




The Institutional Bases of the University Extension Policy: Understanding the Proposals of Federal Universities in Institutional Development Plans

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ABSTRACT

The policy of university extension is to promote communication between the university and the community, whose purpose is the dissemination of knowledge. Based on this assumption, the objective of this study was to analyze the extension policy of federal public universities, based on the guidelines stated in the Institutional Development Plans. The methodology adopted was the qualitative approach, although data appear in percentages, but since the analysis does not result in a statistical deepening proper, we say that it is a predominantly qualitative research. The data collection technique was based on the principles of documentary analysis, adopting as object the Plans of Institutional Development of 27 federal universities, based in the capitals. The concluding summary points to the following understanding: the extension policy in the Brazilian public university, as it is stated in the documents, refers to the fulfillment of the social and educational function, of academic formation, with the implementation of theoretical and practical actions for the promotion of knowledge and culture, access to knowledge and human solidarity, in a participatory, dialogic and value-based partnership.

KEYWORDS

University extension. Institutional bases. Public university.

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Submitted: 04 Jul. 2018

Accepted: 22 Dic. 2018

Published: 27 Dic. 2018

 [10.20396/riesup.v5i0.8652870](https://doi.org/10.20396/riesup.v5i0.8652870)

e-location: e019021

ISSN 2446-9424

Antiplagiarism Check



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As Bases Institucionais da Política de Extensão Universitária: Entendendo as Propostas de Universidades Federais nos Planos de Desenvolvimento Institucional

RESUMO

A política de extensão universitária tem como princípio promover a comunicação entre a universidade e a comunidade, cuja finalidade é a divulgação do conhecimento. Partindo deste pressuposto, adotamos como objetivo neste estudo, analisar a política de extensão de universidades públicas federais, tendo como base as orientações declaradas nos Planos de Desenvolvimento Institucional. A metodologia adotada foi a abordagem qualitativa, embora apareçam dados em percentuais, mas como a análise não resulta em um aprofundamento estatístico propriamente dito, dizemos que se trata de uma pesquisa, predominantemente, qualitativa. A técnica de coleta de dados baseou-se nos princípios da análise documental, adotando como objeto os Planos de Desenvolvimento Institucional de 27 universidades federais, com sede nas capitais. A síntese conclusiva aponta para o seguinte entendimento: a política de extensão na universidade pública brasileira, conforme está posta nos documentos, remete ao cumprimento da função social e educacional, de formação acadêmica, com a implementação de ações de caráter teórico-prático para a promoção do conhecimento e da cultura, do acesso ao saber e à solidariedade humana, de forma participativa, dialógica e de valorização de parcerias.

PALAVRAS-CHAVE

Extensão universitária. Bases institucionais. Universidade pública.

Las Bases Institucionales de la Política De Extensión Universitaria: Entendiendo las Propuestas de Universidades Federales em los Planes de Desarrollo Institucional

RESUMEN

La política de extensión universitaria tiene como principio promover la comunicación entre la universidad y la comunidad, cuya finalidad es la divulgación del conocimiento. A partir de este supuesto, adoptamos como objetivo en este estudio, analizar la política de extensión de universidades públicas federales, teniendo como base las orientaciones declaradas en los Planes de Desarrollo Institucional. La metodología adoptada fue el enfoque cualitativo, aunque aparecieron datos en porcentajes, pero como el análisis no resulta en una profundización estadística propiamente dicho, decimos que se trata de una investigación, predominante, cualitativa. La técnica de recolección de datos se basó en los principios del análisis documental, adoptando como objeto los Planes de Desarrollo Institucional de 27 universidades federales, con sede en las capitales. La síntesis conclusiva apunta al siguiente entendimiento: la política de extensión en la universidad pública brasileña, conforme está puesta en los documentos, remite al cumplimiento de la función social y educativa, de formación académica, con la implementación de acciones de carácter teórico-práctico para la promoción del conocimiento y de la cultura, del acceso al saber ya la solidaridad humana, de forma participativa, dialógica y de valorización de alianzas.

PALABRAS CLAVE

Extensión universitaria. Bases institucionales. Universidad pública.

Introduction

The world is experiencing the era of new knowledge, new technologies and scientific advances. As a result of this scenario of changes, countries see in the university the possibility of being included in the world circuit of knowledge and skills.

Given that universities "are responsible for the qualification and training of a large number of professionals [...] they are consequently affected by the globalization process and must respond to the new demands placed upon them" (DUARTE; LIMA JÚNIOR; BATISTA, 2007, p. 160).

