línguas em interação

Felipe Furtado Guimarães*

Felipe Guimarães is a lecturer at the Department of Languages and Literature (DLL) at the Federal University of Espirito Santo (UFES), in Vitoria/ES, Brazil. He holds a doctoral degree in Linguistics (UFES, Brazil) and in Humanities and Languages (UPO, Spain). We works mainly with topics related to foreign languages, multilingualism, language policies and internationalization.

https://orcid.org/0000-0001-6184-3691

ABSTRACT

This study aimed at building a language policy (LP) model that sought to promote more democratic language practices to support the internationalization of higher education institutions (HEIs) in Brazil, considering mainly the issues of governance and decision-makers in LP. To this end, bibliographic research was carried out focusing on decision-makers (indicated here as political actors/agents, as they act in matters of policy design, implementation and evaluation) and governance issues, considering the policy cycle discussed by Ball (2019) and highlighted by Gimenez (2013), as well as topics related to language policies in general, internationalization and multilingualism. A survey was also used, in which institutions that are part of the Capes PrInt program (institutional internationalization program), established in 2017, participated. Results suggest that the following aspects should be considered when designing language policies for Brazilian HEIs with a view to internationalization processes: multiple actors and levels; policy interpretation; policies as textual interventions; capacity for agency; relations between actors; and policy negotiation. This way, it is expected that (by adopting these aspects) language practices will be more democratic in university contexts impacted by internationalization processes.

KEYWORDS: Internationalization; Multilingualism; Foreign languages; Language policy; Universities.

RESUMO

O objetivo deste estudo foi construir um modelo de política linguística (PL) que buscou promover práticas linguísticas mais democráticas, para apoiar a internacionalização de instituições de ensino superior (IES) no Brasil, considerando principalmente a questão da governança e dos tomadores de decisão em PL. Para tanto, foi realizada uma pesquisa bibliográfica com enfoque nos tomadores de decisão (aqui indicados como atores/agentes políticos, pois atuam em questões de formulação, implementação e avaliação de políticas) e nas questões de governança, considerando o ciclo de políticas discutido por Ball (2019) e comentado por Gimenez (2013), além de temas relacionados a políticas linguísticas em geral, internacionalização e multilinguismo. Também foi utilizada uma enquete, da qual participaram

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felipeguim@hotmail.com

instituições que integram o programa Capes PrInt (programa institucional de internacionalização) instituído em 2017. Os resultados sugerem que os seguintes aspectos devem ser considerados na formulação de políticas linguísticas para IES brasileiras, com vistas a processos de internacionalização: múltiplos agentes e níveis; interpretação de políticas; políticas como intervenções textuais; capacidade de agência; relações entre agentes; e negociação de políticas. Dessa forma, espera-se que (ao adotar esses aspectos) as práticas linguísticas sejam mais democráticas em contextos universitários impactados por processos de internacionalização.
PALAVRAS-CHAVE: *Internacionalização; Multilinguismo; Línguas estrangeiras; Política linguística; Universidades.*

1 Introduction

In recent decades, there has been an increase in studies on the internationalization of higher education, both at the global level (e.g., De Wit, 2020; McKinley; Galloway, 2022; Dafouz; Smit, 2022) and at the national level (e.g., Morosini; Corte, 2018; Ramos, 2018; Guimarães; Finardi, 2021), addressing various aspects of this phenomenon, as well as the different levels at which it occurs, such as the national, sectoral and institutional levels (Knight, 2004). The motivations for this process, which affects higher education institutions (HEIs) around the world, are diverse (Altbach; Knight, 2007) and also depend on local contexts. These motivations can include aspects such as human resource development, strategic alliances, a nation's image/profile in the global context, social/cultural development, a university's global reputation/image, student development, income generation for HEIs, knowledge production, to name but a few (Knight, 2004).

Thus, in this process, social, cultural, political, economic and academic elements end up impacting HEIs around the world and it would be no different in Brazil, as described by Amorim and Finardi (2022). It is important to note that internationalization processes end up being affected by broader phenomena, such as globalization (Wright, 2016), which has promoted a significant increase in the flows of people, goods, information and (also) languages, with the support of new information and communication technologies - ICTs (e.g., Guimarães; Hildeblando Júnior; Finardi, 2022).

It is also interesting to highlight how neoliberal ideals affect internationalization and universities, in processes of "commodification" of higher education, as discussed by Climent-Ferrando (2016), Cho and Mosselson (2018) and Mendoza and Dorner (2020), in which education is seen as a "commodity". All these interacting elements also end up impacting the use, teaching and learning of languages in university contexts, as indicated by Guimarães and Pereira (2021), and can result in the creation of "language markets" (Grin, 2003) in which certain languages are favored over others. In the next section, we outline the methodology used in this study.

2 Methodology

In this study, we conducted a bibliographic investigation to locate information pertinent to the topics discussed here, such as internationalization, multilingualism and language policies, in order to help achieve the goal of this study, namely: to build a language policy (LP) model with a view to promoting more democratic language practices, to support the internationalization of HEIs in Brazil, considering issues such as governance and decision-makers in LP. The research question is the following: What aspects in an LP model could help promote more democratic language practices to support the internationalization of HEIs in Brazil?

In addition, we carried out a survey (see Appendix 1) with representatives of Brazilian HEIs participating in the Capes PrInt[1] program, in order to collect data that could be contrasted with information obtained in the bibliographic research and literature review, in order to help build the LP model presented at the end of this study. The survey procedures and results are discussed in a specific section, followed by the final remarks of this study.

3 Bibliographic Research and Literature Review

This study deals mainly with the themes of internationalization, multilingualism and language policies. Therefore, we briefly discuss definitions of these themes that are adopted in this research paper. Regarding internationalization, we have adopted the definition indicated by De Wit et al. (2015) as being the intentional process of integrating a global, intercultural and/or international dimension into higher education activities, in order to improve the quality of education/research for all students/staff, and to make a significant contribution to society. We have chosen the idea of multilingualism indicated by Guimarães (2020), as being a context in which a certain number of languages are used (based on Spolsky, 2004; 2021). This idea can also be understood as an effort to use a "maximum possible number" of languages, within the possibilities of each institution, so as not to privilege certain languages to the detriment of others (Guimarães, 2020).

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[1] Program established in 2017 by Capes to encourage the design, implementation and consolidation of strategic internationalization plans at Brazilian HEIs, with a focus on postgraduate studies. More information at: https://www.gov.br/capes/pt-br/acesso-a-informacao/acoes-e-programas/bolsas/bolsas-e-auxilios-internacionais/informacoes-internacionais/programa-institucional-de-internacionalizacao-capes-print

We have chosen the definition of language policy given by Rajagopalan (2013, p. 21, our translation) as "[...] the art of conducting reflections around specific languages, with the aim of conducting concrete actions in the public interest concerning the language(s) that matter [...]". We combine this definition with recent discussions by Spolsky (2021) who recommends conducting these reflections at different levels (e.g., individual, family, neighborhood, school, university, workplace) and contexts (e.g., local/institutional, regional, national, global). In addition, Spolsky (2004; 2021) points to three essential (and interconnected) elements in language policies: (1) language practices/ecologies - what people do with languages; (2) language beliefs/ideologies - what people think about languages; (3) language management - intentional efforts to change practices and/or beliefs about languages.

Given that this research also focuses on actors and processes in language policies, we dedicate part of this section to these topics. It should be noted that language and education policies are interlinked, as Spolsky (2021) states that, decades ago, when he began his investigation into a possible new field of study, he realized that the field of educational linguistics could be part of a larger field that would be established later (in this case, the field of language policies - LPs).

In policy analysis, the role played by the "elite" actors has generally been emphasized, with little attention paid to the actors at lower levels (street-level), and in the policy implementation phase, much is said about the "resistance" or "failure" of policies, ignoring the complexity and efforts required to implement policies (Ball, 2019). We emphasize that the transformation of policy texts into effective actions involves processes of interpretation and "translation" which, according to Ball (2019), also involve attitudes of questioning and strategic compliance with the policies in question.

Ball (2019) also states that one ignores the fact that policy actors are forced to manage multiple expectations (some of which are impossible to meet) in their attempts to design/implement policies, usually with very limited resources, in activities in which they try to "translate" abstract policy concepts into actions that are feasible in their own contexts of action.

This author also points out that policy research has been conducted with a focus on texts, principles and practices, paying little attention to the role of actors in policy processes. It is worth noting that policies are made (and remade) in different contexts, in different ways, by different people, changing these contexts and the people involved - creating points of view from which these people tend to think and act (Ball, 2019).

Robinson (2015) points out that little attention has been paid to education institutions where policy reforms are taking place, as (especially) in the public sector there has been a shift from

"government" to "governance", with a focus on management and control apparatuses, through information systems (for monitoring), so that individuals in these organizations become more "accountable" for their actions. At the same time, a decentralization (or outsourcing) of the services provided by the institutions has resulted in the strengthening of the control of a central body (for example, the Ministry of Education).

This is why we highlight the importance of analyzing how people at different levels of political action understand, shape and legitimize discourses that have apparently been elaborated at HEIs - places where ideologies and values are created, recreated and contested. This shift from "government" to "governance" has resulted in a transformation towards "managerialism", with discourses on efficient management and strategies to measure performance and responsibilities (accountability), combined with a fragile rhetoric on autonomy, "empowerment" and flexibility for decisions at the local level (Robinson, 2015).

It should be emphasized that in the 1980s/1990s there was a growing distrust of the state bureaucracy (and its actors), motivating a search for more efficient institutions and a government that was more "responsible" for its own actions. This change in the public sector, aligned with changes in the private sector, promoted forms of management that were said to be more efficient and transparent, but which resulted in a "gap" between corporate management theories and the practices of education institutions (Robinson, 2015).

