



**PHASES OF THE PROCESS OF RECOGNITION OF HIGHER COURSES:
THE CASE OF THE FEDERAL INSTITUTE FARROUPILHA**

**FASES DO PROCESSO DE RECONHECIMENTO DE CURSOS SUPERIORES:
O CASO DO INSTITUTO FEDERAL FARROUPILHA**

**FASES DEL PROCESO DE RECONOCIMIENTO DE CARRERAS UNIVERSITARIAS:
EL CASO DEL INSTITUTO FEDERAL FARROUPILHA**

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ABSTRACT: This article aims to problematize the processes of recognition of the Higher Courses of Technology in Public Management of the Federal Institute Farroupilha, considering the norms of the National System of Evaluation of Higher Education. A case-study investigation supported by a semi-structured interview (GIL, 2011) was carried out, subsidized by the theoretical basis of the authors: Barreyro and Rothen (2008), Ristoff (1997), specific legislation, among others. It was verified that the programs implemented by the Ministry of Education and Culture -MEC, at each favorable moment, had important and positive contributions according to the context of the time of its validity. It was verified, with respect to the questions about the process of course evaluation, that the system has as priority the transparency for the continuous improvement of the process and a need for a critical analysis of its results by the institution.

KEYWORDS: Higher education. Regulation. Course evaluation.

RESUMO: Este artigo tem por objetivo problematizar os processos de reconhecimento dos Cursos Superiores de Tecnologia em Gestão Pública do Instituto Federal Farroupilha, considerando as normativas do Sistema Nacional de Avaliação da Educação Superior. Foi realizada uma investigação do tipo estudo de caso apoiado em entrevista semiestruturada (GIL, 2011), subsidiada pela fundamentação teórica dos autores: Barreyro e Rothen (2008), Ristoff (1997), legislação específica, entre outros. Constatou-se que os programas implantados pelo Ministério de Educação e Cultura- MEC, em cada momento propício, tiveram contribuições importantes e positivas de acordo com o contexto da época de sua vigência. Verificou-se, a respeito das questões sobre o processo de avaliação de cursos, que o sistema tem como prioridade a transparência para a melhoria contínua do processo e uma necessidade de análise crítica dos seus resultados por parte da instituição.

PALAVRAS-CHAVE: Educação superior. Regulação. Avaliação de cursos.

RESUMEN: Este artículo tiene el objetivo de problematizar los procesos de reconocimiento de las carreras Superiores de Tecnología en Gestión Pública del Instituto Federal Farroupilha, considerando las normativas del Sistema Nacional de Evaluación de la Educación Superior. Se realizó una investigación del tipo estudio de caso apoyado en entrevista semiestruturada (Gil, 2011), subsidiada por la fundamentación teórica de los autores: Barreyro y Rothen (2008), Ristoff (1997), legislación específica, entre otros. Se constató que los programas implantados por el MEC, en cada momento propicio, tuvieron contribuciones importantes y positivas de acuerdo con el contexto de la época de su vigencia. Se verificó que, con respecto a las cuestiones relativas al proceso de evaluación de carreras, el sistema tiene como prioridad la transparencia para la mejora continua del proceso y la necesidad de una revisión crítica de los resultados por la institución.

PALABRAS CLAVE: Educación superior. Regulación. Evaluación de carreras.

Submitted on: 17/04/2018 – **Accepted on:** 03/07/2018 – **Published on:** 19/07/2018

© Rev. Inter. Educ. Sup.

Campinas, SP

v.4

n.3

p.685-702

Sept./Dec. 2018

INTRODUCTION

The present article presents a cut of the doctoral thesis in Education. The proposal of this study was produced and integrated with the support and interlocution of the Group of Studies and Research (Elos)², Federal University of Santa Maria (UFSM), line of research LP2 - School Practices and Public Policies of the Postgraduate Program in Education (PPGE) of UFSM, of which I am a member and participate as a researcher, contributing with work in the area of external evaluation of higher education courses in the context of internationalization.

The evaluation of higher education in Brazil is considered a public policy that excels in the quality of education. It is a proposal established by the Ministry of Education and Culture (MEC) and structured in the tripod "regulation - supervision - evaluation", involving processes and actions that are often distinct but intrinsically linked (BRAZIL, 2004a).

To base the tripod, it is based on Decree N° 5,773 of May 9, 2006, Art. 1 that establishes the tripod: regulation, supervision and evaluation (BRAZIL, 2006). This Decree was revoked in 2017 by Decree N°. 9,235 of December 15, 2017, but maintaining the tripod established.

It is understood that the processes are governed by the regulations established by MEC, constituted as a regulatory state, which works to establish subsidies to evaluate the Institutions of Higher Education (HEI); the higher courses; and the National Student Performance Examination (ENADE), in order to seek satisfactory results, aiming at improving the quality of higher education.