The social and educational function of the university is to develop proactive human minds for the full exercise of citizenship through creative actions capable of building socially responsible and economically sustainable societies. All of its effort must converge towards the formation of competences, such as respect for the other and for the planet, human solidarity, a spirit of democracy and community, as well as technical and scientific skills, in order to promote a better academic and professional formation. Thus, we say that the university plays a key role in promoting social responsibility actions, that is, it fulfills its function as an institution that generates knowledge in the process that interrelates teaching, research and extension.

In the wake of the discussion on university social responsibility, the extension policy is well-known, as a mechanism capable of establishing the university's dialogue with society. In general, we say that university extension has a theoretical and practical character in the organization of actions, whose purpose is the dissemination of knowledge, in a meaningful sense to promote the academic and professional formation of the student and, consequently, local, regional and national development. It is in this direction that we understand the thinking of Vallaeys (2006), when arguing that it is in the university that the highest level of qualification of the individual is formed, from the technical and scientific point of view, that is, the academic and the professional as citizens, committed to the change sought by society. We see in the university extension, and from this point of view, the proposal to rethink the relationship of teaching and research, in order to overcome social needs and deepen the understanding of citizenship and the effective transformation of society (CARBONARI; PEREIRA, 2007).

The Federal Constitution of 1988 establishes university autonomy, while reinforcing the inseparability of teaching, research and extension as a way of re-signifying the university's social and educational role, largely as a result of the University Reform of 1968. The National Forum of Pro-Rectors of Extension of Public Universities (Forproex), instituted in 1987, gains space in this discussion, with the aim of giving more visibility to extension actions. A specific federal government policy, exclusively focused on extension, is called the University Extension Program/ProExt, established by Decree Nr. 6.495/2008, whose

objective is to support public institutions of higher education in the implementation of extension actions, in the form of projects and programs, supported by the Pro-Rector of Extension.

Universities systematize their guidelines in the Institutional Development Plan (IDP): teaching, extension, research and innovation, in order to establish the objectives of their university policy for development in multiple dimensions. We adopted as a starting point, in this study, the following question: what are the guidelines established by the public university in the elaboration of the extension policy in the Institutional Development Plans? Thus, we outline the objective of analyzing the extension policy of federal public universities, based on the guidelines stated in the respective Institutional Development Plans.

The methodology of this study adopts the qualitative approach, although data appear in percentages, but as the analysis does not result in a statistical deepening proper, we say that it is a predominantly qualitative research. However, as André (1991) argues, quantity and quality are closely related, and that not everything that is quantifiable is necessarily positivist. So, it is a research, in this perspective of André (1991), which uses quantitative data, but in the analysis of these are present: the frame of reference, the posture of the researcher and, therefore, the qualitative dimension. In this case, when we recognize in the posture the mark of the values of the researcher in the object searched - the guidelines of the policy of university extension in federal universities - this distance of a positivist position, although we are working with the quantification.

The data collection technique was based on the principles of documentary analysis, adopting as object the Plans of Institutional Development of 27 federal universities, based in the capitals. The research is fundamentally descriptive, which deals with the analysis of the statements related to the policy of university extension in the documents. The categories that served as support for the data analysis were: periodicity of the documents; beginning of the activities of the researched institutions; dimensions of development in the text of the university mission; guidelines of university extension policy. Since this is a descriptive research, we adopted the content analysis, in accordance with the guidelines of Bardin (2010), to analyze the policy of extension in the public university postulated in the documents.

The University Extension: Possibilities for Academic Formation and Dialogue with Society

The university extension, as a dialogue with society, is born with the university itself, whose purposes and conceptions vary in the institution's own history. This variation draws attention to the need to understand what has outlined the policies of university extension, not only today.

The nineteenth century inaugurates the first experiments of extension, even in model of predominantly elitist university. As an example, we cited Cambridge University by

creating, in 1871, probably the first formal extension program. Universities from other countries of the European continent (eg Belgium, Germany), the United States, Chicago, are also part of the list of institutions that began their first experiences of extension in this period (ANTÔNIO DE PAULA, 2013; NOGUEIRA, 2000). The university extension is the product of a critical moment of capitalism, which exacerbated contradictions that, to a great extent, allowed social classes to enter the scene, for example, the struggles of the working classes submitted to capital by invoking socialism as a new form of organization of society (ANTÔNIO DE PAULA, 2013).

