

THE CONDITIONALITY OF THE ASSESSING STATE AND ITS IMPLICATIONS IN THE EVALUATION AND MERCANTILIZED EXPANSION OF BRAZILIAN HIGHER EDUCATION

A CONDICIONALIDADE DO ESTADO AVALIADOR E SUAS IMPLICAÇÕES NA AVALIAÇÃO E A EXPANSÃO MERCANTILIZADA DA EDUCAÇÃO SUPERIOR BRASILEIRA

LA CONDICIONALIDAD DEL ESTADO AVALIADOR Y SUS IMPLICACIONES EN LA EVALUACIÓN Y LA EXPANSIÓN MERCANTILIZADA DE LA EDUCACIÓN SUPERIOR BRASILEÑA

Alisson Slider do Nascimento de Paula¹
Frederico Jorge Ferreira Costa²
Kátia Regina Rodrigues Lima³

ABSTRACT: The present work will seek to analyze the conditionalities of the rationality of the evaluating State for the evaluation of Brazilian higher education. The private/commercial sector has gained space in the state sector, since the state conditions in its own processuality the accountability mechanisms of the international market. The methodological procedures used are a theoretical study with a bibliographical and documentary character, with a qualitative research approach. It was considered that in the logic of the large-scale evaluation its results are eventually used to build rankings among institutions, cities, states and countries. In the scope of higher education this evaluation process gives direct emphasis to teaching overvaluing it to the detriment of research and extension.

KEYWORDS: Evaluation of higher education. SINAES. Expansion of higher education. Merchantilization of education.

RESUMO: O presente trabalho busca analisar as condicionalidades da racionalidade do Estado avaliador para a avaliação da educação superior brasileira. O setor privado/mercantil ganhou espaço no setor estatal, uma vez que o Estado condiciona em sua própria processualidade os mecanismos de *accountability* próprios do mercado internacional. Os procedimentos metodológicos utilizados tratam-se de estudo teórico de cunho bibliográfico e documental, tendo como abordagem de pesquisa qualitativa. Considerou-se que na lógica da avaliação em larga escala seus resultados são eventualmente utilizados para constituição de *rankings* entre instituições, cidades, Estados e países. No âmbito da educação superior esse processo de avaliação dá destaque direto para o ensino supervalorizando-o em detrimento da pesquisa e da extensão.

PALAVRAS-CHAVE: Avaliação da educação superior. SINAES. Expansão do ensino superior. Mercantilização do ensino.

RESUMEN: El presente trabajo se buscará analizar las condicionalidades de la racionalidad del Estado evaluador para la evaluación de la educación superior brasileña. El sector privado / mercantil ganó espacio en el sector estatal, ya que el Estado condiciona en su propia procesalidad los mecanismos de *accountability* propios del mercado internacional. Los procedimientos metodológicos utilizados se tratan de estudio teórico de cunho bibliográfico y documental, teniendo como abordaje de investigación cualitativa. Se consideró que en la lógica de la evaluación a gran escala sus resultados son eventualmente utilizados para la constitución de *rankings* entre instituciones, ciudades, Estados y países. En el ámbito de la educación superior ese proceso de evaluación da destaque directo a la enseñanza sobrevalorándolo en detrimento de la investigación y de la extensión.

PALABRAS CLAVE: Evaluación de la educación superior. SINAES. Expansión de la Enseñanza Superior. Mercantilización de la enseñanza.

INTRODUCTION

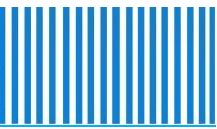
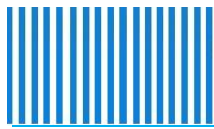
In Brazil, Higher Education experienced several deep metamorphoses, according to the local and global economic and political conjunctural situation. In 1968, in particular, the University reform of the civil-military regime expressed well the interests of the hegemonic sectors with this level of education. This reform represented, according to Martins (2009), the genesis of a “new” type of private higher education in Brazilian society. Since then, the educational sector has become the target of mercantile interests and is boosted through international organizations with their notes for this level of education, especially for the countries of the capitalist periphery.

The private sector gained prominence in this process, but it was not limited to this, since from the 1990s through the redefinition of the role of the State the logic of republican institutions in Brazil, especially the universities suffered a deepening in the logic of commodification, as well as the reform of higher education in the Fernando Henrique Cardoso (FHC) and Lula da Silva governments, which implemented a myriad of policies for higher education.

The state gains a new sense, conditioning in its own proceduralism the mechanisms of accountability proper of the international market. From this perspective, the logic of evaluation gains prominence and appropriates the *modus operandi* of the state apparatus. In addition to that, the private sector has sought to expand higher education by increasing the number of institutions, courses, enrollments and ways of eroding the boundaries between public and private.

In addition, evaluation has become the central theme of great debates on a global scale, exalting the theme of evaluation as a political strategy to instigate emancipatory experiences for all social subjects. However, what is placed on the agenda is whether there is a predominant valuation with a strong technical and accounting content that is disjointed from the socio-cultural values historically constituted by the popular sectors. "What would translate evaluation into mere accounting control rather than (self) regulation and social control" (SOUZA, 2009, p.17).