Among the legal documents for course recognition, in addition to Decree N° 5,773, of May 9, 2006, which deals with the functions of regulation, supervision in the federal education system (BRAZIL, 2006); there is Regulatory Ordinance N°. 40, dated December 12, 2007, that purpose is to establish the e-MEC, electronic workflow system and information management related to the processes of regulation, evaluation and supervision of higher education in the federal system of education (BRAZIL, 2007).

The participation of the MEC as a body responsible for regulation through the Secretariat of Regulation and Supervision of Higher Education (Seres), which articulates with the National Institute of Educational Studies and Research Anísio Teixeira (INEP) is responsible for the part of the evaluation process within the course recognition process.

² Coordinated by Professor Rosane Carneiro Sarturi. Leader of the Research Group of the Federal University of Santa Maria (UFSM), which studies the disciplines of the curricular cycle, has crossed pedagogical practices and pedagogical practices in basic education and higher education in the context of internationalization.

In accordance with Administrative Rule N°. 2,051, of July 9, 2004, Art. 2:

[...] the National System for the Evaluation of Higher Education (SINAES) will promote the evaluation of institutions of higher education, undergraduate courses and academic performance of its students under the coordination and supervision of the National Commission for the Evaluation of Higher Education (CONAES). (BRAZIL, 2004b).

It is understood, therefore, that the State has the competence to regulate; and the National System of Evaluation of Higher Education (SINAES) is the Law that establishes this process, from the bodies that act with defined roles: National Commission for the Evaluation of Higher Education (CONAES): Coordinate the evaluation process; INEP: carry out the evaluation process; and MEC, through the Secretary of Regulation and Supervision of Higher Education, to act in the regulation and supervision. From the understanding of these defined roles, it was problematized through a case, how can these processes be conducted in practice? What expectations do they generate in the institution? How does this process produce quality that is one of the purposes of evaluation? Between regulation and quality, how are these SINAES purposes present in the evaluation process for the purpose of recognition of a Superior Course in Technology in Public Management (CSTGP)?

Therefore, the objective is to problematize the processes of recognition of the Higher Course of Technology in Public Management of the Federal Institute Farroupilha (IFFar), considering the norms of the National System of Evaluation of Higher Education.

To reach the intended paths, a case-study investigation was carried out. According to Yin (2005), the case study can be used in order to raise questions and hypotheses in the research carried out. It has as case the Superior Course of Technology in Public Management of the Federal Institute Farroupilha and its process of evaluation. It is a course offered at the Campus of São Vicente do Sul, State of Rio Grande do Sul, created in 2009, recognized in 2014.

With the intention to elucidate the facts of the recognition context of the Higher Course of Technology in Public Management (CSTGP) and what this evaluation process generates, as it has repercussions in an institution, the conceptual theoretical base originated mainly by the authors Barreyro and Rothen (2008), Ristoff (1997), Bastos (2015) and Yin (2005). And for the documentary reasoning were used: laws, ordinances, decrees and the evaluation report of the recognition of the course.

With the purpose of presenting the results of the research, a semi-structured interview with a servant of the Farroupilha Federal Institute, acting in the evaluation questions in the institution in the Function of Director of Graduation of the Pro-Rectory of Teaching

(PROEN) at the Federal Institute Farroupilha (IFFar)³. In addition, aspects were incorporated by the author as Coordinator of the Higher Course of Technology in Public Management (CSTGP) in the period 2011-2014 experiencing the moment of evaluation visit for purposes of recognition of the course.

Considering the relevance of the topic addressed to the quality of the process of evaluation of higher courses, it is expected that the subsidies provided in this study may provoke debates about the effectiveness of legal procedures in relation to the evaluation of the CSTGP, IFFar, to reflect on the effectiveness of the process.

CONCEPTION OF THE REGULATORY FRAMEWORK OF THE NATIONAL HIGHER EDUCATION ASSESSMENT SYSTEM (SINAES)

The processes of evaluation of courses in the emerging context have been highlighted as a tool for management and accountability, seeking results regarding the quality of higher education. In order to understand SINAES 'proposal in the phases of the application process for the evaluation of Institutions of Higher Education (HEI) and undergraduate courses, it is important to know the design and proposals of the programs that preceded them.

According to Barreyro and Rothen (2008), the first deals with the evaluation process itself appeared in 1983, with the creation of the University Reform Assessment Program (PARU). This program aimed to evaluate teaching, producing a diagnosis about the management of the institutions and the context of carrying out activities of production and dissemination of knowledge, subsidizing comparisons and highlighting the singularities of each Institution of Higher Education (HEI).