It is in the context of the contradictions caused by the imperialism of capital that running in favor of the equality of conditions and institutions responsible for the maintenance of the social order awaken to the need to offer social policies capable of satisfying popular demands (ANTÔNIO DE PAULA, 2013). In addition, according to Leite (1991), in capitalist societies, the form of updating the egalitarian potential has been the generalization of conditions of life considered basic, through the adoption of social policies by the Welfare State. This scenario represented the organization of the university to fulfill its social commitment, in order to establish alternatives, through university extension, for the transformation of structures and social relations caused by social inequalities. Indeed, at the end of the twentieth century, the pace of paradigm shifts seemed to trigger a crisis in several sectors, for example: civilizational, environmental and urban crisis, employment, the Welfare State, bureaucratic administration, energy crisis, economic, cultural, which, to a great extent, boosted the State Reforms, a little all over the globe. It is in this highly complex context that the University is challenged to act. It is therefore her commitment to promote the overcoming of complexity, theoretical and practical paralysis and naive volunteering (NATIONAL POLICY OF UNIVERSITY EXTENSION, 2012).

If the university's understanding of university extension in countries of central capitalism was influenced by issues related to overcoming economic inequalities in Latin America, the motivations are in another direction (ANTÔNIO DE PAULA, 2013), such as overcoming social inequalities, disruption with the slave regime, the construction of democracy, justified by the fact that, for long periods, it was colonized by countries of central capitalism.

The historical fact that marked the history of the university in Latin America was the Reform of Cordoba, in 1918, in Argentina. The University of Cordoba is the oldest in the country, originally created by the Jesuit Fathers. In 1791, it stopped being exclusively theological (catholic) to acquire, in 1856, the character of national university. The Cordoba Reform meant strengthening the social function of the university, projecting a university culture to the people and concern for national problems, believing in the academic, social and cultural potential of university extension (PERNALETE; ORTEGA, 2010). The ideology of this movement brings with it a set of proposals, in order to indicate the new identity of the university. Among the proposals presented in this manifesto and resulting from it, we highlight the incorporation of "university extension as a means to concretize the university's

commitment to the people and make it a center par excellence for the study of major national problems." (MAZZILLI, 2011, p. 208).

The first official reference to university extension in Brazil was in Decree Nr. 19.831/31, a document that instituted the Statute of Brazilian Universities, to a great extent, a welfare model of this activity, associated to the idea of cultural elevation of those who did not participate in university life. In this sense, it reinforces Art 9º: "The university extension is destined to the diffusion of philosophical, artistic, literary and scientific knowledge, for the benefit of individual and collective improvement." The reform of higher education in Brazil, by Law Nr. 5.540/68, brought with it the guidelines for modernization of the university, among which we cite: teaching, research and extension as inseparable processes (Art. 40). As in the Reform of Cordoba, the university extension, thought in 1968 in Brazil, is incorporated as one of the struggle flags of the student movement. The repercussions of the Córdoba movement in Argentina are valued much more for their political significance, as a demarcation of a new university paradigm rather than concrete changes (MAZZILLI, 2011; PERNALETE; ORTEGA, 2010). The 1968 Reform in Brazil, inspired by the ideals of the student movement, called into question the role of the university and its responsibility for the future of the country.

From this context, the university was able to rethink its mission, propose the development and be more involved with the issues that concern its surroundings. Recognizing the social and educational role of the public university in coping with contemporary crises implies, to a large extent, seeing the university as an active and positive part of a greater process of change. (NATIONAL POLICY OF UNIVERSITY EXTENSION, 2012).

In this perspective, the university extension became evident, starting to present an interface between the knowledge produced in the university, of a scientific character, with the knowledge born of common sense. Thus, Saviani (1985) argues that extension means the articulation of the university with society, so that what it produces in terms of new knowledge is not restricted to its own space. In the wake of this understanding, Jezine (2004) proposes that the principles of teaching-research integration that underpin the concept of extension reveal a new thinking and doing, which is based on a posture of organization and intervention of reality, surpassing the sense of assistance to the community, which ceases to be passive in receiving the knowledge transmitted by the university and becomes participative and constructive of possible modes of organization and citizenship.

The extension, therefore, implies the socialization of the knowledge in the community, in order to be able to raise the general cultural level of the society. In this discussion, Nogueira (2000) presents extension as an academic activity, whose purpose is to connect the university in its teaching and research activities, with the demands of society, respecting the social commitment of the university. It is the extension, in fact, the mechanism of compliance of university social responsibility.