What is intended here is to analyze the evaluation mechanisms of Brazilian higher education, the conditionalities operated by the evaluating State and what are the underlying objectives embedded in these evaluative mechanisms. For the methodological treatment, a specialized bibliography on the themes was used, besides documentary analysis making use of the indications of Evangelista (2012, page 53) “to locate, to select, to read, to re-read, to systematize and to analyze the evidences contained in documents, relating to the theoretical contribution organized”. At the limit, this work is organized at the first moment in the analysis of the logic of the evaluating and regulating State arising from the neoliberal



conception of capitalism in crisis, therefore, the analysis discusses the processes of evaluation of higher education carried out by SINAES and ENADE, implying in the verification and identification of the expansion of this level of education.

STATE EVALUATOR/REGULATOR AND EVALUATION OF HIGHER EDUCATION

In *Educational evaluation: regulation and emancipation*, Almerindo Janela Afonso presents the articulation between State, market and evaluation. According to the author, one of the strategies of the new right in the process of dismantling the welfare state was the introduction of quasi-market mechanisms, with specific arrangements according to national circumstances. In order to explain this phenomenon, Afonso (1999, p. 139) uses the definition of Le Grand (1991),

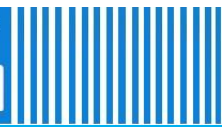
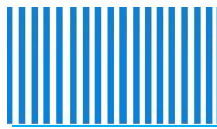
[...] quasi-markets are markets because they replace the monopoly of state suppliers by a diversity of independent and competitive suppliers. They are quasi because they differ from conventional markets in important respects. Thus, for example, organizations compete for customers but do not necessarily aim to maximize their profits; the purchasing power of consumers is not necessarily expressed in monetary terms and in some cases consumers delegate in certain respects their market representation.

Quasi-market mechanisms of "liberalization" were also introduced in the educational sphere. From this perspective, the state does not lose its protagonism. This is modified to ensure greater regulation and control through the articulation between financing-supply-regulation (AFONSO, 1999). In practice, control takes place through the introduction of national curricula and standardized exams.

Studies by Mary Henkel, quoted by Afonso (1999), regarding changes in public policy in England in the period of 1983 and 1989 indicate that,

The government identified evaluation as a significant component of its path to achieve some key goals: to control public spending, to change public sector culture, to change boundaries and to define public and private spheres of activity (HENKEL 1991 apud AFONSO, 1999, p.140).

Therefore, the evaluation is then conceived as an instrument for benchmarking and results to the detriment of reflection on the process. Accountability, (manifestation of the economic paradigm from measurable results), enables competition between services and the choice of consumers. It is a model of accountability based on market logic (market accountability). This evaluation perspective belongs to the State evaluator that defines the educational policy for the education systems in order to control the school curriculum and its results. The results of the evaluation are used to map where the educational market should act and how to act.



In Brazil, the model of the evaluating state is associated with the assumption of neoliberalism since the 1990s. In this decade, the reconfiguration of the state was carried out through the successive governments - Collor de Mello (1990-1992), Itamar Franco (1992- 1994), Fernando Henrique Cardoso (1995-2002), Lula da Silva (2003-2010) and Dilma Rousseff (2011-2016).

The governments mentioned above, following the guidelines of the Washington Consensus and international organizations (such as the IMF, World Bank, OECD), implement draconian measures of privatization of public assets, deregulation of the economy, fiscal adjustment, financial liberalization, trade liberalization, among others.

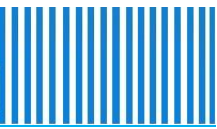
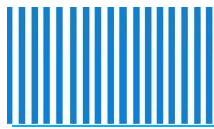
In the government of Fernando Henrique Cardoso these measures were deepened and the Ministry of Administration and State Reform (MARE) were created, which reconfigures the State in four sectors and defines activities that are exclusive to the State as well as those that are not exclusive to it, thus market share or quasi-market.

Large-scale evaluation policies aimed to control and manage results are driven in this scenario. In higher education, the most emblematic example was the National Exam of Course-ENC better known as Provão. To better understand the implementation of this evaluation perspective, it will be necessary to situate the evaluation experiences in Brazil historically from 1990.

The large-scale evaluation policies aimed to control and manage results were driven in this scenario. In higher education the most emblematic example was the National Exam of Course-ENC better known as “Provão”. To better understand the implementation of this evaluation perspective, it will be necessary to situate the evaluation experiences in Brazil from 1990.

In Itamar Franco’s government; Collor de Melo, vice president and successor who had undergone an impeachment process, took place the first experience of institutional evaluation - the Institutional Evaluation Program of Brazilian Universities (PAIUB). The Program counted on the adhesion of at least 71 universities that sent evaluation projects to the National Evaluation Commission (CNA). It was financed by MEC, which boosted its expansion. Ristoff (1996) points out that some guiding principles were present in the PAIUB's conception: globality, comparability, respect for institutional identity, non-award or punishment, voluntary adherence, legitimacy and continuity.