These changes were linked to neoliberal ideas about individualism, decentralization and privatization, leading to new modes of governance. Thus, the delegation of activities, from a center to the edges, would not necessarily result in a delegation of power, but in a weakening of the relationship between the center and its edges. In the case of HEIs, policy changes promoted by a central body can end up not taking into account everyday practices (and their actors), showing a gap between policies and practices, and affecting the decision-making processes related to policies.

This misalignment between policies and practices generates tensions that can result in "losses" for policy actors. By ignoring the wishes of "lower-level" actors (street-level), the "higher-level" actors (elite) can stimulate discontent in the "lower-level" actors, as these may consider that their experiences and knowledge are not taken into account when those are designing policies, creating a dissonance between practical realities and actions imagined in policies.

Effects of this scenario can be seen in language policies that seek to favor certain languages over others, due to the "prestige" that some languages have in academic contexts (e.g.,

Finardi; Guimarães, 2017; Gimenez, 2013; 2019). Thus, the level of language proficiency of a given academic community would become an indicator to measure the insertion and visibility of that community in the global landscape (e.g., Finardi; França, 2016).

It should also be noted that the discourses and practices of policy actors interact in a relationship between social structure and discourse (Fairclough, 1992), in which policies become textual interventions on practices (Ball, 1993) - texts that could determine how actors should think and act. As such, policy texts are not merely the result of a combination of language structures, but rather the product of social structures and practices that ultimately determine the "message" contained in a given text (Fairclough, 1992).

As far as policy texts are concerned, policy actors often end up organizing themselves into multi-level networks, with distributed privileges and powers - in a system of shared leadership, in order to achieve the objectives set by "central" bodies. Remembering that (supported by control systems) these bodies tend to format and "normalize" the practices, thoughts and decisions of the actors under their control - through "appropriate" practices, measured by performance indicators (Tseng, 2015).

Thus, those discourses on the freedom of policy actors end up giving way to practices that seek to serve a centralized power - actors are limited in their actions by government regulations. Thus, social/democratic values are losing ground to a "managerial" mindset, geared towards serving the market and dealing with global competitiveness. According to Tseng (2015), in this "managerial" mindset, actors end up making decisions that favor economic criteria over social criteria; and performance/competitiveness over collaboration/integration.

Trent (2015) provides an interesting discussion, in the form of a framework for analyzing the question of the "agency" of the different actors (stakeholders) in the educational context and their political participation, as shown in Figure 1.

Figure 1: Analysis framework for the "agency" issue.
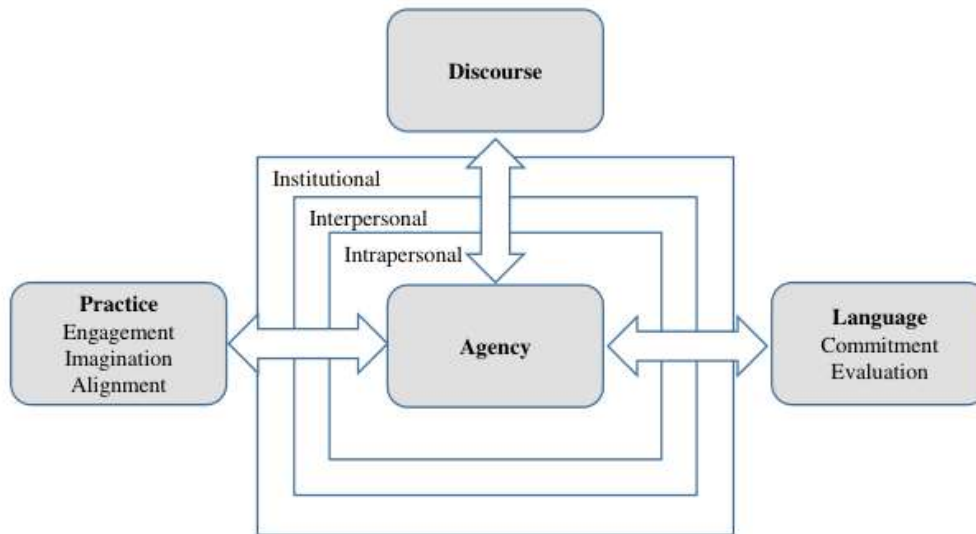
Source: adapted from Trent (2015) and Ball (2019).

It should be noted that "agency" is understood here as the capacity of an individual to carry out actions that affect the relationships in which he/she is involved (Layder, 2006). "Discourse" is understood here as a particular way of constructing social practices, mediated by language (Fairclough, 1992). Thus, agency and discourse interact, as actors seek to carry out practices mediated by language. Language, on the other hand, involves commitment to existing social (and linguistic) practices, as well as constant evaluation of the world by the individual; and evaluation of the individual by his/her peers.

This capacity for agency can be exercised mainly at the following levels: (1) intrapersonal (the individual acting on him/herself); (2) interpersonal (the individual acting with/on other individuals); and (3) institutional (the individual acting in the context of an institution). It is worth noting that exercising this agency can involve contesting the meanings/values that matter to the individual, his/her peers and the institution of which he/she is a part - involving disputes over which meanings/values should prevail in each place/time.

In addition, agency is an essential capacity for shaping the identity of actors, allowing individuals alternatives for achieving their goals, transforming the contexts in which they act and contesting roles assigned to them by dominant discourses (Beauchamp; Thomas, 2009). Thus, the capacity for agency makes it possible to rethink identity roles by stimulating "alternative" (otherwise) thinking and allowing actors other possibilities (Pennycook, 2010).

Practices related to the issue of agency (Trent, 2015) include: (1) engagement - actors establish and maintain joint actions, negotiate meanings/values and establish relationships with each other; (2) imagination - actors create images/perceptions of the world, over time/space, going beyond their individual experiences; (3) alignment - actors coordinate their own actions with existing structures/activities, allowing the values of an organization to become part of the values of the actors themselves (and vice versa).

Gunter, Hall and Mills (2015) point out that researchers interested in policy processes should pay attention to issues such as knowledge production, government structures and accountability processes. This is because actors involved in policy design (both governmental and non-governmental) are part of asymmetrical power/decision relations, influenced by existing institutional structures.

Ball (2008) highlights a "power perspective", through which actors can observe policies: how policies work; how policy actors think; how these actors analyze problems and seek solutions through policies, among other aspects. From this perspective, the role of the State in policy must also be considered, in order to avoid dissociating policy actors from their sources of authority and legitimacy (Ball, 2008).

Considering the government structures mentioned by Gunter, Hall and Mills (2015), we have seen criticism of the public sector and its members (e.g., Kellner; Crowther-Hunt, 1980) and the opening up of this sector to the intervention of "consultants" from the private sector, people who apparently have more "enlightened" knowledge, who could make the public "machine" work more efficiently. This approach would be connected to "innovative" forms of governance that seek out civil society actors to act in an "outsourcing" of public services (including education), strongly influenced by a "managerialism" derived from the private sector.

The increase, roles and contributions of consultants in the public sector are worthy of investigation, since consultants tend to be seen as "knowledge actors" external to the public sector, who trade/negociate their knowledge and experience (Saint-Martin, 2004) for policymaking and reforms, some of them with questionable results. After all, what is known and what is worth knowing (linguistic knowledge, for example) are aspects embedded in broader political, economic and social contexts, in which certain forms of knowledge are favored and holders of knowledge are evaluated (e.g., Apple, 2001) on the basis of dominant discourses.

In fact, Gunter, Hall and Mills (2015) comment on networks of influential consultants who end up occupying dominant positions in public institutions, through political connections with (high-

ranking) decision-makers in these institutions. In addition, there are situations in which researchers employed in the public sector are invited to provide consultancy services to private companies (e.g., Gunter, 2012), in some cases involving clear situations of conflict of interest. It is therefore a complex network of public and external actors in which the circulation of knowledge is difficult to trace, and in which a traditional view of the impartial/objective researcher is challenged, since such a researcher may be serving the interests of private companies that may interfere in the public sector.

In this way, private companies are increasingly involved in the design and implementation of public education policies, although there is growing concern about this private interference in the public sector (Coffield, 2012), since (in some cases) consultants charge high fees to explain to public institutions the problems they already know about.

The incorporation of private consultants into the public sector can also be attributed to an apparent "shortage" of "in-house" employees who have sufficient knowledge to promote efficient policies and reforms, so that governments have (increasingly) used consultants as part of a policy for state "modernization" (Hood, 1991). In fact, the mere idea of using consultants as policy "modernizers" is perhaps more "impactful" than their real contribution to public organizations, since it is difficult to assess their real impact on the routine of these organizations (Fincham, 2002). Gunter, Hall and Mills (2015) even comment on situations in which consultants "make up" problems that institutions did not know they had.

Pogodzinski, Umpstead and Witt (2015) point out that macro-political bodies (e.g., national governments) influence relationships at the local level between different actors, such as managers and different hierarchical levels. In addition, relationships at the local/institutional level tend to mediate macro-level decisions, and can generate variations in the way broader policies are implemented at the local level. This is because relationships between policy actors at the local level are usually built on a long history of interactions, values and norms, which influence how individuals interpret the demands present in policies and how organizations respond to such demands (Pogodzinski; Umpstead; Witt, 2015) - thus, reforms carried out at the local level can be a partial response to policies at the national level. In this way, managers try to meet external demands based on their own understanding of the guidelines contained in the policies, taking into account their

local organizational context - Spillane (1996, p. 65) goes so far as to say that we **make** policy[2] when implementing a policy.