It is worth emphasizing that the university is an institution capable of contributing to society in overcoming its crises, although the university is an institution in crisis. That said, we use Santos' arguments (2010), that the university faces a complex situation: on the one hand, increasing demands are made by the society; on the other hand, they become more restrictive to the State funding policies, for their academic policies of teaching, research, extension, and innovation. Doubly challenged by society and the state, the university does not seem prepared to meet the demands imposed on it. For these reasons, Santos has defined the university as an institution in crisis.

Despite the complexities of the university, we point out that its social commitment to knowledge for the promotion of development is indispensable for the progress of humanity, demonstrated not only by regulations but, above all, through its actions. We recognize that the university is asked to know the social problems and to seek the most urgent solutions and, thus, to be able to contribute in the economic, cultural, social and environmental field. At a time when global capitalism intends to functionalize the university, reform in its structure must confer a new centrality of extension, giving it an active participation in the construction of social cohesion, in the deepening of democracy, in the fight against social exclusion and degradation environmental protection and the defense of cultural diversity (SANTOS, 2004). The university will only be able to fulfill its mission if it promotes graduate and postgraduate education, research and extension, because lacking one of these, there can be higher education, but there is no university, argues the author.

Considering these questions, the university must overcome the university extension as appendix or assistencialismo. It is time for the university to assume itself and become responsible for its social impact in the face of inequalities of all kinds. In compliance with social responsibility, the university signs a contract with society, which is based on three axes: the social responsibility of science; training for democratic citizenship; training for development (VALLAEYS, 2006).

It is worth remembering and taking care not to impress on the university extension a certain tone of social commitment, with the intention of filling a gap left by the State. The social responsibility of the university, by means of extension actions, has an academic role of citizen and professional formation, not merely assistencialist. This is a criticism assumed by some authors (JEZINE, 2004; NOGUEIRA, 2000), who believe that extension is a potential, beyond the provision of services to the community, but above all, an academic process defined and effective due to social demands, so to speak, indispensable in the formation of the student, in the qualification of the teacher and in the exchange with society (NATIONAL POLICY OF UNIVERSITY EXTENSION, 2012). This conception of extension is opposed to the idea that it is a minor activity in the university structure, to be carried out in the remainders of time, by professors without degree, next to the poor communities, that is, an activity of an assistance and solidarity nature. On the contrary, extension is an integral part of the curricular pedagogical dynamics of the formation and production of knowledge, involving the social actors of the university in a dialogical way, so as to enable critical formation (JEZINE, 2004).

The National Policy of University Extension lists as priorities, through the Forum of Pro-Rectors of University Extension (Forproex): approval of extension actions; monitoring and evaluation; financing; extension bags for students; participation of students in extension actions; curricular flexibility; curricular payment of credits for extension activities; valorization of teaching and technical-administrative staff participation; forms of participation of the external community. The Federal Constitution of 1988 reaffirms the importance of the indissociability between teaching, research and extension (Article 207) and also states that extension activities may receive public funding (Article 213). LDB Nr. 9.394/96 establishes, in its article 43, that university extension is one of the purposes of the university, while at the same time reinforcing the financial support of the public power for extension activities.

As a way of guaranteeing financial resources destined to the execution of public policies, contemplating university extension, the federal government, represented by the Ministry of Education, through SESu, in partnership with other ministries, instituted ProExt in 2008, with emphasis on academic training and social inclusion. The university extension, within the scope of ProExt, is understood as an interdisciplinary, educational, cultural, scientific and political process, in order to strengthen the relations between the university and other sectors of society, within the constitutional principle of inseparability with teaching and research (BRASIL, 2008). Its implantation in HEI occurs through Programs and Projects, aiming, mainly, to the strengthening of the university extension; the quality of extension in student training; social development and the critical spirit of students; improving the quality of education; to the professional activity based on citizenship and the social function of higher education. However, the market view printed by neoliberal politics drives the reduction of the macro view of the university, producing, to a large extent, a productivist and marketing vision within this institution and, consequently, academic policies of a fundamentally economic character.