With the prospect of consolidating the evaluation process, in 1985 the National Commission for the Reformulation of Higher Education (CNRES) was created, aiming at the reformulation of higher education. The Commission presented to the Ministry of Education its report entitled "A new policy for Brazilian higher education" (BARREYRO & ROTHEN, 2008). This work led to discussions that resulted in a new model of higher education, a motivating factor in the implementation of the New University Program, with the Report of the Executive Group for the Reformulation of Higher Education (GERES) in 1986, whose objective was to support HEIs in improving quality of education.

Also, with the proposal to prioritize a quality education, the National Exam of Courses (ENC) was created, better known as general test. The objective of the ENC was to monitor the quality of higher education in the country through indexes that calculate the students' income. However, it was extinguished for presenting criticisms regarding the credibility of the results

³ DE CONTO, Janete Maria. Interview granted by the Graduation Director of the Farroupilha Federal Institute - IFFar, Santa Maria / RS, April 18. 2018.

of the process (BARREYRO; ROTHEN, 2008).

In 1993, the Institutional Evaluation Program of the Brazilian Universities (PAIUB) was created, with the purpose of establishing guidelines for the evaluation of universities (BARREYRO; ROTHEN, 2008). Its emphasis was on educational policy strategies for evaluation, aiming for changes perceived as necessary, considering that the National Examination of Courses had undergone a lot of criticism, mainly because it was a much more evaluation of result than of process, PAIUB had other characteristics such as the voluntary participation, procedural and formative evaluation. However, the PAIUB initiative no longer had the support of the Ministry of Education itself and subsequently ended.

The contributions of the predecessor programs to the current SINAES have been reaffirmed so far to reflect on improvements in the quality of education. For Ristoff (1997), PAIUB, whose objective was the continuous improvement of academic quality and the improvement of university management planning, was fundamental in the evaluation process. Thus, it is understood that the programs were necessary for the current period, but extinct because they did not present the expected effectiveness.

In order to understand the proposal of the University Reform Assessment Program (PARU) up to the Institutional Evaluation Program of the Brazilian Universities (PAIUB), the person interviewed was questioned about the relevance of the programs, in the context of the evaluation. She said: *it seems more interesting the proposal of PAIUB, due to established principles that were sought to institute, among them respect for institutional identity (which is quite delicate, today with SINAES), the attempt to be a non-punitive process, voluntary adherence (in SINAES, there is compulsory, and when the Institution Of Higher Education does not meet the deadlines, it is punished) and may trigger a problem in the continuity of the process.* Already evidencing aspects of the procedural character, evidencing a process that is coined by an organization, scheduled in stages, standardized.

It was verified that the Program of Institutional Evaluation of the Brazilian Universities (PAIUB) was a program that inspired the implementation of the National System of Evaluation of Higher Education (SINAES), however, the present system needs an evaluation regarding the articulation of the process of requesting evaluation of higher courses. Trevisan (2014) found that of the programs implemented, the PAIUB presented relevant background experiences for the institution of SINAES.

Table 1. Evaluation programs and actions that preceded SINAES

year	Program	Proponents	Objetive/ Action	Function /conception of evaluation
1983	University Reform Assessment Program (PARU)	Developed by initiative of the Federal Council of Education.	Research the impact of Law nº 5,540 / 1968 in the management and dissemination of knowledge in institutions.	Formative
1985	National Commission for the Reformulation of Higher Education (CNRES)	Established by Decree nº 91,177 / 1985, during the government of José Sarney.	Propose a policy for higher education by linking university funding to performance in evaluations.	Regulatory
1986	Report of the Executive Group for the Reformulation of Higher Education (GERES)	Internal group of the MEC, composed of five people.	Formulate a proposal of University Reform, linking the financing to the evaluation.	Regulatory
1993	Program of Institutional Evaluation of Brazilian Universities (PAIUB)	Formed by representatives from HEIs and higher education entities with the support of Secretary of Higher Education- SESu / MEC.	Propose self-evaluation and external evaluation involving the university's institutional mission in society.	Formative

Source: Adapted from the work of Barreyro and Rothen (2008), by Trevisan (2014, page 43).

After learning about the experiences of the previous programs, with the implementation of legislation that required a State's position of Regulation, a new model of evaluation of higher education was proposed. Thus, in 2004, SINAES (BRAZIL, 2004a) was created by Law 10,861, dated April 14, 2004, with the purpose of:

[...]the improvement of the quality of higher education, the orientation of the expansion of its offer, the permanent increase of its institutional effectiveness and academic and social effectiveness, and especially the promotion of the deepening of the social commitments and responsibilities of educational institutions superior, through the valorization of its public mission, the promotion of democratic values, respect for difference and diversity, the affirmation of autonomy and institutional identity. (BRAZIL, 2004).