Decree No. 2026/96 established the procedures for the evaluation process of higher education institutions and courses based on the analysis of: a) the overall performance indicators of the national higher education system; b) the evaluation of the individual performance of Higher Education Institutions (HEI), carried out by an external committee; c) the conditions of the



courses (didactic-pedagogical organization, adaptation of physical facilities, existence of laboratories, workshops and other environments necessary for curriculum development, qualification of the faculty, adequacy of the library and its collection, operation and environment) and the results of the National Examination of Courses (Provão), carried out by committees of teaching specialists; d) the evaluation of masters and doctoral programs.

The overall performance indicators, defined in Art 3 items I to XI, comprised:

I- gross and net enrollment rates; II - rates of availability and use of vacant places for admission; III - evasion and productivity rates; IV - average time for completion of courses; V - indices of qualification of the faculty; VI - average ratio of students per teacher; VII - average size of classes; VIII - participation of expenditure on higher education in public expenditure on education; IX - public expenditure, per student in public higher education; X - expenditure per student in relation to the Gross Domestic Product – (PIB) per inhabitant in the public and private systems; XI - proportion of public expenditure with teacher compensation. (BRASIL, 1996, s.p.).

Although the decree affirmed that the external commission would take into account the self-assessment of higher education institutions, in practice this was not observed. The evaluation was centered on the results of the exam, offer conditions, control purposes, regulation and performativity. Performativity was boosted with the help of the mainstream media and the construction of rankings that, consistent with the mercantile ethos, established a kind of accountability for consumers in the educational service.

In terms of educational policy, more specifically, it is a matter of trying to reconcile the evaluating State - concerned with the imposition of a common national curriculum and control of results (especially academics) - and the market-based educational philosophy, namely, by the diversification of supply and the competition between schools. (AFONSO, 1999, p.141).

This logic is effective in the panorama of higher education through its system of evaluation that, through the various mediations via neoliberal rationality, is subordinated to the logic of regulation in the time of unbalanced mercantilism.

THE REGULATION AND TECHNICAL EVALUATION / ACCOUNTING MECHANISMS OF HIGHER EDUCATION

The National System for the Evaluation of Higher Education (SINAES) emerged in 2004, with the approval of Law no. 10,861, coordinated by the Commission for the Evaluation of Higher Education (CONAES). This process integrates three evaluation modalities, according to Lacerda, Ferri and Duarte (2016, p. 976), “AVALIES, an institutional evaluation process

conducted by the Internal Evaluation Committees (CPA) and external commissions; ACG - Evaluation of Undergraduate Courses; and, ENADE, the National Examination of Student Performance”.

The SINAES is an unprecedented system of evaluation of Brazilian higher education and systematizes three types of procedures that would complement each other in the organization of the evaluation:

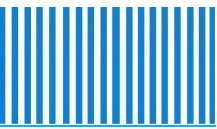
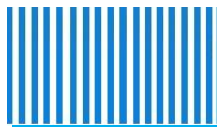
[...] the peer evaluation for courses, established through the ACG; the summative evaluation of the teaching process, configured in the students' performance in ENADE; and the formative evaluation of the entire institution, through the continuous process of self-assessment conducted by CPA, AVALIES. Such evaluations would occur in cycles that would combine: ENADE and ACG in triennial cycles established by area of knowledge and AVALIES in a less biennial cycle with the elaboration of partial and annual reports interspersed. Part of this evaluative process would be used to regulate higher education, and the system would self-regulate from the integration of the three modalities, coming from the meta-evaluation (Lacerda, Ferri, Duarte, 2016, p. 976).

Ristoff and Giolo (2006) consider that the ACG is set up as an instrument that privileges the conception of evaluation in a context in which there is already an evaluation process, however, without effective operation. Law no. 10.861 considers in its 4º article that the evaluation mechanism of the courses seeks to identify the teaching conditions that are being provided to the students, especially regarding the identification of the faculty profile and the infrastructure of the institution.

Chart 1 seeks to identify the evaluation tools that make up the SINAES, highlighting its procedures and results:

Chart 1. Constitutive elements of SINAES

	Evaluation Instruments	Procedures	Results
SINAES	*Institutional Evaluation	* Self-assessment - coordinated by the Self Evaluation Committee (CPA) of each Higher Education Institution, analysis of the dimensions defined by the law that regulated the SINAES * External Evaluation – <i>in loco</i> evaluation carried out by committees designated by INEP, including: - Analysis of the institutional documentation; - Self-study analysis; - Analysis of information by other instruments; - Visit.	Preparation of reports; Dissemination of results; Elaboration of a critical assessment; Report of the Commissions sent to CONAES for a conclusive opinion which should subsequently be sent to SESU for regulatory purposes.
	*Undergraduate courses	* Electronic form filling composed of three major dimensions: the quality of the teaching staff, the didactic-pedagogical organization and the physical facilities, with an emphasis on the library.	Report of undergraduate course evaluations. Recognition or renewal of recognition of undergraduate courses, representing a necessary measure for the