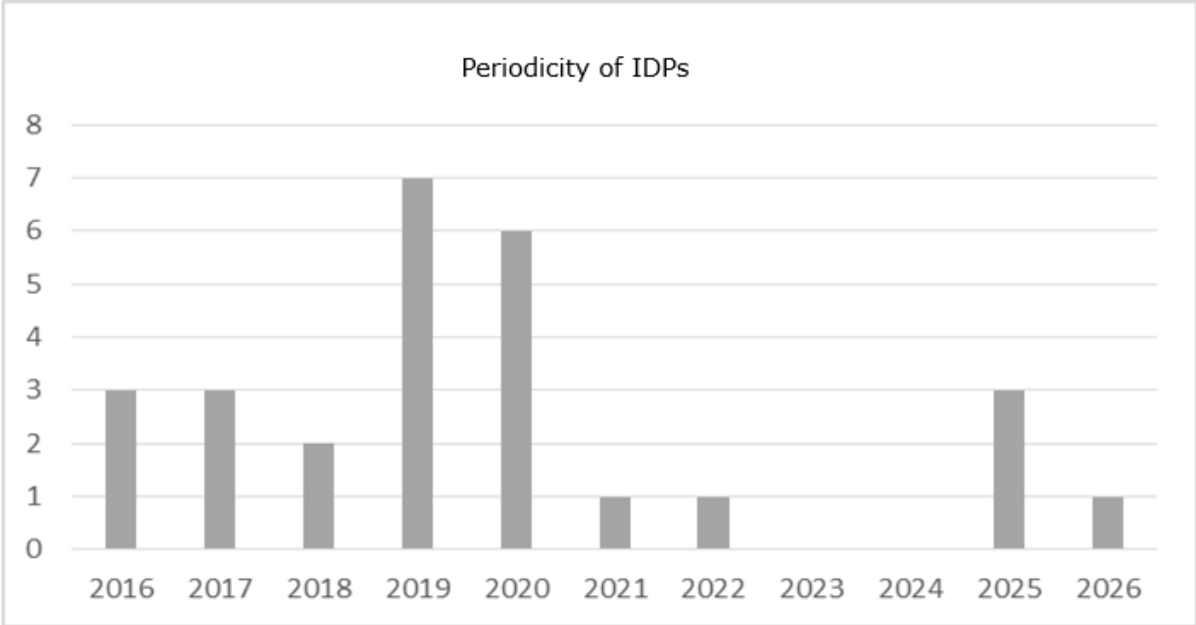
In the following section we present a study of the IDPs of federal public universities, in particular, about their treatment of extension policy. To do so, we focus on the categories: periodicity of Institutional Development Plans, beginning of the activities of the researched universities, the dimensions of development in the mission of the university in this century, guidelines of university policy.

Policy Institutional Bases of University Extension

This section presents the results of the research carried out in institutional documents - Institutional Development Plan - of 27 public universities. The mission statements and the university extension policy were analyzed in order to understand how the public university behaves in the face of the constitutional principle of the inseparability between teaching, research and extension, how the university understands the dimensions of development consequent to its knowledge produced, and thus discuss the place of extension in university politics.

Chart 1 presents the periodicity of the Institutional Development Plans, as a rule, a planning document that gathers the institution's proposals for a period of five years. Among the IDP's studied, we identified that the most recent documents are prepared for a period of ten years. The years that appear in the chart refer to the final year of each document.

Chart 1. Periodicity of Institutional Development Plans. Commitment in December 2017



Source: Institutional Development Plans of the federal universities surveyed

With the calculation made in December 2017, we identified, in Chart 1, some documents needing updating. The years 2016 and 2017 totalize 6 (22,22%) documents. The remaining 21 IDPs (77,78%) are within the execution deadline.

In the documents analyzed in the scope of this study, it was possible to extract from the text of the "Presentation" some categories, which we consider important to mention: a) the process of construction of the IDP; b) the IDP as an orientation tool for the development of society; c) the IDP as an enterprising vision of the public university.

The main considerations stated in the documents about the elaboration process reflect a participatory and dialogical course, as excerpts from the text itself: it translates a collective construction; brings intelligent and democratic action from the point of view of participatory planning, strategic and evaluative, expanding the administrative management capacity of the university; plan subject to adjustments, according to socio-educational reality; built with broad participation of its social sectors, involving society and all academic and administrative units; has the seal of the entire university community; results from a methodical and participatory process of elaboration.

In terms of orientation for the development of society, we identify elements of university extension printed in the corpus of documents: the IDP bases its action on a set of values, the basis of its strong commitment to society; projects the university for the future in a

democratic and sustainable format; document that identifies the paths chosen by the institution to consolidate itself in a public good, indispensable to the exercise of citizenship; indicates that the university aims at academic excellence and resulting actions in strengthening teaching, research and extension, as a way of consolidating it towards the development of society; defines as philosophical principles of the university: to train professionals and produce knowledge with social commitment for social and environmental development.