In order to clarify the design proposal and the function of SINAES, the basic regulatory framework for the SINAES Law and the types of evaluation processes are presented in figure 1.

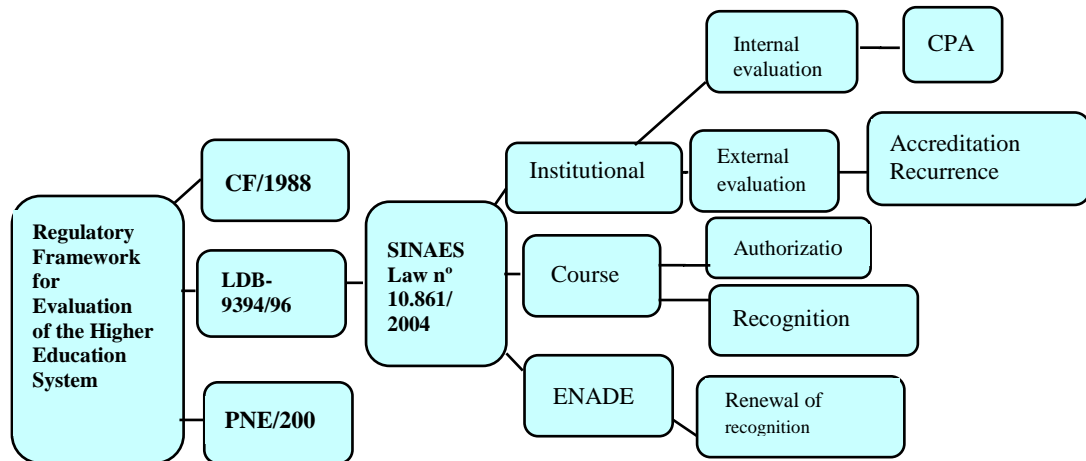


Figure 1. Regulatory Framework for Evaluation, SINAES design and recognition assessment processes

Source: prepared by the authors, adapted from the Federal Constitution (1988); Law of Guidelines and Bases of National Education (LDB) - Law No. 9.394 / 96 (BRAZIL, 1996); National Education Plan (PNE) (2001); Law No. 10,861 of 2004 (BRAZIL, 2004a).

According to Figure 1, the legal basis of the regulatory framework for the SINAES proposal is based initially on the Federal Constitution of 1988. It is confirmed in Article 209 that education was granted to the possibility of offering by the initiative private, but subject to authorization and quality evaluation by the public authority, under the following conditions: I - compliance with the general norms of national education; II - authorization and quality evaluation by the Public Authorities (BRAZIL, 1988).

Also, the Federal Constitution of 1988, based the guarantee of the evaluation with quality, seeking support through the implementation of public policies. Accordingly, Law No. 9,394 of December 20, 1996, the Law on Guidelines and Bases of Education (LDB) (BRAZIL, 1996), Art. 9, item IX, clarifying that:

[...]it is the responsibility of the federal government to authorize, recognize, accredit, supervise and evaluate courses and institutions of higher education. Subparagraph VI - ensure a national process for the evaluation of school performance ... and Article 46 established that the courses would be subject to authorization and periodic recognition, as well as accreditation of higher education institutions. (BRAZIL, 1996).

In addition to the Federal Constitution of 1988 and the LDB, Law No. 9.394 / 96 (1996) seeks support in guiding the legislation of the National Education Plan (PNE), proposed in 2001. The PNE, instituted by Law N° 10,172 of 9 January 2001, set the goal 6 for higher education. This goal consisted in the institutionalization of an evaluation system that provides quality improvement in teaching, research, extension and academic management (BRAZIL, 2001). Based on Figure 1, the SINAES Law (BRASIL, 2004a) presents the three types of assessment for higher education:

- **For authorization:** this evaluation is carried out when an institution requests authorization from the MEC to constitute a course, it is visited on the spot by two evaluators, drawn among those registered at the National Bank of Appraisers (BASIS). The evaluators follow the parameters of an own instrument that guides the visits. The three dimensions are evaluated: didactic-pedagogical organization; faculty and technical-administrative; and physical facilities. Universities and university centers, which are institutions with autonomy, do not need to require authorization (except for Medicine, Dentistry, Psychology and Law courses, which require prior authorization, and courses that will work in campuses outside the institution's headquarters).
- **For upper course recognition:** when the first class of the new course completes between 50% and 75% of its workload, the institution must request recognition from the MEC. A second evaluation is then instituted to verify that the project submitted for authorization has been completed. The recognition of course is a necessary condition for the national validity of the respective diplomas.
- **For renewal of recognition:** this evaluation is carried out according to the SINAES cycle, that is, every three years. In the analysis, the MEC considers the results obtained by the course in the evaluations. Courses that achieve Preliminary Course Concept (CPC) 1 or 2 will be evaluated in loco. If the inadequate concept is confirmed, the MEC may initiate the supervision process.