	* National Student Performance Exam (ENADE)	* <i>In loco</i> visits of external committees. Test composed of multiple choice and discursive questions; * Questionnaire about students' perception about the exam; * Socio-economic-educational questionnaire; * Questionnaire answered by the coordinator of the course submitted to the evaluation.	issuance of diplomas. Technical summary; Course report; IES Report; Synthesis Report; Individual Performance Bulletin; Preliminary Course Concept.
--	---	--	--

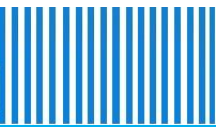
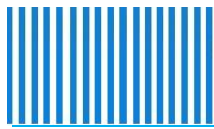
Source: Rodrigues (2008); Rodrigues, Peixoto (2009).

Regarding to student assessment, this process is carried out through ENADE, in which it is applied to undergraduate students in their final year of study. This evaluation is "expressed through concepts, based on minimum standards established by experts from different areas of knowledge, with the aim of expressing with greater reliability the students' performance" (CANO, ELOY, 2016, 622). This program is linked to SINAES as a key part of the Brazilian higher education evaluation system.

Some transformations were carried out at the SINAES at the end of the first cycle in 2007, such changes were due to its *modus operandi* finding various obstacles besides the difficulty of overcoming these problems, so that the final students were faced with an expressive number of exams at ENADE. In addition, the other modalities of evaluation of SINAES, AVALIES and ACG, did not obtain a positive performance in the integration of modalities, resulting, in turn, in the reduction of ACG in favor of ENADE. As far as AVALIES is concerned, this modality has obtained external appreciation only as a report that subsidizes the IES's re-accreditation. "This has reduced the evaluation to suit the urgency of regulation, hampered by the universe of IES with increasing number of undergraduate and graduate courses" (Lacerda, Ferri, Duarte, 2016, p 976) .

In this sense, ENADE gains centrality in the interaction with the other SINAES evaluation modalities, because through this program and with the inclusion of the General Course Index (IGC), the results are systematized in data and made available to the public interest as a function of the policy transparent of the ENADE, with this, the mainstream media can appropriate this data to build and publish rankings of courses and HEIs that depend directly on the performance of the student when taking the exam. Thus, this methodology focuses explicitly on the logic of the technical and accounting predominance of the evaluation centered on the three Es: Efficiency, Efficacy and Effectiveness.

Following this reflexive itinerary, another crucial logic to question is the accreditation / evaluation process that is directly articulated with the intent of international organizations under a bias of neoliberal rationality based on the logic of the globalization of capital. The Brazilian proposal for this process is linked to the proposition to create the National Institute for Supervision and Evaluation of Higher Education (INSAES), which for Barreyro (2015, p.6),



[...] can be understood from this perspective of relations between national and global policies. Both the European Union practices propagated by ENQA and those of ARCU-SUR require an accreditation agency. Brazil does not have it and performs these functions through various organs of the structure of the Ministry of Education. The INSAES is crossed by this conjuncture, but it is not directly generated by it. This is clear when analyzing the creation project in which the features of the higher education policy in the country are verified, more regulatory than evaluative, unlike the evaluation agencies in European and Latin American versions.

Some agency networks, associated with institutions, operate their practice in an insightful way to advocate and condition evaluative processes, such as the International Network for Quality Assurance Agencies in Higher Education (INQAAHE), besides other networks that are located in other locations on a global scale.

With this, both accreditation and rankings would have limits regarding quality assurance. The accreditation process of the institutions and courses would circumscribe the performance to determine "the ability or not to work, with few consequences for the improvement of quality: it would only serve to certify that a course or institution has the minimum conditions to function" (BARREYRO, 2015, p.10). Concerning the international rankings, these seek to verify the excellence of research institutions throughout the global territory and not necessarily all institutions. Thus, a great deficit of information about teaching and learning in a planetary dimension is generated, in a context of massification of higher education (OECD, 2013).

It was within the Organization for Economic Co-operation and Development (OECD) that the ministers of education of the countries that make it up - in the search for an instrument to evaluate learning in higher education took place in the proposal to create the Assessment of Higher Education Learning Outcomes (AHELO) in its translation: "Evaluation and Learning Outcomes of Higher Education" would be "a direct evaluation of students' performance on a global and valid level in diverse cultures, languages and different types of institutions" so that they understand "What they know and what they can do after graduation" (OECD, 2013, sp).

Higher Education in Brazil has not differed in the last decades from what it advocates in the global dominant conceptions about the adaptation of these systems of formation of the dependent countries to the evaluation policies and processes. In this sense, it is understood that from the guidelines of the international organisms a dependent pattern of higher education is conceived, which in turn has an evaluation / regulation process corresponding to its culture of institutional evaluation.