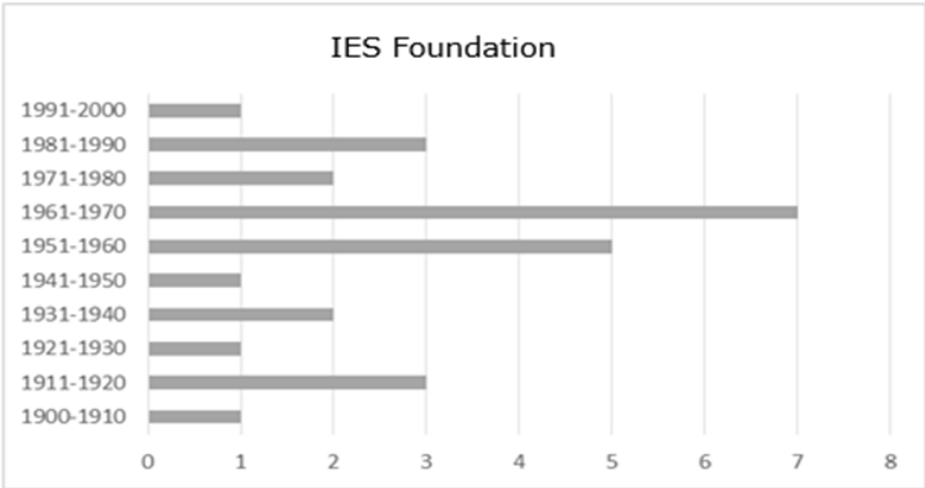
In the analysis process, it was possible to identify the IDP as a document from the point of view of the entrepreneurial university, based on the following definitions: a prospective and reference document on the goals, objectives and actions to be developed; management tool that aggregates ideas for efforts and mobilizes resources in a coherent way; defines the direction of the institution around its development and goals; planning document to be considered within strategic management; legal instrument of planning and management.

We admit that the public university, through its declarations in institutional documents, as in the case of the Institutional Development Plan, is faced with two situations, which, to a great extent, imprint the complexity of this institution: on the one hand - is committed to carrying out its social responsibility in all its activities, in order to contribute to social, cultural, economic and sustainable development; On the other hand, the university has been influenced by external forces, which have been driven to adopt an entrepreneurial attitude, in partnership with the productive sector, aiming at its own financial sustainability.

It is salutary to remember that the university is the most appropriate agent, both for ability and responsibility, to generate ideas and actions that seek to solve situations in different areas and segments of society (SILADO, ZAMPIERI, 2012). The most favorable way for the university to contribute to the progress of society is to reaffirm university extension as an academic process defined and made effective by virtue of the demands of society (NATIONAL POLICY OF UNIVERSITY EXTENSION, 2012).

The history of the Brazilian university shows us that university extension is not a new activity, but that it was born at the same time as the university was born, in accordance with the demands and capacities of the time. In order to contextualize the Brazilian university in history, we present in Chart 2, the beginning of its activities, adopting the decade as a temporal parameter.

Graph 2. Beginning of activities of Brazilian federal universities for decades



Source: Institutional Development Plans of the federal universities surveyed

The graph allows us to identify that the Brazilian university was born late, mainly, when compared with other Latin American countries. From the 16th century, according to Cunha (2007), there was already a university in the American continent, such as São Domingos, São Marcos (Peru), São Felipe (Chile) and Cordoba (Argentina).

The data extracted from the IDPs allow us to say that until the first half of the twentieth century, Higher Schools were created, and, years later, they gave rise to the current Federal Universities, such as: Free School of Manaus (1909); University of Paraná as a private institution (1913); University of Rio de Janeiro (1920), then University of Brazil (1937), University of Minas Gerais (1927); Medicine School from São Paulo (1933) and University of Recife (1946).

Until the 1970s, schools and colleges originated other federal universities, with the exception of the Federal University of Mato Grosso (1970), the Federal University of Santa Catarina (1960), the University of Brasilia (1960), which were already born with this denomination of federal university. The universities to which we refer are: Federal University of Paraíba (1955); Federal University of Ceará (1955); Federal University of Pará (1957); Federal University of Goiás (1960); Federal University of Alagoas (1961); Federal University of Mato Grosso do Sul (1962); Federal University of Acre (1964); Federal University of Piauí (1971).

Federal University of Rondônia (1982), Federal University of Amapá (1986), Federal University of Roraima (1989), the Federal University of Roraima (1989) and Federal University of Tocantins (2000).