Presenting the types of evaluation of higher education courses, it is defined the competence of the Secretariat of Regulation and Supervision of Higher Education (Seres), created by Decree No. 7.480, of April 17, 2011, of the responsibility for the regulation and supervision of HEI; of undergraduate courses in the face and distance modality (BRAZIL, 2011).

With regard to National Student Performance Examination (ENADE), its objective is to evaluate the students' performance in relation to the use of the contents of the subjects, the development of skills and abilities necessary to deepen the general and professional education, and the level of updating of the students with respect to reality Brazilian and worldwide, integrating SINAES (BARREYRO and ROTHEN, 2008).

It should be noted that, for this research, the approach is specifically related to the evaluation process for the recognition of the Superior Courses of Technology. Thus, to support this proposal, the interviewee was asked: which programs contributed to the improvement of higher education? Answer: *In general, I believe that the contributions of SINAES to the improvement of the quality of higher education in Brazil, in view of the obligation for HEIs to comply with the legal and normative requirements of higher education, related to the dimensions assessed in the within the System. Seres also has regulatory responsibility in the course recognition process.*

In response to the answer, it raises the issue related to regulation, what is meant by regulation for SINAES and what is meant by regulation, from authors who investigate the issue, where regulation and evaluation are related, since regulation is planned as the purpose of SINAES: regulate and induce quality. The issue of regulation, related to acts of authorization, recognition and renewal of recognition for undergraduate and accrediting and re-accreditation courses for Higher Education Institution (HEI), is currently attributed to Seres and in his own name.

However, these processes are foreseen in the SINAES Law (BRASIL, 2004a), and in Decree N° 5,773. With the repeal of Decree N° 5,773, dated May 9, 2006, Decree N° 9,235, dated December 15, 2017 (BRAZIL, 2018) redefines the regulation that is related to administrative acts but in 2017 is expanded as it is possible to observe: "The Regulation will be made through administrative acts of the operation of institutions of higher education and undergraduate and sequential courses" (BRAZIL, 2006). And from 2017:

The regulation will be carried out by means of authorizing acts of the HEI and the provision of undergraduate and post-graduate courses in the federal education system, in order to promote equal access conditions, to guarantee the standard of quality of institutions and courses and to stimulate the pluralism of ideas and pedagogical conceptions and the coexistence of public and private educational institutions. (BRAZIL, 2018).

This Decree expands the conception of regulation and reaffirms the coexistence of public and private HEI in the higher education system, both with the same state assessment and with the reaffirmation of quality standard assurance.

But in addition to relating the term regulation to national legislation, a term that in Brazil also expresses administrative regulatory acts, the term regulation, according to Barroso (2005), is close to the control processes exercised by multilateral organizations, by the State and at various levels but it is not confused with regulation:

[...]The regulation process includes not only the production of rules (rules, injunctions, constraints, etc.) that guide the functioning of the system, but also the (re) adjustment of the diversity of actors' actions according to the same rules. In a complex social system (such as the education system) there are plurality of sources (center / periphery, internal / external, actor A / actor B etc.), of purposes and modalities of regulation, depending on the diversity of the actors involved, their positions, their interests and strategies. (BARROSO, 2005, p.773).

Therefore, both regulation and quality are present in a course recognition process. In describing this process in the case studied it is possible to observe how they are evidenced from the presentation of the legal procedures that support the recognition request of the IFFar CSTGP and of what this process evokes in the course.

According to Barroso (2005), the State can be considered as an evaluator and regulator in that it starts to do less and less daily tasks and actions, functions sometimes transferred to private entities, and thus focusing more and more on a role of monitoring and evaluation of results, in a context of New Public Management, anchoring itself in the idea of efficiency and effectiveness.

PHASES OF THE STAGES OF THE PROCESS OF REQUESTING RECOGNITION OF THE HIGHER TECHNOLOGY COURSES AND THEIR REPERCUSSIONS

The request of the on-site visit for the recognition of the superior courses obeys to specific procedures and legislation. Thus, the articulation for the request for evaluation of undergraduate courses is carried out exclusively by electronic means, in the e-MEC system, and observes the legal provisions by Normative Ordinance N°. 40, dated December 12, 2007 (BRAZIL, 2007).

In order to understand the process, as a guiding normative, Article 28 of Administrative Rule 40, of December 12, 2007, establishes that in the processes of authorization and recognition of technology courses, the institutional applicant will inform the axis in which the course is inserted, observing the National Catalog of Technological Courses (BRAZIL, 2007).