In the limit, the SINAES underwent a process of inversion of its primal logic. The self-assessment - when the SINAES was implemented - should be the final axis for the various

evaluation processes, at that moment, the judgment of the elements of the evaluation processes would be possible. However, the centrality of ENADE was highlighted in the evaluation system and in the regulation itself. In fact, ENADE gaining prominence in regulatory frameworks conditioned the *modus operandi* of Brazilian IES, thus characterizing the evaluation based on an accountability model.

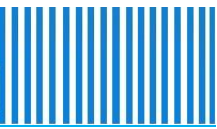
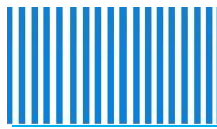
The notion of accountability is articulated in an inseparable way from the logic of SINAES. Lacerda, Ferri and Duarte (2016, p. 988) recognize that,

The accountability dimension was recognized by the publication of the CPC of the courses and the IGC of the HEI, their derived classifications and the justification of the IES in relation to courses with low performance ... Add to this the distribution of scholarship They program University for All - ProUni, from the federal government, for which a course concept (either ENADE, CPC or CC) is required for a minimum of 3 to be eligible.

The centrality of the performance exam is the basis for the regulatory frameworks of IES. This process is similar to the Program for International Student Assessment (PISA), as well as the logic of SINAES in the constitution of rankings through results released by IGC. The criteria that constitute the framework of the educational evaluation within the neoliberal rationality are indicators and parameters for the evaluation in a classificatory phase, that is comparative, as well as scalable, with this, the SINAES appropriates these criteria without explicitly defining the real meaning of quality that seeks to improve Brazilian higher education.

THE MERCANTILIZED EXPANSION AND ITS CONDITIONING BASES

The evaluative logic in which SINAES is expressed is not something isolated. However, it is part of a context in which private/commercial interests express themselves as hegemonic. These interests manifest themselves directly with the expansion of Brazilian higher education. The expansion of higher education takes place in historical circuits in Brazil, starting from the 1968 reform of the Civil-Military regime, in which the emphasis was placed on the privatization of Brazilian higher education. In this context, the first experiences began to prosecute its proceduralism. In addition, after the redemocratization of the republic, higher education has undergone several reforms, ranging from the Cardoso government to the large increase of Private Higher Education Institutions (IPES). Furthermore, in Lula da Silva's and Dilma Rousseff's governments, programs were instituted for public institutions and for the IPES, thus expressing, in a concrete way, the dilution of the boundaries between the public and the private, with mercantile interests predominating. Although there has been expansion in the public sector, privatization has permeated and permeates this space with management contracts, with the collection of fees in addition to the sale of paid courses in post-graduation *lato sensu* and *stricto sensu* with masters and professional doctorates.



The expansion of higher education in Brazil occurs similarly to central and peripheral countries. This process involves, among other things, the relationship between state regulation and the culture of institutional evaluation.

It should be emphasized that, in order to be able to identify the problems arising from this relationship and its implications for the quality of the higher education system, as Sguissardi (2008) accentuates, it is necessary to characterize, even briefly, the expansion model of this subsystem of education in the Brazil, as well as to verify the understanding about the regulation and the assumptions of the evaluation and self-evaluation in the IES.

[...] the Preliminary Concept of Courses - CPC and the General Index of Courses of Institutions of Higher Education - IGC are examples of a certain model of regulation that would contradict frontally one of the basic objectives of the National System of Evaluation of Higher Education – SINAES: the gradual implementation of the evaluation culture in IES. The Brazilian IES ranking follows the application of the IGC, released by the media a few days after the creation of this index, and being seen by many experts who have helped to design and deploy SINAES as their most complete denial. (SGUISSARDI, 2008, pp. 857-858).

In this process, there is a neopragmatic predominance that overvalues the mercantile competition that, in turn, swallowed the logic of regulation and evaluation of Brazilian higher education making use of the subterfuge of the evaluation of its quality. However, how to design quality in a subsystem which has undergone a predominantly private/commercial expansion process? Despite the policies for the Federal Institutions of Higher Education (IFES) through the Federal University Restructuring and Expansion Support Program (REUNI), which provided expansion in public institutions, the private sector was privileged from programs which have torn apart the boundaries between public and private sectors, such as the University for All Program (ProUni) and the Student Financing Fund (FIES), which - in the logic of official discourse - offer public vacancies in the private/commercial sector.

Table 1 shows that the expansion took place exponentially in the private/commercial sector, although there are expansive vestiges in public institutions, especially in the IFES. Despite of that, they are nothing more than palliative and contradictory measures.

Table 1. Expansion of the number of IES - According to administrative category (2009-2016)

Year	Municipal	State	Federal	Total of Public Institutions	Total of Private Institutions
2009	67	84	94	245	2.069
2010	71	108	99	278	2.100
2011	71	110	103	284	2.081
2012	85	116	103	304	2.112
2013	76	119	106	301	2.090

2014	73	118	107	298	2.070
2015	68	120	107	295	2.069
2016	66	123	107	296	2.111
Δ 2009-2016	-1,49%	46,43%	13,83%	20,82%	2,03%

Source: Censo da Educação Superior (INEP/MEC, 2013; 2014; 2015; 2016).