From this perspective, educational managers deal with guidelines that can restrict/encourage actions in response to external demands - since policies are also mediated by local relations. In other words, managers make decisions in specific/situated contexts, regulated not only by formal structures stemming from government policies, but also by informal structures that reflect the "personality" of an education system (Pogodzinski; Umpstead; Witt, 2015). It is therefore a complex interaction between national policies and their local implementation, in an attempt to meet both the demands of (external) policymakers and the needs of local stakeholders.

Meo (2015) points out that policy actors interpret and "translate" policies into the contexts in which they are applied, especially when there are divergent discourses in the policy texts. Thus, individuals are both policy actors and subject to policies. As actors, they interpret and translate policies to act in their contexts; as subjects, they have their interpretation and translation affected by the discursive boundaries of policy texts, which interfere with their "creativity" in interpreting policies. This demonstrates the "multi-level" nature of the policy process, which involves stages such as text, enactment and discourse (Meo, 2015).

The different levels of policy analysis (text, enactment and discourse) reveal historical articulations of the contexts in which policies take place. Understanding policies as "text" means interpreting policies as textual interventions codified through concessions, disputes and reinterpretations, since policy texts are usually the result of disputes over certain meanings – for example, an official State discourse on pedagogical practices, within a range of options of what can be done (or not) in education contexts (Ball, 1993).

Understanding policies as "enactment" is linked to actors' interpretations of policy texts - a process that is connected to actors' experiences, as well as the resources and contexts in which they operate. This is because actors re-signify the texts based on their previous experiences and the context of the organizations in which they work - making policy interpretation a creative and situated process (Ball, 1993). Meo (2015) adds that "translating" a policy into action is an intersubjective and sophisticated endeavor, continuously carried out by policy actors.

Understanding policies as "discourse" requires understanding that policy actors "make" policies within discursive boundaries/limits, determined by contextual factors (Meo, 2015). These

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[2] Original text: "in implementing policy, we make policy".

boundaries encompass general/specific discourses, gaps, silences and tensions (Ball, 1993) – and policy discourses are made up of competing discourses, which can be sets of policies around a specific theme, as is the case with language policies. Discourses end up defining what can be thought and legitimized - what can be said and thought; and also who can speak, when, where and with which authority (Ball, 1993). In this way, discourses play a role in assigning local meanings to national policies - for example, universities can be seen as "arenas" in which State discourse opposes local practices, with effects on how policies are interpreted and implemented.

Bergh (2015) reinforces the idea that policies should be "translated" by different actors, rather than simply implemented without adjustment to local needs – thus, contexts should be considered when interpreting policies (e.g., Braun; Maguire; Ball, 2010). In this way, policies at the international level are also affected by national and local educational contexts (and vice versa), by setting expectations of what can be achieved, by whom and with which resources.

As for adequate evaluations of a particular institution's policies, the members of that institution may find it difficult to carry out such an evaluation, as they may be so "immersed" in that context that they may leave out some important aspect of the evaluation (Bergh, 2015) – in these cases, an external evaluator can be an interesting option to obtain a "complementary" view of the institution's policies.

Having reviewed the various concepts outlined above in this section, we can see that the issue of policy design, implementation and evaluation is a complex process, involving multiple levels and actors. These concepts will be contrasted with the results of a survey used in this study. In the next section, we present the results of the survey and their discussion.

4 Survey – results and discussion

The electronic poll used in this survey, carried out in 2022, includes 22 questions, including single-answer, multiple-choice and open-ended questions – it can be found in Appendix 1 of this text. The invitation to take part in the survey (containing a link to the electronic form) was sent via e-mail to institutions participating in the Capes PrInt program (Institutional Internationalization Program) - the list of e-mail addresses was compiled by checking the websites of these institutions on the Internet. In mid-May 2022, two invitations to take part in the survey were sent out, with a 15-day interval between them, in order to give participants more time to submit their answers. In the case of respondents who are members of institutions that are part of Capes PrInt program, one

should note that these are responses from HEIs that are more "internationalized" in the Brazilian context, since the criteria for admission to this program include internationalization activities.

Question 1, about e-mail address, was included to identify possible duplicate answers. Question 2, about the institution of affiliation of participants, served to identify the institutions that took part in the survey, without necessarily identifying the people who responded to the survey. We have identified the following participating institutions:

1) Fundação Getúlio Vargas – Escola Brasileira de Administração Pública e de Empresas (FGV/EBAPE)
2) Fundação Oswaldo Cruz (Fiocruz)
3) Universidade Federal da Bahia (UFBA)
4) Universidade Federal de Minas Gerais (UFMG)
5) Universidade Federal do Paraná (UFPR)
6) Universidade Federal de Santa Maria (UFSM)
7) Universidade Federal de Viçosa (UFV)
8) Universidade de Brasília (UnB)
9) Universidade do Vale do Rio dos Sinos (Unisinos) - 2 participants
10) Universidade Federal de Lavras (UFLA)
11) Universidade Federal de Pernambuco (UFPE)
12) Universidade Federal de Uberlândia (UFU)
13) Universidade Federal do Rio Grande do Norte (UFRN)
14) Universidade Federal Rural de Pernambuco (UFRPE)

Thus, of the 36 institutions that received funds from the Capes PrInt program, 14 participated in the survey, representing 38% of the total number of institutions in this program.
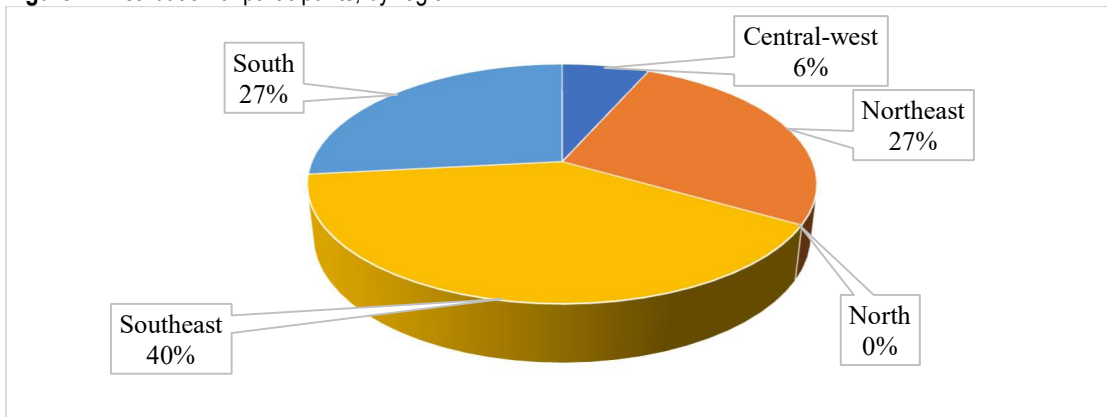
Question 3, about the region in Brazil where the participants' institution is located, had the following distribution of answers, as shown in Figure 2 below. The Southeast region stands out, comprising 40% of respondents. In a way, this result is in line with data from the Higher Education Census[3], which indicates that most HEIs in Brazil are located in this region. It is also in line with data from the Capes PrInt program itself[4], in which most HEIs are also located in this region. There is no record of responses from HEIs located in the North region because institutions in this region were not part of the PrInt program at the time of the study.

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[3] More information at: https://www.gov.br/inep/pt-br/areas-de-atuacao/pesquisas-estatisticas-e-indicadores/censo-da-educacao-superior
[4] More information at: http://portal.mec.gov.br/component/tags/tag/49011

Figure 2: Distribution of participants, by region.

Source: author's, based on survey data.

Question 4, about the type of institution to which the respondent is affiliated, had its answers distributed as shown in Figure 3 below. The federal public institutions stand out, comprising 80% of participants. This data is also in line with information from the Capes PrInt program, in which most of the member HEIs are of this type of institution. There were no responses from "municipal public" or "state public" types of institutions.

Figure 3: Distribution of participants, by type of institution.
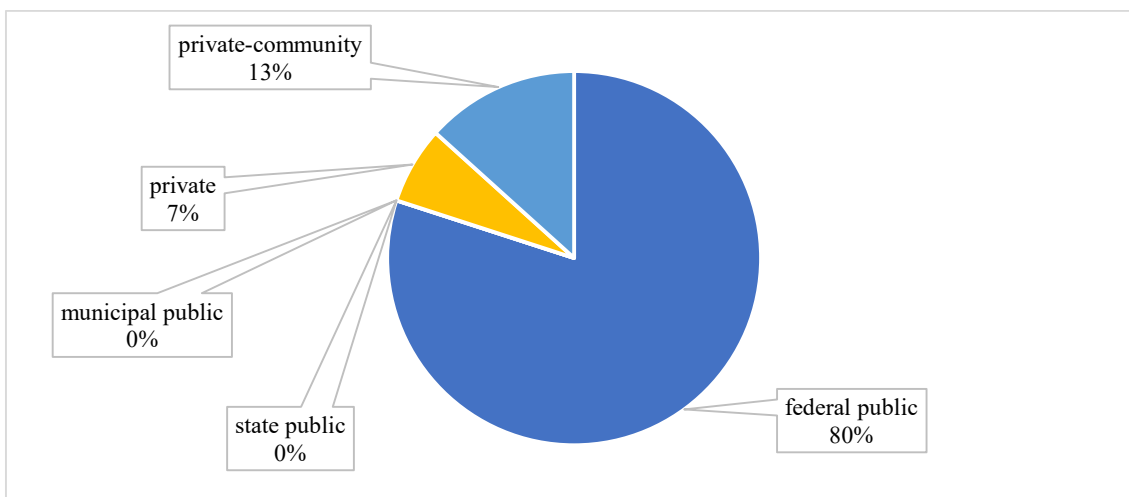
Source: author's, based on survey data.