Analyzing the legislation already presented in this study, it should be noted that the information for the e-MEC system should be in accordance with the evaluation instrument of undergraduate courses. The verified items include: 1st - Didactic-pedagogical organization; 2nd - Professors and tutorial; 3^a - Infrastructure, indicators that are evaluated by concepts from 1 to 5 (BRAZIL, 2017). Therefore, the process of requesting evaluation for course recognition goes through some phases, based on legally stipulated deadlines.

Thus, according to Administrative Rule 40, of December 12, 2007, Paragraph 3 says that:

[...] the count of deadlines shall observe the provisions of art. 66 of Law No. 9,784, of 1999, in calendar days, excluding the day of the opening of the hearing and including the expiration date, taking into account the system availability schedule, which will be duly informed to users. (BRAZIL, 2007).

The planning and legal documentation for the recognition assessment request is the responsibility of the course coordinator, who must articulate the process with some possibilities of autonomy and follow all procedures, including the on-site visit (BASTOS, 2015). Based on this information, it is pertinent to present the four steps of the evaluation request process for the recognition of the CSTGP of the IFFar, object of this research.

Bastos (2015) points out that, in the first phase, the process is requested to be opened exclusively in electronic form of the e-MEC system. Thus oriented:

[...] Paragraph 2 - Access to the system, for insertion of data by public agents competent to act in the regulation and evaluation processes, shall also be given by the assignment of a personal and non-transferable password and identification key, with the conclusion of a commitment term. Paragraph 3 - Access to the e-MEC shall be carried out with digital certification, ICP Brazil standard, with the use of Certificate type A3 or higher, issued by accredited Certification Authority, according to the specific legislation. (BRAZIL, 2007).

For the course authorization process protocol, the Institutional Prosecutor (IP) previously registered in the e-MEC must access the address <http://emec.mec.gov.br/ies>. The e-MEC System access screen is displayed (Figure 2).



Figure 2. e-MEC System Access Screen (IES Profile)

Source: Available at: <<http://emec.mec.gov.br/documentospublicos/Manuais/40.pdf>>.

In the period scheduled for the opening of the process on the e-MEC platform, PI reports on the e-MEC platform the data of the Requesting Institution (IFFAR), the São Vicente do Sul Campus, the Managing Body, the Members of the Own Commission (CPA) - Form and information of the Pedagogical Course Project (PPC), such as: 1. Course Profile; 2. Activities; 3. Profile of egress; 4. Form of Access; 5. Graphical Representation of a Formation Profile (Ethnographic Profile); 6. Evaluation System of the Teaching-Learning Process; 7. Course Design Assessment System; 8. Course Completion Work (CBT); 9. Curricular Internship or Integrated Professional Practice (according to course option); and 10. Authorizing act of the course; Course Detailing; and the Progress of the process / History (BASTOS, 2015).

The spaces of the Requesting Institution, Campus São Vicente do Sul, the governing body and members of the CPA include institutional data already filled in by the Institutional Researcher (IP), such as: corporate name, National Register of Legal Entities (CNPJ), address, of the PI, data of the directors (Rectory and Pro-rectors), reports and information about the members of the CPA. With reference to the curricular components, they should be

clarified, specifying the period of the offer, timetable, description of the menu and objectives, and the basic and complementary bibliographies (BRAZIL, 2017).

When the request for recognition of the courses is required, the academic manager and IP inform the requested data on the e-MEC platform, always observing the deadlines that are stipulated, not to suffer the penalties that are imposed, such as suspension the process. The data reported for the e-MEC system should be in accordance with the items of the evaluation instrument. The evaluators consider the following guidelines:

- [...] 1. Assign concepts from 1 to 5, in ascending order of excellence, to each of the indicators of each of the three dimensions;
2. Consider the criteria for analyzing the respective dimension indicators;
3. Assign the concepts to each of the indicators. The concepts should be justified, with qualitative and contextualized arguments, based on the indicators;
4. Ensure consistency of the concepts attributed to the indicators with their respective justifications (quantitative analysis and qualitative analysis). (BRAZIL, 2017).

In order to instruct the first phase of the process it is important to manage between PI and course coordinator, who are responsible for providing the information regarding the course's pedagogical project, providing complete information from the opening of the process facilitates the subsequent stages of evaluation. Moreover, if well conducted, they can help in a process of reflection on the course, by the coordinator, of the members of the Structuring Teaching Core and of the course community, insofar as they lead to inform the evaluators committee that in this role represents the State, as the course develops its formative function.

In the second phase of the process, the evaluation form is opened and e-MEC information on the pedagogical organization, faculty and infrastructure is included in this e-MEC. It contains information on: teaching attributes, time spent in education and outside the area, the disciplines taught by the teacher and the number of scientific publications produced in the last three years.