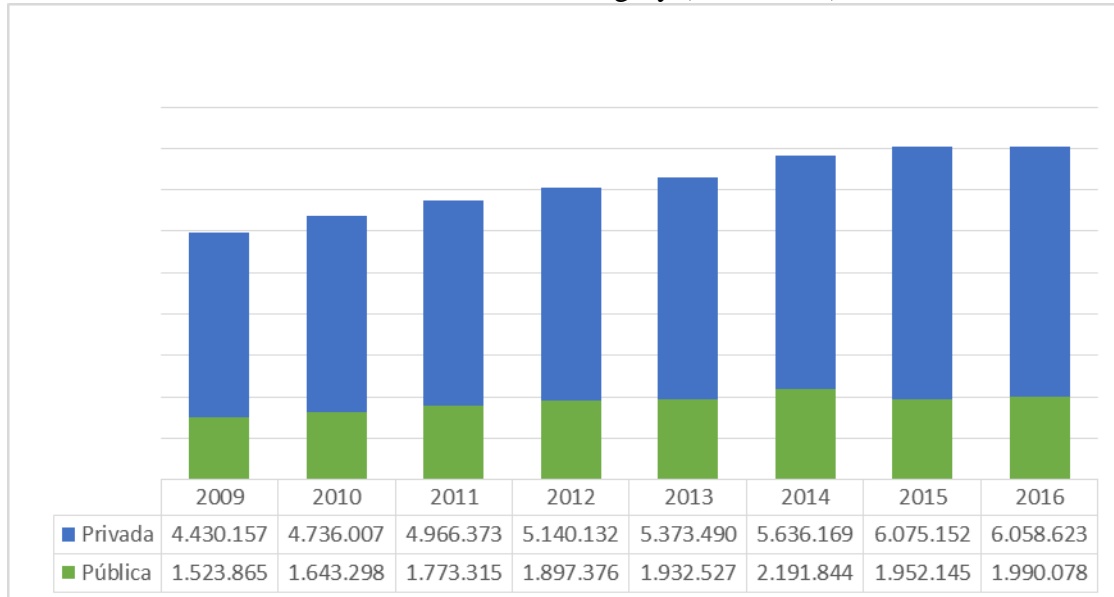
In the table 1, it is understood that in the period from 2009 to 2016 there was a growth in the number of Brazilian IES of the order of 4.02%. However, there is a superior growth by public IES of 20.82%, and there was a decrease of 1.49% in the municipal IES. In contrast, the state institutions grew by 41.67%, while the federals grew by 12,77%.

Regarding to the IPES, there was a minimum growth of 2.03%. However, the major difference expressed in the number of IES is centered in the amount of public institutions in comparison to private institutions. Public IES represent only 12.29% of the total number of higher education institutions, which shows a great asymmetry involving the public sector and the private-commercial sector, which concentrates 87.71% of the total of higher education institutions in Brazil.

According to Chaves (2010), this logic of rampant expansion of the amount of IES shows a process of expansion of the privatization and commercialization of Brazilian higher education. Although there are increasing rates of public IES, the IPES determines 87.71% of the amount of the institutions. This process allows the referral in the sale of undergraduate and graduate courses in formal and distance learning modalities, besides the institutional diversification that erodes the boundaries between public and private and allows the insertion of public resources in the private sector, with the subterfuge of public vacancies offered by the private sector.

In fact, this logic is ratified with more precision from the analysis of the number of student enrollments, graph 1 tries to expose the data, referring to the same period analyzed in table 1, by administrative category:

Graph 1 - Number of student enrollments in graduation modality - According to administrative category (2009-2013).



Source: Census of Higher Education (INEP / MEC, 2013, 2014, 2015, 2016).

From the data shown in graph 1, it is understood that from 2009 to 2016 there was an increase in the number of student enrollments at the undergraduate level in Brazilian higher education. With regard to public IES, there was an increase of 30.59% in enrollment in terms of attendance and distance in the period under analysis.

The IPES obtained a growth in the percentage of registrations of the order of 36.76%, comprising both non-profit IPES as well as private/commercial ones. Although the number of enrollments grew very close to that of the IPES, when the number of enrollments is concentrated in all of them, the highest concentration of enrollments in the IPES is clear, obtaining a dynamics of 75.28% whereas public HEIs account for only 24.72% of total student enrollment. Although the growth in the number of enrollments has a percentage very close to that of the IPES, it is observed the greatest concentration of enrollments in the IPES, obtaining a dynamics of 75.28%, whereas the public IES only have 24,72% of total student enrollment.

This logic appears as a major obstacle in the attempt to identify the official quality standard of higher education, since the expansion in Brazil is shown in a large privatization trend, and therefore a commodified expansion. In addition, the logic of commodified expansion was based on the guidelines of international organizations.