Question 5, about the main position held by the respondent, had its answers distributed as shown in Figure 4 below. The highlight is the participation of administrative staff from different sectors of the participating universities, with more than half (60%) of the responses, although professors have a significant participation (33%). Possibly this result is related to the fact that the

messages (inviting people to take part in the survey) were addressed to the administrative sectors of the institutions or to the fact that the managers delegated to the administrative staff the task of sending responses to the survey.

Figure 4: Type of position held by the participant.
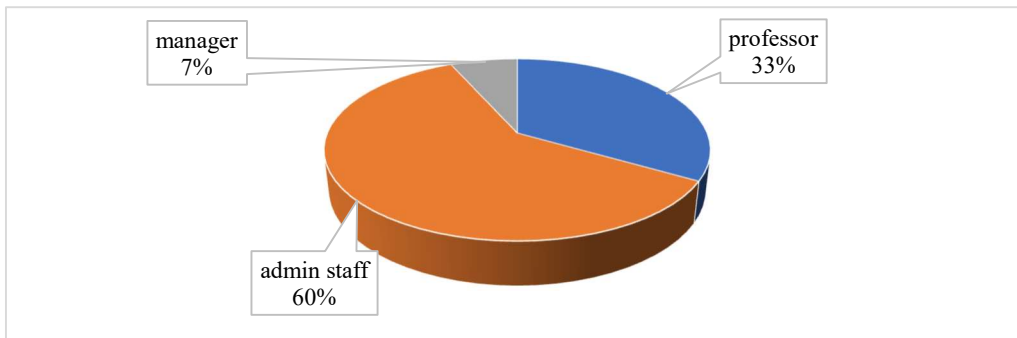
Source: author's, based on survey data.

Question 6, about the languages in which the institutional website was available, was answered as shown in Figure 5 below. Since these are Brazilian institutions, obviously all of them (100%) reported having a website in Portuguese. The highlight is the use of English on the websites (80%), with significant use of Spanish (33%). This large presence of English in HEIs is in line with research by Jenkins (2015) and Finardi and Guimarães (2017). After all, the choice of languages for the website can be considered a strategic decision, since these sites represent a "gateway" to access information about the institutions. It should be noted here that languages such as French, Italian and German are not listed as languages used on the websites of the respondents' HEIs, even though they are relevant languages for communication[5] with international academic partners.

Figure 5: Languages in which the institutional website was available.
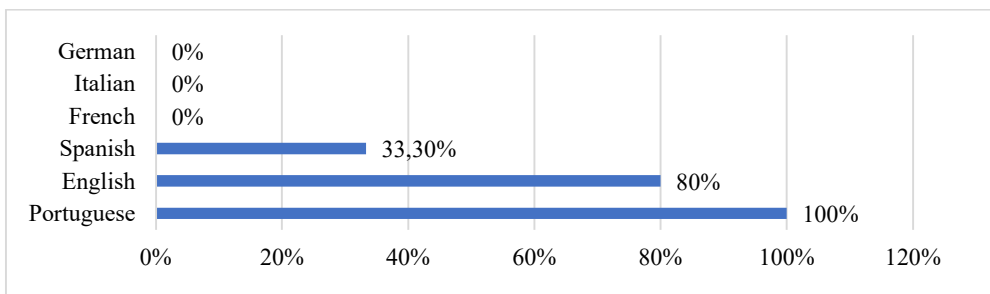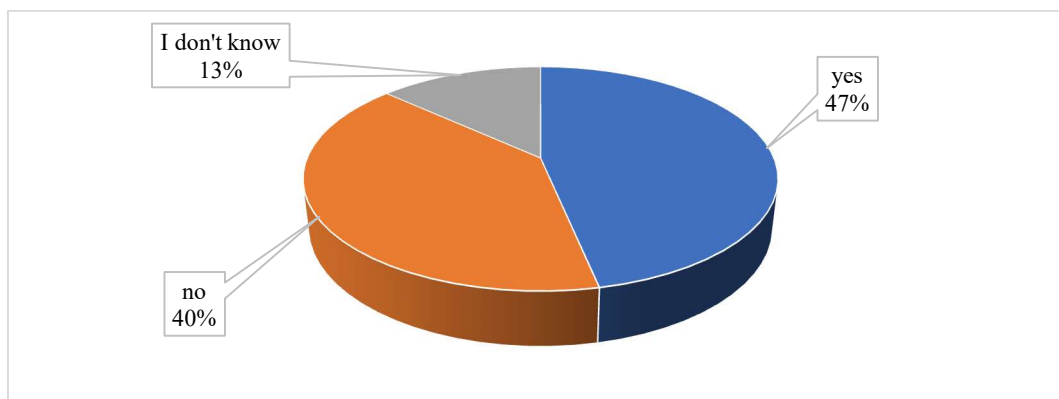

Source: author's, based on survey data.

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[5] More information at: https://www.visualcapitalist.com/100-most-spoken-languages/

Question 7, on the existence of an official language policy (LP) document in the institutions, was answered as shown in Figure 6 below. Although a large proportion of institutions (47%) indicated the existence of an official LP, a considerable proportion of them (40%) indicated that they did not have such a document and 13% of respondents claimed to be unaware of its existence. This is an interesting result, which could be better investigated with other surveys, since the "Languages without Borders" (LwB) program[6] was launched in 2017 and demanded that institutions interested in re-accreditation with LwB have an official LP approved by their governing boards, in order to subsequently receive funds from such program.

Figure 6: Existence of an official LP document.
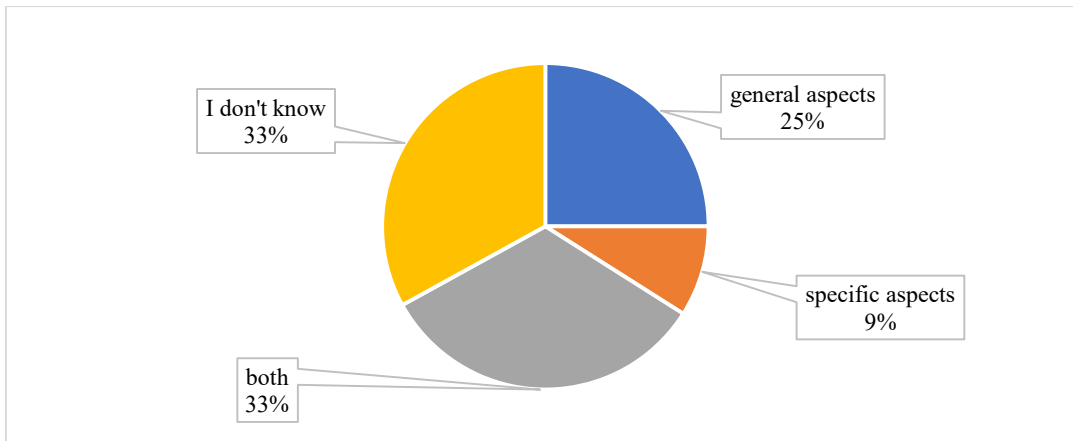

Source: author's, based on survey data.

Question 8, in the case of institutions that had an official LP, asked whether the LP covered general aspects of language use and/or specific aspects of internationalization, and the answers are shown in Figure 7 below. The answers are more distributed between the categories of "both aspects" (33%), "I don't know" (33%) and "general aspects" (25%). This result suggests that general aspects of language use are more favored in policies, even though specific aspects of internationalization (9%) are the focus of policies at some institutions. In the case of HEIs that need to expand their internationalization activities, it might be interesting to modify the existing LP texts to give more focus to the theme of internationalization and the decisive role of languages in this process (Guimarães; Finardi; Casotti, 2019). A considerable number (33%) of responses in the "I

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[6] A program funded by the federal government, initially set up to support the "Science without Borders" program. LwB offered activities to develop language proficiency, such as face-to-face classes, online courses and proficiency tests. It is currently being monitored by the Andifes network of universities.

don't know" category may suggest that the participants (from different positions) are not familiar with their institutions' LP texts.

**Figure 7**: Aspects covered in the official LP.

Source: author's, based on survey data.

In the answers to question 9, on the existence of an Internationalization Plan (IP), all the respondents (100%) indicated that their institutions had an IP. This may be the result of government initiatives in recent years, such as the "Science without Borders" (SwB), "Languages without Borders" (LwB) and "Capes PrInt" programs, which motivated the inclusion of internationalization on HEIs' institutional planning agendas, since (in many cases) the existence of this IP was a requirement for obtaining government funding (e.g., Ramos, 2018).

Question 10, on integration between LP and IP, was answered as shown in Figure 8 below. More than half of the respondents (54%) indicated that there was integration between the LP and IP texts, suggesting an affinity/connection between the topics covered, as discussed by Guimarães and Pereira (2021). However, a considerable proportion of respondents[7] (31%) indicated that they were unaware of this integration and a small proportion (15%) indicated that there was no connection between these two types of documents.