After the second phase, with the information made available in the e-MEC system, the process goes on to designate the evaluation committee. In the third phase, the on-site visits of the evaluators take place. The committee is composed of two randomly selected teachers from the National Bank of Appraisers (BASIS), according to the area of the course to be evaluated. All the management of this step is done by INEP. The dates on which the visit will take place are communicated to the requesting Institution.

According to Art. 16, of Normative Ordinance N° 40, of December 12, 2007:

- [...]visit to the institution, the commission of evaluators will prepare a report and opinion, attributing evaluation concept. Paragraph 1. The report and opinion shall be inserted in the e-MEC by the INEP, notifying the institution and simultaneously, SESu, SETEC or SEED, as the case may be. Paragraph 2. The institution and the Secretariats shall have a common term of 60 days to challenge the result of the

evaluation. Paragraph 3 - If there is an objection, a common term of 20 days will be opened for counter-arguments by the Secretariats or the institution, as the case may be. (BRAZIL, 2007).

According to the guidelines of Normative Rule 40, of December 12, 2007, after the on-site visit, the evaluators issue a report and opinion presenting the note of each item of the current evaluation instrument.

The person interviewed was asked about the legal procedures of the third phase of the evaluation process for recognition of IFFar courses. The following response was obtained: *closing the three phases of the process, in the fourth phase, the result of the on-site evaluation is disclosed through a report in the e-MEC system and sent to the institution and course leaders. After the evaluators report has been read by the course coordinator and Pro-Rector of Teaching (PROEN), it is possible to request the challenge of the evaluation, within 60 days of the date of publication of the results, if there is any inconsistency in the analysis done by evaluators.*

It is understood, therefore, that in order to challenge the proceedings, they must be legally justified in justifiable facts. This is because sometimes it is difficult to disagree with the evaluators, considering that there are some evaluation items with subjective criteria, which end up emphasizing their understanding.

If the challenge is requested, the process will be submitted to the Technical Committee for Evaluation Monitoring (CTAA), which will assess the manifestations of the institution and the Secretaries, and will decide, in a motivated way, in one of the following ways:

- [...] I - maintenance of the opinion of the Evaluation Committee;
- II - reform of the opinion of the Evaluation Committee, with a change of concept, for more or less, depending on the arguments of the HEI or the Secretaries, respectively;
- III - Annulment of the report and opinion, based on deficiencies in the evaluation, determining the realization of a new visit, in the form of art. 15. Paragraph 1 The CTAA shall not carry out any diligence or on-site verification, under any circumstances. Paragraph 2. The decision of the CTAA is unappealable at the administrative level and ends the evaluation phase. (BRAZIL, 2006).

In the light of these guidelines, the outcome of the committee's opinion will be assessed and the decision on the outcome of the report or cancellation of the evaluation of the committee confirmed. If the option is to cancel the report, a new on-site visit will be scheduled. If the report note is accepted, the process receives an order that originates the issuance of the recognition order, published in the Official Gazette (DOU), in case the evaluation has reached a satisfactory result, which is of Course Concept three or more,

In the conversation with "Alva" about the suggestions that she considers important for the improvement of the process of requesting evaluation of recognition of higher courses (process

and platform). The answer was: *the process of requesting recognition evaluation of the courses should be rethought. My suggestion is regarding the deadlines for registering the courses and filling out the electronic form.*

It should be noted that, when the electronic form opens, in the second stage of the process, a period of fifteen days is established to fill it. Thus, if the information is not previously prepared to fill in an average of fifty indicators, with detailed information about the course, it makes it impossible to meet the deadline that is too short.

According to the narratives, it is understood that technological improvement in the process should be a priority to ensure the credibility of the e-MEC system, contributing to its continued improvement. This seems to be an adherent condition between the phases of the process and the evaluation with the proposal of supervision and regulation, consolidating the perspective of democratization of higher education with quality.

In addition, it is also up to the institution to plan each phase containing the previous preparation of the recognition process, making it possible to understand the complexity of the process and its purpose. According to the experience of coordination, it is observed that this planning is a differential for the improvement of the course, leading to reflection on weaknesses and potentialities.

In this sense, to problematize what would be quality for the reality of each course, considering the specific profile of egress, the educational context where this course is located, the justification and the purpose of the course, seem to aid the preparation for both evaluation and continuous promotion of course quality. Do the questioning exercise with the NDE: if we were the evaluators, how would we look at our own course from the external evaluation tool? This questioning could help the evaluation, in a movement of self-evaluation and self-regulation.