The university reform of Cordoba (1918), to a great extent, boosted the academic movement in defense of university autonomy and the democratization of the university. The context of this movement marks the university extension focused on social movements. However, the incipient Brazilian university did not succeed in ensuring that university

extension had a role in the struggle for social transformation in the context of struggles for structural reforms, especially those of the years 1950 to 1964. It is worth recalling in this discussion that the struggle for reform University (1968), as developed by UNE, was part of a progressive approach to student struggles and general struggles for Brazilian transformation. In the context of the country's re-democratization, university extension is called to act, without, however, obscuring traditional extension guidelines (ANTÔNIO DE PAULA, 2013).

Antônio de Paula (2013) highlights three movements of university extension in Brazil: a) the phase before 1964: understood as a struggle in defense of the public school; b) the phase of 1964-1985: characterized by the demands of social movements; c) the post-dictatorship phase: characterized by the demands arising from the advances of social movements; the emergence of new subjects and rights, broadening the concept of citizenship; of the productive sector in the field of technology and service provision. The contributions of Jezine (2004) in this area allow us to understand that university extension has assumed, throughout history, different theoretical and ideological conceptions, that influence, even, the very conception of University.

Considering the historical course and the political-institutional role of university extension, we admit that its purpose has been the promotion of development, beyond the social dimension, plus the cultural, environmental and economic dimensions. For this reason, we present, in Table 1, the development dimensions defended in the institutional discourse of the public university.

Table 1. Frequency of development dimensions in mission statements – IDPs

| Dimensions of development | Development | Frequency % |
|---------------------------|---|-------------|
| | Of the society | 26% |
| | Local, regional e national | 26% |
| | Sustainable | 26% |
| | Social, economic, environmental, technological and cultural | 18% |
| | Intellectual, human e sociocultural | 5,4% |
| | Human for democracy and citizenship | 5,4% |
| | Economic development | 5,4% |

Source: IDP of the federal HEIs surveyed.

One of the greatest challenges of the university in our time is to maintain the balance between producing knowledge for the purposes of economic development and producing knowledge for social, cultural and sustainable development. This discussion focuses mainly on the growing devaluation of democratization in favor of the rhetoric of quality and excellence - germs of entrepreneurship (MORGADO, 2009). Table 1 gives us indications that the university maintains the discourse of promoting knowledge for development in the social (26%) and sustainable (26%) dimensions highlighted in the documents. At 18% frequency, we identify the dimensions of the mission statement: social, economic, environmental, technological and cultural. And, also, the economic development, in 5.4% of the documents.

We assume from the data that university extension may be meeting the demands of the productive sector on a large scale through public-private partnerships, which implies printing

a fundamentally entrepreneurial discourse, so that the university sees itself as a locus of science and technology to be transferred to society (CASADO; SILUK; ZAMPIERI, 2012).

The documents show us, even the literature expressing that the contributions of university extension reside in the deepening of citizenship, democracy, inclusion for the effective transformation of society (CARBONARI; PEREIRA, 2007; ANTÔNIO DE PAULA, 2013; NATIONAL POLICY OF UNIVERSITY EXTENSION, 2012), that institutional guidelines have sometimes been bent to the requirements of the entrepreneurial university. It should be noted, however, that the public university has undergone progressive cuts in the budget, which has enabled the development of a model of university extension marked by the utilitarian and market logic, even as a way of preserving the financial sustainability of the institution.

After presenting the development dimensions present in the mission statements, we proceed to the presentation of the guidelines of the university policy of extension, in accordance with the texts of the IDPs. We can verify these guidelines in Table 2.

Table 2. Frequency of university extension policy guidelines – IDP

| University Extension Policies | Guidelines | IDP | % |
|-------------------------------|--|-----|-----|
| | Academic training, linked to teaching and research | 18 | 75% |
| | Dialogue with society | 17 | 71% |
| | Extension focused on social responsibility actions | 16 | 67% |
| | Formation of the human being in fullness | 7 | 29% |
| | Actions of a theoretical-practical nature for the promotion of knowledge | 7 | 29% |
| | Valuing culture, access to knowledge and solidarity intervention | 4 | 17% |
| | Knowledge aiming at scientific production | 3 | 13% |
| | Promotion of partnerships | 3 | 13% |

Source: IDP of the federal HEIs surveyed.

This study was based on the IDP analysis of 27 federal universities. However, it must be said that only 24 of these HEIs describe documentary extension policy guidelines. Thus, we added 24 documents for the analysis of this table.