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[7] It should be noted that the invitation to the poll was sent to the institutional email address that was available on the internet on that occasion, and it is not possible to determine who the person who responded to the poll was or what position he/she held at the institution.
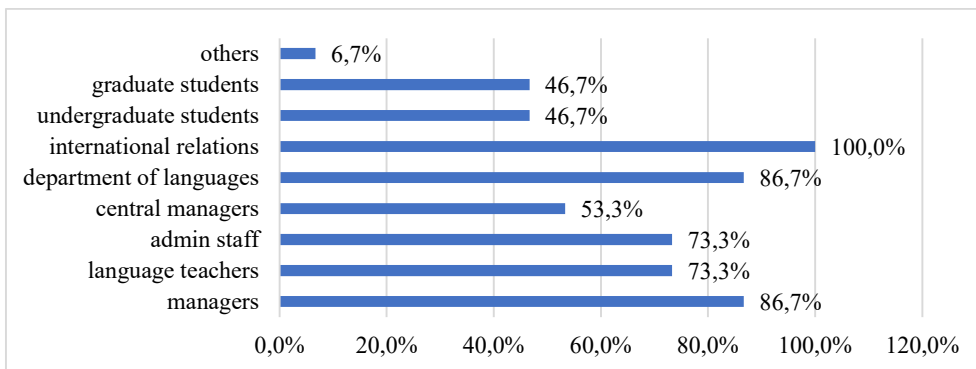
Figure 8: Integration between LP and IP texts.
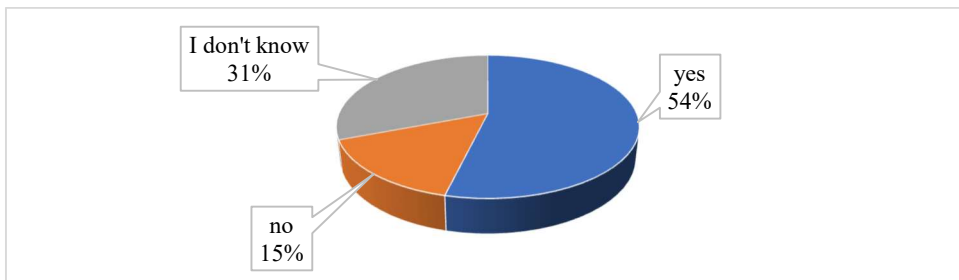
Source: author's, based on survey data.

Question 11, about which actors should participate in the design of an LP, was answered as shown in Figure 9 below. It should be noted that all the respondents (100%) indicated that the international relations office of HEIs should participate in this phase of policy design, suggesting the relevance of this office for the design of policies of this type. We also highlight the department of languages (86.7%) and managers (86.7%) as relevant actors in the design of policies, as well as administrative staff (73.3%) and language teachers (73.3%). According to the participants' answers, students (undergraduate and graduate) seem to be relatively less expressive (46.7%) as actors who should be involved in the design of LP, even though they are the group most affected by policies at HEIs, from a quantitative point of view. Responses in the category "other" include: experts, whether professors, graduate students or external consultants, who have extensive knowledge in the field and who are interested in participating or being invited to design LPs.

Figure 9: Actors who should participate in the design of the LP.

Source: author's, based on survey data.

Question 12, about which actors should participate in the implementation of LP, was answered as shown in Figure 10 below. It is noteworthy that (once again) the international relations office was the most indicated (93.3%) by respondents as the main actor for the policy implementation phase. In addition, managers (86.7%) also featured prominently in the participants' responses, suggesting a need to engage the higher hierarchical levels of HEIs in the implementation of LP, as discussed by Hudzik (2011) when he talks about "comprehensive" internationalization. Language teachers (80%) are also seen as key players in implementation, as are administrative staff (73.3%). Again, students (undergraduate and postgraduate) are not seen by respondents as relevant actors in the LP implementation phase.

**Figure 10**: Actors who should participate in the implementation of LP.
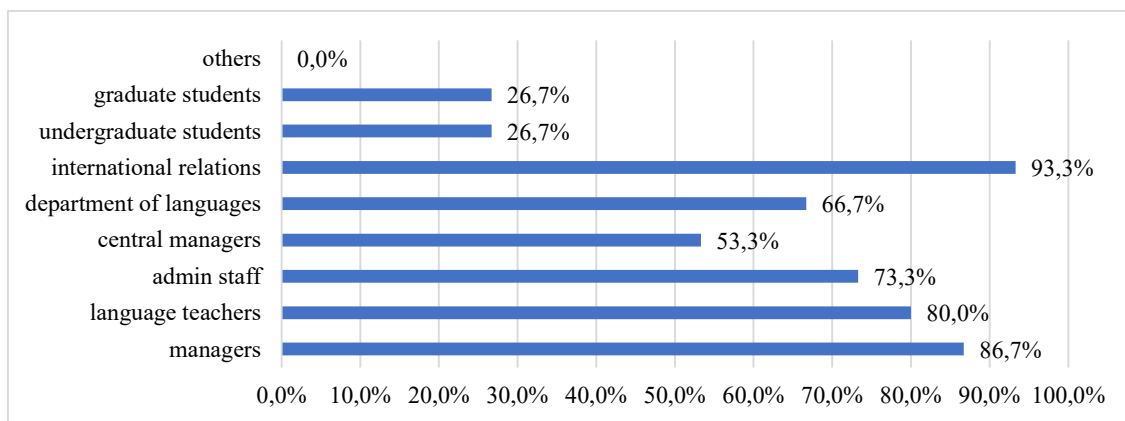
Source: author's, based on survey data.

Question 13, about which actors actually participated in LP design, was answered as shown in Figure 11 below. We highlight the participation of international relations (63.6%), language departments (63.6%) and managers (63.6%) as effective actors in the LP design process. Language teachers (54.5%) also played an important role in this process. A considerable proportion (27.3%) of the participants indicated that they were unaware of the actors who effectively participated in the design of the LP – this data suggests a need for further research into the actors involved in this process, in order to bring more visibility to the decision-makers in LP. Another piece of data that draws a lot of attention is the non-participation of students as actors in the effective design of LPs - and it is precisely they who would be most affected by the policies, from a quantitative point of view. This is contrary to Ball's (2019) proposals, which point to the need to

involve actors from multiple levels/contexts in the processes of designing, implementing and evaluating policies.

Figure 11: Actors who effectively participated in LP design.
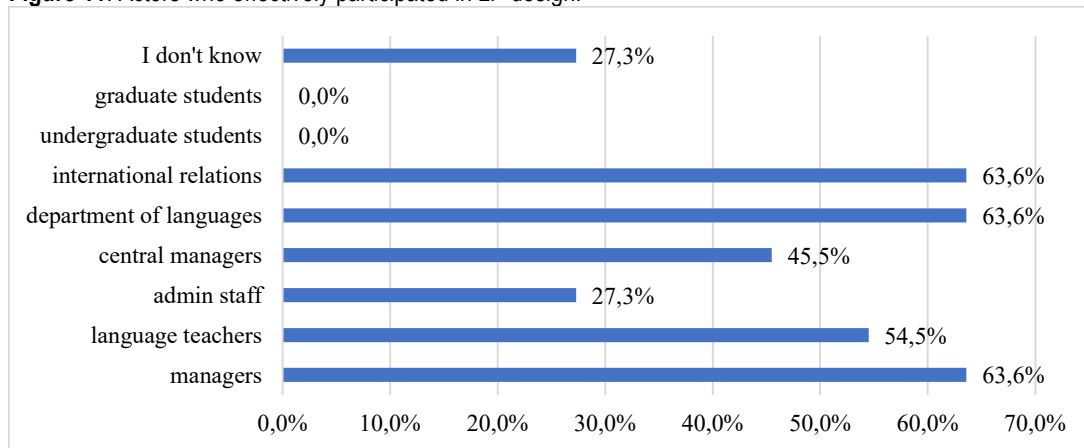
Source: author's, based on survey data.

Question 14, about the existence of opportunities for international students to learn Portuguese as a foreign language (PFL), was answered as shown in Figure 12 below. The vast majority of participants (93%) indicated that there were opportunities to learn PFL – this may be related to policies in programs such as LwB, which made it compulsory for institutions wishing to receive funding from the federal government to offer PFL courses, as discussed by Guimarães and Finardi (2021). This data may also suggest the relevance of the Portuguese language for internationalization processes in Brazil (e.g., Moita Lopes, 2013).

Figure 12: Existence of opportunities to learn PFL.
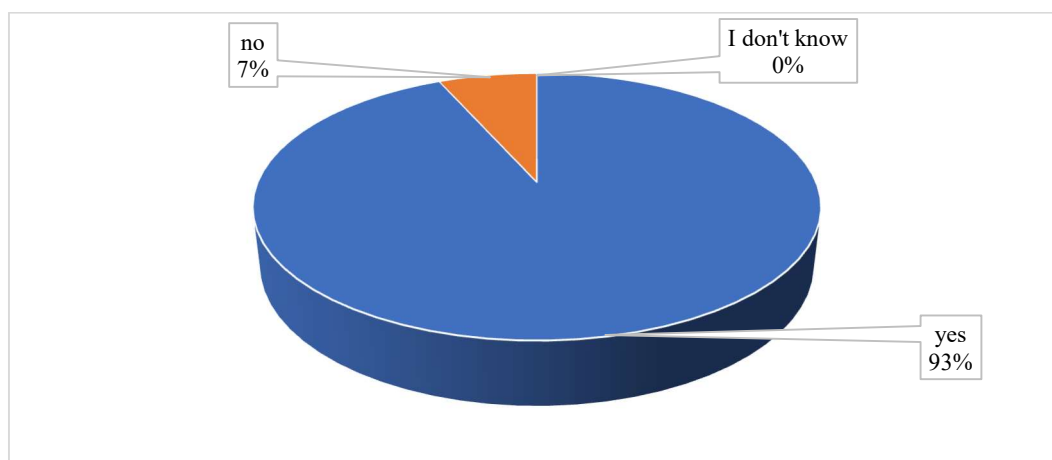
Source: author's, based on survey data.

Question 15, on the existence of members of the administrative staff (at the HEI) capable of assisting people who do not speak Portuguese, has its answers distributed as shown in Figure 13 below. The responses indicate that there are few members (66%) capable of providing services in a language other than Portuguese. A smaller proportion of responses (27%) indicated that there were many staff members capable of providing this service. This data suggests that there is a need for greater training of staff members, due to the expansion of internationalization activities in Brazil, as pointed out by Oliveira (2013).