However, it is no wonder that the OECD presented the AHELO within a conception similar to the Program for International Student Assessment (PISA). PISA is coordinated by the OECD and seeks to carry out a comparative assessment with the final students of basic education. In Brazil, PISA is coordinated by the National Institute of Studies and Educational Research Anísio Teixeira (INEP). Thus, this movement seeks to undertake a model of

evaluation policy of global scope, so the construction of international rankings is feasible, and this logic is based on the notion of accountability.

These programs function as a large-scale evaluation process, where their results are eventually used to establish rankings among institutions, cities, states and countries. In the scope of higher education this evaluation process gives direct emphasis to teaching overvaluing it to the detriment of research and extension. In this context, this process is committed to obtain circumscribed and simplified information. The evaluation system, the way it has been implemented, implies severe impacts on institutional and academic autonomy; as well as implications for standardization on a global scale.

A global evaluation of higher education applied in undergraduate courses is something of interest to the system of capital metabolism that is enhanced through the guidelines of the WB, OECD and other international organizations.

FINAL CONSIDERATIONS

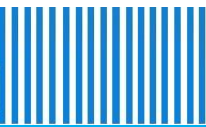
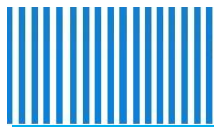
This work sought to present some considerations about the rationale of the evaluating State that stems from a neoliberal conception, in addition to the system of evaluation of higher education, with emphasis on SINAES, ENADE and the international accreditation system and international evaluation that is operationalized through the AHELO.

It should be noted that the procedural nature of these elements was strongly influenced by the international organizations, especially the evaluation process based on a logic of accountability and the commercialized expansion of Brazilian higher education.

In summary, evaluation as an instrument that assesses the quality of education deserves special attention, and besides being constantly analyzed, it also needs to be evaluated. SINAES with its index system is shown to be inappropriate and inconsistent, thus disregarding the specificity of one institution for another, besides local and regional specificities. The recommendation for institutional evaluation, internal and external, to conform to international guidelines, disregard, in essence, the concrete reality of institutions.

Thus, with regard to the expansion of Brazilian higher education, this does not fit the logic of the democratization of this level of education, so this process is characterized as a massification process. Private/commercial interests overlap those of the popular sectors; the provision of educational services is crucial to the capital system, since higher education in the context of financialization is characterized as a highly profitable market niche.

Therefore, it is understood the need to problematize the proceduralism of SINAES, as well as its accountability logic conditioned by the rationale of the evaluating State and to carry out the debate on the need to constitute a system of evaluation of higher education in which its bases are built by the popular participation, in which the complexity of human relations, as well as the reflections, experiences and judgments of values historically accumulated by individuals are bases for evaluation.

**REFERENCES**

AFONSO, Almerindo Janela. Estado, mercado, comunidade e avaliação: esboço para uma rearticulação crítica. **Educ. Soc.**, Campinas, v.20, n.69, p.139-164, 1999.

BARREYRO, Gladys Beatriz. Educação superior, internacionalização e qualidade: AHELO, ENADE global ou PISA da educação superior?. In: REUNIÃO NACIONAL DA ANPED, 37.,2015. **Anais do...** Florianópolis. 2015.

BRASIL. **Decreto nº 2.026**, de 10 de outubro 1996. Estabelece procedimentos para o processo e avaliação dos cursos e instituições de ensino superior. Legislação, Brasília, DF, 10 out. 1996. Disponível em: < http://www.planalto.gov.br/ccivil_03/decreto/antigos/d2026.htm >. Acesso em: 15 out. 2017.

CANAN, Silvia Regina; ELOY, Vanessa Taís. Políticas de avaliação em larga escala: o ENADE interfere na gestão dos cursos? **Práxis Educativa**, Ponta Grossa, v. 11, n. 3, 2016. Disponível em: < <http://www.revistas2.uepg.br/index.php/praxiseducativa/article/view/8996/5250> >. Acesso em: 19 fev. 2018.

CHAVES, Vera Lúcia Jacob. Expansão da privatização/mercantilização do ensino superior Brasileiro: a formação dos oligopólios. **Educ. Soc.**, Campinas, v. 31, n. 111, 2010. Disponível em: < http://www.scielo.br/scielo.php?script=sci_arttext&pid=S0101-73302010000200010&lng=en&nrm=iso >. Acesso em 21 fev. 2018.

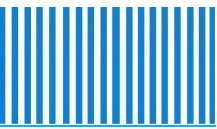
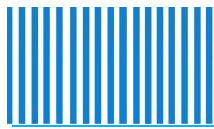
EVANGELISTA, Olinda. Apontamentos para o trabalho com documentos de política educacional. In: RONALDO M. L. Araújo; DORIEDSON, S. Rodrigues. (Org.). **A pesquisa em trabalho, educação e políticas educacionais**. Campinas-SP: Alínea, 2012, p. 52-71.