We positively verified that universities emphasize the indissociability of teaching, research and extension (75%), in accordance with Art. Nr. 207 of CF/88, as a mechanism for the possibility of a better academic formation. Less frequently, but in a position of visibility, the documents stand out: the dialogue with society (71%) and the extension aimed at actions of university social responsibility (67%). We believe that universities reaffirm university extension as an academic practice, with an interdisciplinary methodology and as a systematic dialogue between institution and society (NATIONAL POLICY OF UNIVERSITY EXTENSION, 2012). We have the indicative, as pointed out by Jezine (2004); Antônio de Paula (2013) and the data in Table 2, that the extension in the university of the XXI century has surpassed its function of providing services in a welfare perspective, oriented, almost exclusively, to the social needs of the popular and of social movements, in favor of an activity of critical and responsible academic formation.

Other guidelines refer to the following categories: human training (29%); promotion of knowledge (29%); valuation of the crop (17%); scientific production (13%) and partnerships (13%). The document of National Policies for University Extension (2012) expresses the extension as a practice committed to the social, a methodology of knowledge production that integrates the social actors for the expanded citizen formation from the ethical, scientific, social, cultural and territorial point of view, and also a dialogic interaction that goes beyond national borders. In the quest for overcoming the dimension of providing assistance services, extension has been configured as a theoretical-practical activity, in the dialogical perspective with society, as an opportunity to exchange knowledge. The principles of the indissociability teaching, research and extension, which base the concept of extension as an activity of academic and professional formation, reveal a new thinking and doing (JEZINE, 2004).

In order for the university to comply with the stated guidelines from the institutional point of view, it is necessary to create mechanisms capable of promoting the university's dialogue with society towards development; that may enable the production of knowledge for the promotion of social, cultural, environmental and economic development (NATIONAL POLICY OF UNIVERSITY EXTENSION, 2012). Studies by Mazzilli (2011, p. 288) point to the insistent critique of the role of extension for "service delivery", which marked its insertion in Brazilian educational history and policy.

In summary, the extension policy in the Brazilian public university fulfills a social and educational function, of academic and professional formation, with the implementation of theoretical and practical actions for the promotion of knowledge and culture, access to knowledge and solidarity participatory, dialogic and valuing partnerships - this is the essence of university extension. However, the university may be assuming the economic paradigm printed in university actions, with a certain disconnection from the social, cultural and democratic dimension - this is the counter to the essence of university extension.

Final Considerations

The conception of university extension presents a direct relation with the different philosophical and pedagogical conceptions adopted by the institution, reflecting the thought and influence of external social, political and economic agents. Based on this premise, this study adopted the objective of analyzing the university policy for the extension of federal public universities, based on the guidelines stated in the IDPs.

As a way of understanding and situating extension in the Brazilian university, we adopted a theoretical and empirical study, whose perceptions are highlighted below.

The theoretical study allowed us to consider the university extension in a relationship of indissociability with teaching and research, in accordance with the constitutional principle defended in Article 207; the extension is influenced, for the most part, by questions related to

overcoming social and economic inequalities; in Latin America, university extension gains more visibility in the debate after the Córdoba Reform; extension actions enable the university to fulfill its social responsibility; the concepts of university extension can be understood as assistance to the social sectors through the provision of services, as well as the possibility of entering into partnerships and agreements with the productive sector; Forproex is fundamental in the discussion and implementation of extensionist actions in the university.

Taking as the founding category of this research - the university extension - we can consider, from the empirical study, that: the documents that served as analysis attend the item update; the university extension in Brazil is born with the university itself, since the first experiences date from the beginning of the 20th century, in the "Free Universities"; the development resulting from the production of knowledge in the university reaches the social, cultural, environmental and economic dimensions; the university extension expresses social and also economic objectives.

Finally, we highlight some ideas: the undeniable advances of university extension in Brazil were due, to a great extent, to Forproex, highlighting its role in the conceptualization and conception of this activity (ANTÔNIO DE PAULA, 2013; NOGUEIRA, 2013); the university extension, due to its diffuse nature, may end up as an adjunct to public policies (OLIVEIRA; ROCHA, 2010).

One of the main challenges of university extension is to rethink the relation of teaching and research to social needs, as well as to establish the contributions of this to the deepening of citizenship and to social transformation (CARBINARI; PEREIRA, 2007), as well as to the development in the social, cultural, environmental and economic dimensions, so that neoliberal ideology does not take the first place in this context. May this challenge serve as an object of study in further investigations.

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