Figure 13: Administrative staff members able to provide services in other languages.
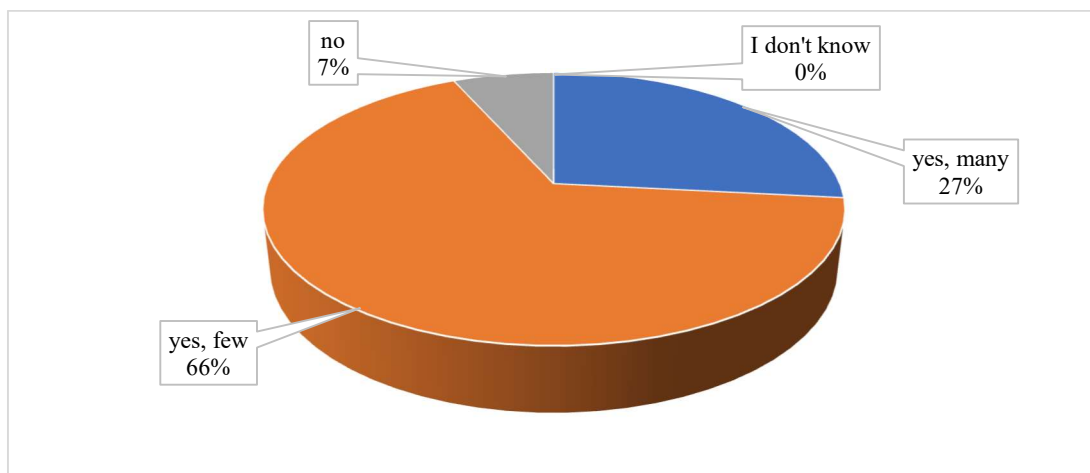
Source: author's, based on survey data.

Question 16, on the existence of researchers who write/publish articles in foreign languages, has its answers distributed as shown in Figure 14 below. The vast majority of participants (80%) indicated that there are many researchers at their HEI who are able to write/publish in foreign languages. When we compare this data with the answers to question 15 (about administrative staff), there seems to be a considerable difference in language skills (in foreign languages) between researchers and administrative staff – this difference could perhaps be "mitigated" through policies that promote more opportunities and incentives for administrative staff to learn languages. This considerable number of researchers who can produce knowledge in other languages may represent a potential for academics in Brazil to make the results of their research more accessible to users of other languages, increasing their visibility in the international context, even though English is predominating as the "language of science", to the detriment of other languages (e.g., Hamel, 2013).

Figure 14: Researchers who write/publish articles in foreign languages.
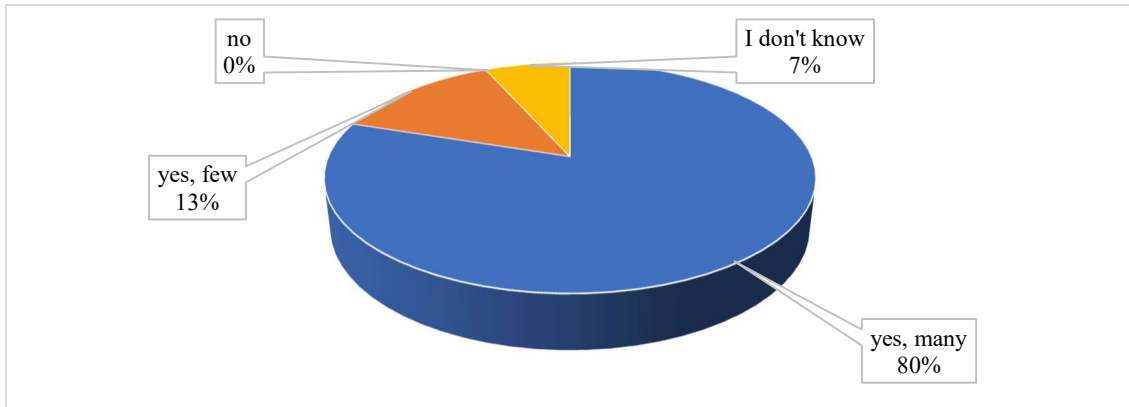
Source: author's, based on survey data.

Question 17, about the existence of teachers who use foreign languages as medium of instruction, has its answers distributed as shown in Figure 15 below. It is worth noting here that the vast majority (80%) of participants indicated that there are few teachers capable of using foreign languages as medium of instruction at their HEIs. This suggests a need for more training for teachers, so that they are able to teach courses in other languages, if the HEI is interested in offering courses in this format, even though there are major challenges for this activity, as pointed out by Kremer and Valcke (2014) and Guimarães and Kremer (2020).

**Figure 15**: Teachers who use foreign languages as medium of instruction.
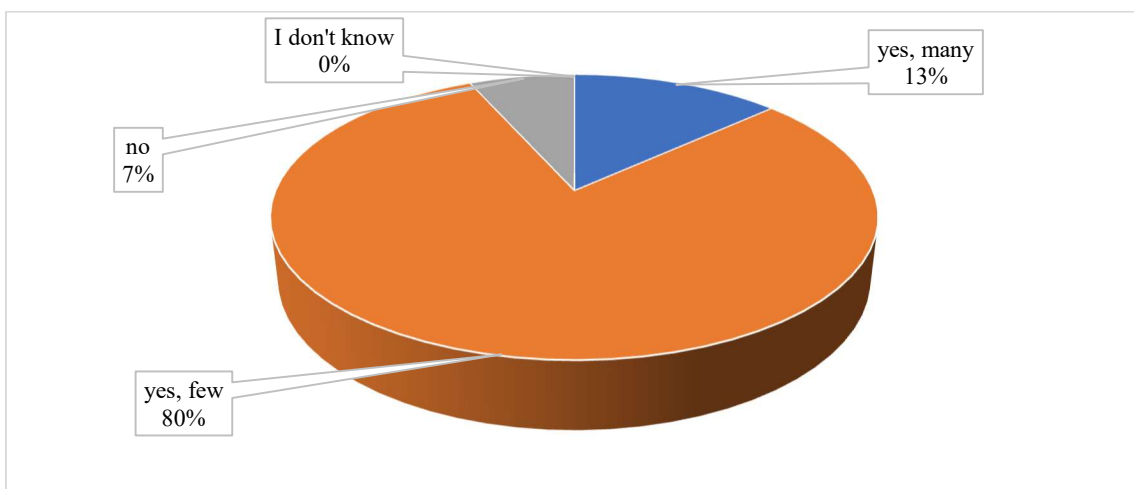
Source: author's, based on survey data.

In the answers to question 18, on the existence of opportunities for students to develop proficiency in foreign languages, all respondents (100%) reported that their institutions offer opportunities. This may be the result of government actions in recent years (SwB, LwB and Capes PrInt) which have tended to include language proficiency development activities alongside internationalization programs, as discussed by Finardi and Archanjo (2018).

Question 19, on which opportunities were available to develop language proficiency, was answered as shown in Figure 16 below. We would like to highlight the significant percentage (86.7%) of responses that pointed to language schools as the main opportunity for developing proficiency. The lower percentage of online courses (53.3%) and proficiency tests (46.7%) may be a result of the decrease in funding for these activities, since the LwB program (which offered these activities free of charge) underwent a reformulation – no longer managed directly by the Ministry of Education (MEC), it is now managed by the Andifes[8] network. The answers in the category "other" include: international academic mobility - even though this activity serves a small number of students at HEIs.

Figure 16: Opportunities to develop language proficiency.
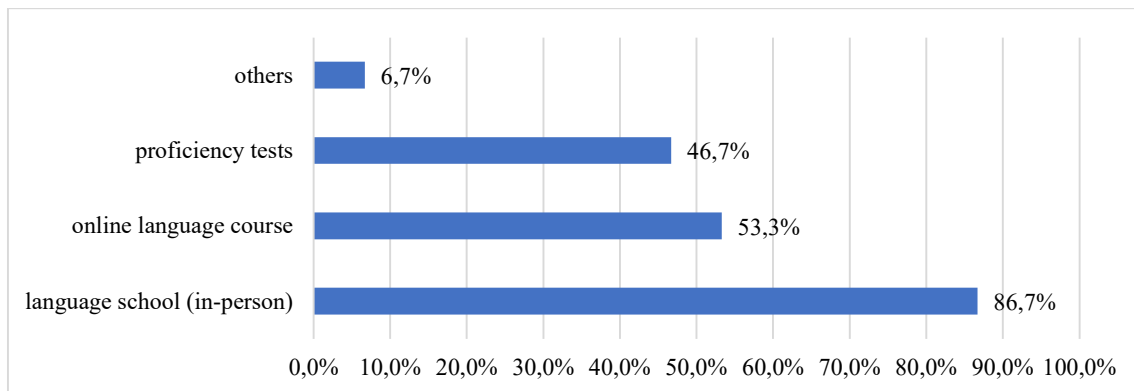
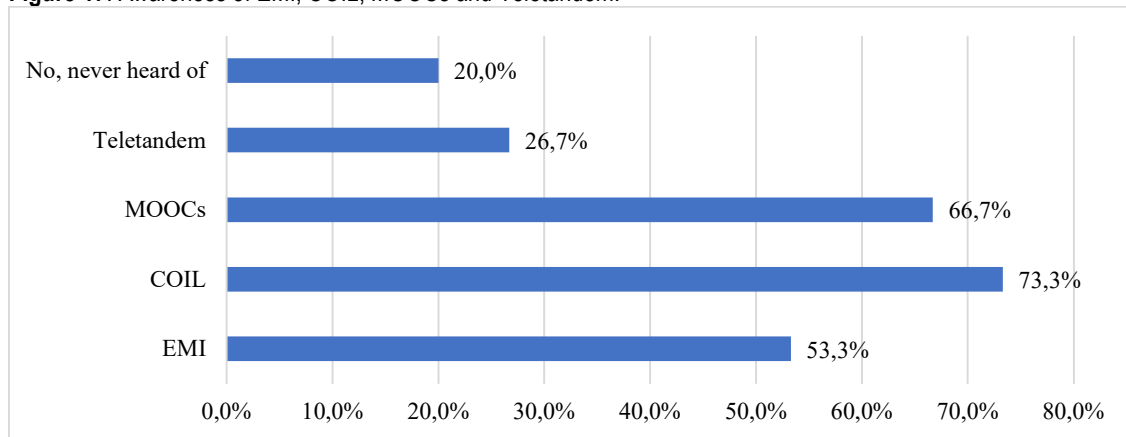**Source**: author's, based on survey data.