During the process of recognition, the course coordinator observed the following weaknesses: the difficulty of assembling and organizing all the information that composes the forms and the documentation for the visit; the great expectation in relation to what the evaluator will point out; will it only be related to the requirements or will they have mixed reviews? Through this expectation, the evaluation momentum has become a tense moment, but at the same time of learning and maturity for the course and institutional managers, since the evaluation and verification of the external commission is necessary and also a mark of quality of course.

The result of the Course Concept was four, considered very well, in a concept that can vary from one to five. Among the three dimensions evaluated, the most challenging was the didactic-pedagogical organization, related to the indicators justifying the course, objective

and profile of the egress in which an inferior result was obtained, in which the evaluators were not shown the quality of the course in these aspects.

As for the teaching staff, the publication of the teachers during the evaluation period was considered fragile. This demonstrates both the requirement in terms of publication result and a stance that was not cohesive across the faculty group regarding the need for continuous publication.

In the infrastructure dimension, it was observed the fragility in relation to the acquisition of periodicals and books, considering the time that a course takes to constitute its collection, and keep it updated, obeying the legislation for purchases in the public service.

Through all these results, it is considered important to take the dissemination and discussion of the results as a fourth phase of the process, in which each indicator evaluated is analyzed deeply, which was pointed out as fragility, what actions can be taken by the coordination and future coordination of the IFFar's management and superior management.

Considering the process of recognition of the CSTGP, it is observed that there is still a fragility in working with the results coming from the evaluation in the course, it is a process that is in process, with the need to be deepened. However, in addition to evaluations of other courses already causes changes induced by the management as: articulation of the Pro-Rector's Teaching, Research and Extension studying and deepening the evaluation norms along the courses; organization of academic secretaries; working group establishments for the elaboration and revision of the curricular matrices of undergraduate courses and Political Projects; organization of NDEs and Courses of Colleges bringing together teachers related to the axes that structure the courses, in the case of Public Management called the Management and Business Hub. All these actions had influences of the processes of recognition of the courses.

FINAL CONSIDERATIONS: PROBLEMATIZATIONS BETWEEN REGULATION AND QUALITY

The phases of the process for the request for recognition of the Higher Courses of Technology in Public Management of the Federal Institute of Farroupilha were presented, considering the regulations of the National System of Evaluation of Higher Education (SINAES). In this study, the contributions of the evaluation programs were analyzed, from the implementation of the Program of Evaluation of the University Reform (PARU) to the Program of Institutional Evaluation of Brazilian Universities (PAIUB), in the context of the evaluation of higher education. In view of this analysis, it was verified that the programs implemented by the Ministry of Education and Culture had important contributions according to the context of the time of its validity. However, it is considered that among the programs, the PAIUB was

the evaluation process that brought more positive results, depending on the length of time and the management articulation, thus helping, in the results of the quest for the quality of higher education.

In the construction of the evaluation system in force, SINAES was organized and based essentially on the set of legislation that demarcates the characteristics of a regulatory state, as defined by Barroso (2005), and which is consistent with the present expression in Decree 9.235 of December 15, 2017 (BRAZIL, 2018) reaffirming the need to regulate the supply by exercising control through the evaluation.

It was verified, in the research, that SINAES has contributed to the effectiveness of the regulation process, demonstrating transparency and helping by means of interlocution in the decision making of higher education managers, generating institutional actions that trigger improvement processes. It is understood, therefore, that the process is in restructuring phase in the search for new actions of continuous improvement of public educational policies, so that the evaluation itself needs to be constantly evaluated and improved.

It was also possible to verify the weaknesses and potentialities of the course from the recognition process, verifying the possibilities of continuously promoting self-assessment.

With regard to the technical weaknesses of the recognition process, technological difficulties were observed at the moment of posting information in the e-MEC system, the need to plan in advance the stages of the process, not to miss any stages and the organization of the course to receive the evaluators. Regarding the result of the evaluation, it was considered positive, and generated expectations in the group involved, demonstrating that the process is changeable and learning, and it is perceived that SINAES, through its articulations and legislation, seeks effectiveness in results.

The importance of the commitment of the public agents, the teachers, the students, the administrative technicians and the coordinator of the course was clarified, in the proposal of the effectiveness of the process, besides the Director of Graduation of the Pro-Rectorate of Teaching (PROEN), which exercises an important role in university management in the context of the Federal Institute Farroupilha.

Therefore, by observing in detail the phases of the recognition process, one can problematize how regulation takes place in its multiple aspects: regulation; management of the process of recognition by the Secretariat of Regulation and Supervision of Higher Education (Seres), National Institute of Studies and Educational Research Anísio Teixeira (INEP), moment of the visit with the evaluators in articulation with the own institutional management. Which also implies moments of tension and learning. It is hoped that the subsidies provided in this article may provoke further reflection on the phases of the application process for recognition of higher technology courses and deepening of the reflection on regulation and quality.

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