INSTITUTO NACIONAL DE ESTUDOS E PESQUISAS EDUCACIONAIS ANÍSIO TEIXEIRA - Inep. **Censo da Educação Superior 2013**. Brasília, DF: Inep, 2013. Disponível em:< <http://portal.inep.gov.br/superior-censosuperior-sinopse> >. Acesso em: 12 out. 2017.

INSTITUTO NACIONAL DE ESTUDOS E PESQUISAS EDUCACIONAIS ANÍSIO TEIXEIRA - Inep. **Censo da Educação Superior 2014**. Brasília, DF: Inep, 2014. Disponível em: < <http://portal.inep.gov.br/superior-censosuperior-sinopse> >. Acesso em: 11 out. 2017.

INSTITUTO NACIONAL DE ESTUDOS E PESQUISAS EDUCACIONAIS ANÍSIO TEIXEIRA - Inep. **Censo da Educação Superior 2015**. Brasília, DF: Inep, 2015. Disponível em: < <http://portal.inep.gov.br/superior-censosuperior-sinopse> >. Acesso em: 11 out. 2017.

INSTITUTO NACIONAL DE ESTUDOS E PESQUISAS EDUCACIONAIS ANÍSIO TEIXEIRA - Inep. **Censo da Educação Superior 2016**. Brasília, DF: Inep, 2016. Disponível em: < <http://portal.inep.gov.br/superior-censosuperior-sinopse> >. Acesso em: 11 out. 2017.



LACERDA, Leo Lynce Valle de; FERRI, Cássia; DUARTE, Blaise Keniel da Cruz. SINAES: avaliação, accountability e desempenho. **Avaliação**: Revista da Avaliação da Educação Superior, Campinas, v.21, n.3, p.975-992, 2016.

MARTINS, Carlos Benedito. A reforma universitária de 1968 e a abertura para o ensino superior privado no Brasil. **Educ. Soc.**, Campinas, v.30, n. 106, p.15-35, 2009.

ORGANIZAÇÃO PARA A COOPERAÇÃO E DESENVOLVIMENTO ECONÔMICO (OCDE). **Assessment of Higher Education Learning Outcomes Feasibility Study Report**. v.1 – Design and implementation Executive Summary, OCDE, 2013.

PERRENOUD, Philippe. **Avaliação**: da excelência à regulação das aprendizagens – entre duas lógicas. Porto Alegre: Artes Médicas, 1999.

RISTOFF, Dilvo Ilvo. Princípios do programa de avaliação institucional. **Avaliação**: Revista da Avaliação da Educação Superior, Campinas, SP, v.1, n.1, 1996.

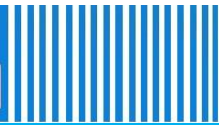
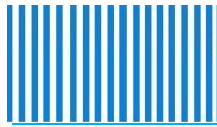
RISTOFF, Dilvo Ilvo; GIOLO, Jaime. O SINAES como sistema. **RBPG**, Brasília, v. 3, n. 6, 2006.

RODRIGUES, Viviane Aparecida. **Enade**: contribuições, avanços e limites do processo de avaliação na formação dos estudantes de graduação. 2008. 153 p. Dissertação (Mestrado) – Universidade Federal de Minas Gerais, Faculdade de Educação, Programa de Pós-Graduação: conhecimento e inclusão social. 2008.

RODRIGUES, Viviane Aparecida; PEIXOTO, Maria do Carmo de Lacerda. Desvendando a caixa preta do Enade: considerações sobre o processo de avaliação. **Trabalho & Educação**, Belo Horizonte, v. 18, 2009.

SGUISSARDI, Valdemar. Regulação estatal versus cultura de avaliação institucional?. **Avaliação**: Revista da Avaliação da Educação Superior, Campinas, v.13, n.3, p.857-862, 2008.

SOUZA, Lanara Guimarães. Avaliação de políticas educacionais: contexto e conceitos em busca da avaliação pública. In: Lordêro, J. A. C. Dazzani, M. V. (Org.). **Avaliação educacional**: desatando e reatando nós. Salvador: EDUFBA, p. 17-29, 2009.



ⁱ **About the authors**

¹ *Alisson Slider do Nascimento de Paula*

E-mail: alisson.slider@yahoo.com / ORCID: <http://orcid.org/0000-0001-6356-3773>

Universidade Estadual do Ceará – Brasil

Doutorando em Educação pela Universidade Estadual do Ceará [UECE].

² *Frederico Jorge Ferreira Costa*

E-mail: frederico.costa@uece.br / ORCID: <http://orcid.org/0000-0002-8357-4557>

Universidade Estadual do Ceará – Brasil

Doutor em Educação pela Universidade Federal do Ceará [UFC].

³ *Kátia Regina Rodrigues Lima*

E-mail: kareli20042004@yahoo.com.br / ORCID: <http://orcid.org/0000-0002-9132-9551>

Universidade Regional do Cariri – Brasil

Doutora em Educação pela Universidade Federal de São Carlos [UFSCar].