Question 20, about awareness of EMI (English Medium Instruction), COIL (Collaborative Online International Learning), MOOCs (Massive Open Online Courses) and/or Teletandem, was answered as shown in Figure 17 below. We would like to highlight that a large proportion of respondents are aware of COIL activities (73.3%), MOOCs (66.7%) and EMI (53.3%), suggesting that these are relevant actions for HEIs, as pointed out by Morris (2013), Martinez (2016) and Guimarães et al. (2019). However, a considerable proportion (20%) said they did not know about

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[8] More information at: https://www.andifes.org.br/?page_id=82328

these topics, indicating a need for greater dissemination of these activities as alternatives that could help with internationalization.

Figure 17: Awareness of EMI, COIL, MOOCs and Teletandem.

Source: author's, based on survey data.

Question 21, about the existence of a writing center at the respondents' institution, has its answers distributed as shown in Figure 18 below. The majority of responses (60%) point to the lack of this type of unit at HEIs. In addition, a large proportion (27%) of participants claimed not knowing about the existence of this type of service. Considering the importance of this type of unit to increase the visibility of local academic productions on a global level (via different languages), as discussed by Petric (2002) and Okuda and Anderson (2018), these data suggest a need for greater investment in writing centers, in order to support researchers who need guidance to write in this genre (academic texts) in a foreign language.

**Figure 18**: Existence of an academic writing center.
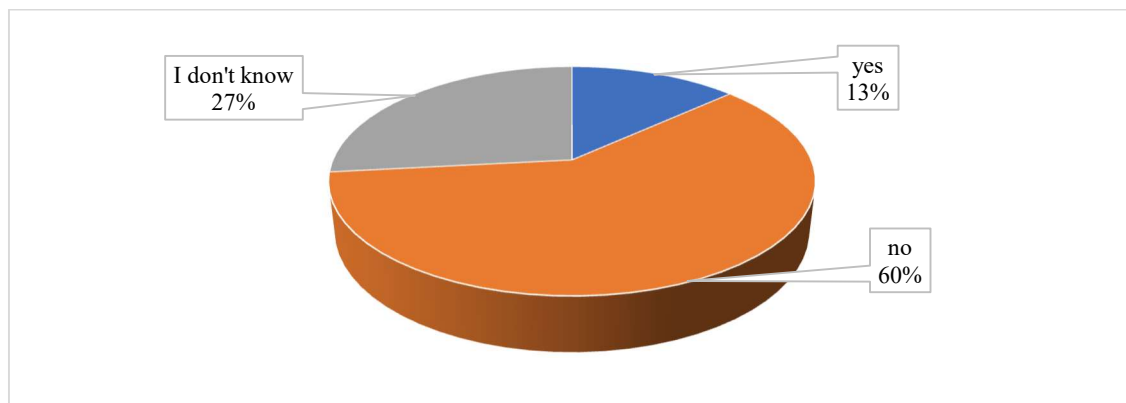
Source: author's, based on survey data.

Question 22, about which activities would be associated with the internationalization process, was answered as shown in Figure 19 below. It can be seen that all the activities listed as possible answers were indicated by everyone (100%) as activities associated with internationalization. This result is in line with traditional views on internationalization discussed by De Wit (2011) and Knight (2011).

Participants had the option to indicate other activities in the category "other" (6.7%) and the following items were mentioned: (1) language teaching; (2) participation in international events; (3) international scholars; (4) international research groups; (5) double degree [cotutelle]; (6) education of Portuguese language teachers [as second language]; (7) e-learning courses offered in foreign languages; (8) cooperation with international organizations [for example: House of Latin American culture, French-Brazilian House of Science, Confucius Institute, Sejong Institute]; (9) Language Policy [translation of institutional websites, multilingual journals, etc.]; (10) offering international experiences at the local level, through Internationalization at Home [IaH]; (11) various activities with both local and international participants; (12) activities of Internationalization at Home [IaH]. These answers reflect a broader view of internationalization, beyond the traditional views mentioned above, suggesting a more "up-to-date" view of this process on the part of Brazilian HEIs.

Figure 19: Activities related to the internationalization process.
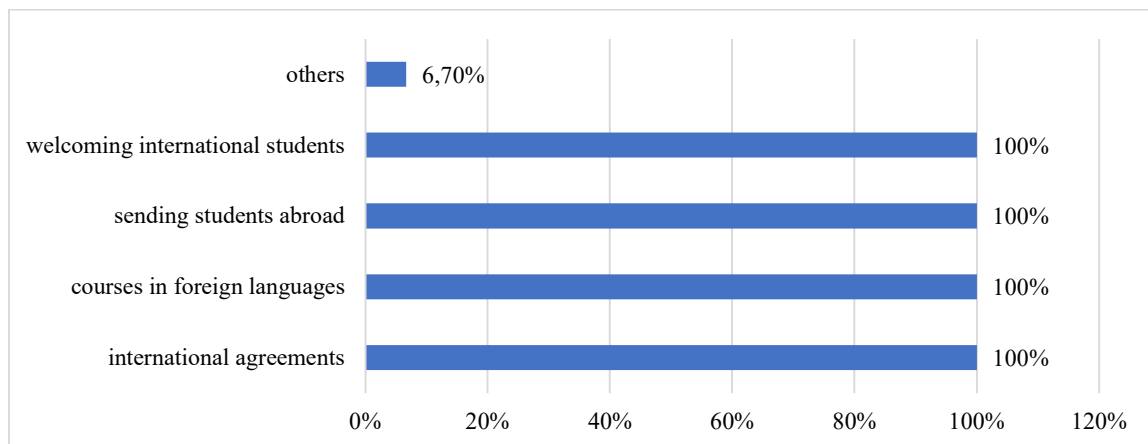
Source: author's, based on survey data.

There was also a section at the end of the poll where respondents could register their comments/suggestions. We would like to highlight the following: "Internationalization means actions aimed at strengthening academic agreements, sending and hosting students, courses in foreign languages and offering language courses" – which ended up repeating some of the actions

mentioned in question 22 (linked to traditional views on internationalization), adding only the issue of offering language courses.

To sum up, based on the data obtained in the survey, we have a few considerations to make:

1) Considering the concentration of respondents in the Southeast, South and Northeast regions of Brazil, there is a need to investigate how HEIs located in the North and Central-West (even though UnB participated) would express their opinions on the issues of internationalization and LP; it would also be interesting to research the opinions of institutions other than those of the "federal public" type - the type most present in this survey.

2) Regarding the positions held by the respondents, it was interesting to see a significant participation of administrative staff in the survey, since (in some cases) questions about policy design end up not involving this category in HEIs.

3) As for the languages used on institutional websites, we noticed a predominance of Portuguese, followed by English and Spanish, although other languages could be used, depending on the internationalization strategies of each HEI.

4) Regarding the existence of language policy (LP) and internationalization plan (IP) texts, we noticed that the participating HEIs gave priority to the IP, considering that all the respondents said there was an IP at their HEIs, but only part of them indicated that there was an official LP - even though many participants indicated that there was an integration between LP and IP.

5) As for the actors who should participate in the design and implementation of LPs, the international relations, language departments and institutional managers stood out; it is noteworthy that students were not very much indicated as actors who should participate in these processes – and they would be the most affected by the policies, in quantitative terms.

6) Regarding opportunities to learn PFL, it can be seen that HEIs are engaged with this offer, representing an "attraction" for foreigners who plan to come to Brazil to study/do research, since Portuguese is not a language that is very much studied as a second language abroad, when compared to Spanish and French, for example.

7) As for the language skills of administrative staff, there is a need to promote more language training so that they can assist people who do not speak Portuguese, for

example; as for teachers/researchers, although many of them are able to write/publish in another language, there are still few who are able to offer a course in a foreign language.

8) Regarding opportunities to develop language proficiency, activities are concentrated on face-to-face classes, online courses and proficiency tests, similar to what happened at the time of the LwB program, when it was still funded by the federal government.

9) With regard to EMI, COIL, MOOCs and Teletandem, although some respondents indicated that they were aware of these approaches, a considerable proportion of participants said that they were unaware of them, pointing to a need for greater dissemination about the possibilities of integrating these approaches into internationalization processes; it would also be interesting to establish more academic writing centers at HEIs to help produce knowledge in other languages.

10) Regarding the activities that respondents associate with internationalization, all indicated activities that are linked to more traditional views of internationalization, but there was a significant record of other actions, such as internationalization at home (IaH).

In the next section we present our final remarks of this study.

Final remarks

This study aimed to build an LP model (shown in Figure 20 below) that sought to promote more democratic language practices to support the internationalization of HEIs in Brazil, considering mainly the issue of governance and decision-makers in LP. In order to generate this model, bibliographic research was carried out and a survey was used. In this section we discuss some aspects of this model, based on a comparison between the literature reviewed, the information obtained from the bibliographic research and the results of the survey.

Figure 20: LP model
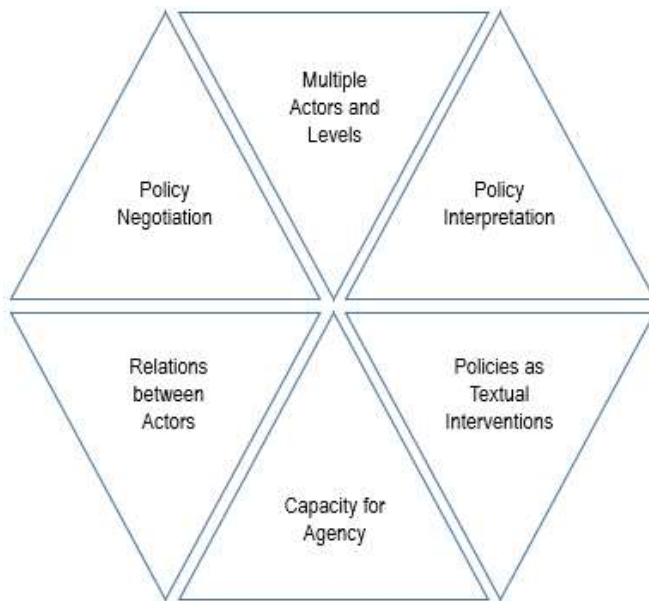
Source: author's.

a) <u>Multiple actors and levels</u>: Involvement of multiple actors/levels in the design, implementation and evaluation of policies - in the case of Brazilian HEIs, from students, administrative staff and teachers to members of the central administration and other managers; in the case of students in particular, the responses to the survey suggest the need for greater participation of these actors; the participation of actors from outside the HEIs would also be necessary, in order to identify aspects of policies that local actors may have overlooked (Bergh, 2015), even though external consultants may be viewed with suspicion by local actors (Gunter; Hall; Mills, 2015).

b) <u>Policy interpretation</u>: Interpretation and "translation" of national policies to local contexts, taking into account local values and needs; this aspect is related to the delicate balance between (local) autonomy and (national) control over policies, considering that policies are usually designed by actors outside the HEI, but the responsibility (accountability) for their implementation ends up falling on local actors, affected by "managerial" trends that apparently give more freedom/autonomy to HEIs, but maintain monitoring/control structures for the national government (Robinson, 2015). In the case of Brazilian HEIs, observing national policies and "translating" them to local contexts, such as the languages chosen for institutional websites and for offering face-to-face/online courses; also seeking greater integration between LP and

IP, so that language policies can support internationalization. Also consider the extent to which local autonomy can be exercised in the face of control devices and mechanisms, especially at national level.

c) <u>Policies as textual interventions</u>: Policies are seen as textual interventions in everyday practices, since they can determine how political agents should think and exercise their practices (Fairclough, 1992), since (supported by control systems) policies tend to shape and "normalize" the thoughts and decisions of policy actors – through a set of "appropriate" goals and practices, measured by performance indicators (Tseng, 2015). Understanding policies as "text" means interpreting policies as textual interventions codified through concessions, disputes and reinterpretations (Ball, 1993). Understanding policies as "discourse" requires understanding that policy actors "make" policy within discursive boundaries, determined by contextual and historical factors (Meo, 2015). In the case of Brazilian HEIs, to identify the predominant discourses in national policies and see how they affect local practices, in order to reinterpret the policies, considering the discursive boundaries and degree of autonomy of each HEI.

d) <u>Capacity for agency</u>: "Agency" as the capacity of an individual to carry out actions that affect the relationships in which he/she takes part (Layder, 2006), at the following levels: (1) intrapersonal; (2) interpersonal; and (3) institutional. Thus, agency is a capacity that involves multiple levels, over time/context. Exercising agency can involve contesting the meanings/values that matter to the individual, their peers and the HEI they are part of - involving disputes over which meanings/values should prevail. Thus, individuals are both policy actors and subjects of policies (Meo, 2015). In the case of Brazilian HEIs, encouraging the participation of multiple actors in the discussion of policies (through more participatory decision-making processes) and clearly discussing with them their roles in the design, implementation and evaluation of policies – for example, considering the need to train staff and teachers to provide services using different languages; also consider how this agency aspect would be integrated into the LP and implemented at the HEI.

e) <u>Relations between actors</u>: Relationships between policy actors are usually built on a long history of interactions, values and norms, which influence how individuals interpret the demands present in policies and how HEIs respond to those demands (Pogodzinski; Umpstead; Witt, 2015) – thus, reforms at the local level can be a partial response to

policies at the federal level, resulting in variations in the way broader policies are implemented at the local level. Therefore, in the implementation of policies, formal structures stemming from government policies and informal structures that reflect the local "personality" of a HEI must be taken into account. In the case of Brazilian HEIs, identify existing collaboration networks between different actors (for example, the Andifes network) – and take advantage of these networks to discuss how to interpret and apply national policies, considering the similarities and differences between the HEIs that are part of these networks, to compare the local implementation of national policies.

f) <u>Policy negotiation</u>: Possibility of negotiating (diverging, agreeing or re-signifying) different demands present in policies. The transformation of LP texts into actions involves processes that include opposition, subversion and strategic compliance with the policies in question (Ball, 2019). In the case of Brazilian HEIs, to identify the demands and trends present in policies, such as the use of EMI, COIL and MOOCs, and to verify the possibility of their implementation, considering the existing resources and the capacity for agency of the different actors, which may be limited by national policies and responsibility issues (accountability). In addition, traditional views on internationalization that affect LP (for example, limiting internationalization to academic mobility) should be reviewed and renegotiated to include alternatives such as Internationalization at Home (IaH).

In view of the topics discussed above, we return to the three essential elements of LP pointed out by Spolsky (2004; 2021) [ecologies, ideologies and management], emphasizing that practices, beliefs and interventions on languages are complex processes, as they involve different actors, interconnected levels and contexts, as well as different expectations and values of these actors.

After discussing these aspects of the LP model proposed here (items a-f, above), we hope that the discussions resulting from this study can make significant contributions to Brazilian HEIs in the processes involving the design, implementation and evaluation of LPs, in order to encourage more democratic decision-making processes, to support internationalization actions that consider the issue of multilingualism (e.g., Guimarães, 2020).

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Appendix 1

Survey model used to collect data in this study

1. Please inform your e-mail address:

2. Please inform the institution to which you are affiliated:

3. Please inform the region where your institution is located:

	Central-West
	Northeast
	North
	Southeast
	South

4. Please inform the type of your institution:

	Federal public
	State public
	Municipal public
	Private
	Private-community
	Other

5. Please inform the position you hold in your institution:

	Professor
	Administrative Staff
	Manager
	Other

6. Which languages is your institution's website available in?

	Portuguese
	English
	Spanish
	French
	Italian
	German
	Other

7. Does your institution have an official document specifying a language policy (LP)? [If so, approved by boards, such as the university council, for example].

	Yes
	No
	I don't know

8. If your institution has an official LP, does it cover general aspects of language use in the institution and/or specific aspects of internationalization?

	General aspects
	Specific aspects
	Both aspects (general/specific)
	I don't know

9. Does your institution have an 'Internationalization Plan' (IP) [or similar document]?

	Yes
	No
	I don't know

10. If your institution has an IP, would the institution's official LP be integrated/connected to that IP? [for example, the IP and LP make up a single document; either the IP mentions the LP or vice versa]

	Yes
	No
	I don't know

11. Which actors should take part in the design of an LP, in your opinion?

	Managers
	Language teachers
	Administrative staff
	Central managers
	Department of languages
	International relations
	Undergraduate students
	Graduate students
	Other

12. Which actors should take part in the implementation of an LP, in your opinion?

	Managers
	Language teachers
	Administrative staff
	Central managers
	Department of languages
	International relations
	Undergraduate students
	Graduate students
	Other

13. If your institution has an LP, which actors actually took part in designing it?

	Managers
	Language teachers
	Administrative staff
	Central managers
	Department of languages
	International relations
	Undergraduate students
	Graduate students
	I don't know

14. At your institution, do international students have opportunities to learn Portuguese as a foreign language (PFL)?

	Yes
	No
	I don't know

15. In your institution, are there members of the administrative staff capable of assisting people who do not speak Portuguese?

	Yes, many
	Yes, few
	No
	I don't know

16. In your institution, are there researchers who write and publish articles in foreign languages?

	Yes, many
	Yes, few
	No
	I don't know

17. In your institution, are there teachers who use foreign languages as medium of instruction?

	Yes, many
	Yes, few
	No
	I don't know

18. In your institution, do students have opportunities to develop their proficiency in foreign languages?

	Yes
	No
	I don't know

19. If yes, which are these opportunities?

	Language school (in-person)
	Online language course
	Proficiency tests (for example: TOEFL, IELTS, DELF, DALF, DELE, TestDaF, etc.)
	Other

20. Have you ever heard about EMI (*English Medium Instruction*), COIL (*Collaborative Online International Learning*), MOOCs (*Massive Open Online Courses*) and/or *Teletandem*?

	EMI
	COIL
	MOOCs
	Teletandem
	No, never heard of

21. Does your institution have a Writing Center (or similar unit)?

	Yes
	No
	I don't know

22. In your opinion, internationalization takes place through:

	International agreements
	Courses in foreign languages
	Sending students abroad
	Welcoming international students
	Other

If necessary, please leave your comments and suggestions here: