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## Evaluation and Regulation Mechanisms of the Brazilian Federal University at the Meetig: Between the Proposal and the Contract

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### ABSTRACT

The Program to Support Restructuring and Expansion Plans of Federal Universities (REUNI), established in 2007, had as its main objective to expand access to and stay in higher education, based on a contract established between the Ministry of Education (MEC) and the Ministry of Education. Federal University with the definition of the necessary conditions for the physical, academic and pedagogical extension of the federal network. It was articulated with the state's management reforms, mainly because it was based on a management contract, which indicated goals to be achieved and its evaluation mechanisms. Based on these findings, this article aims to present and discuss the policy of Reuni, based on documentary research, highlighting the structure and functioning of the regulatory mechanisms of the Brazilian Federal University. We noticed that, although the process of joining the Program was voluntary by the unit, the MEC action in the University by the Reuni was invasive, hurting its autonomy in the political, financial and academic dimensions. "Institutional autonomy" was monitored, evaluated and regulated, reinforcing productivity and efficiency as its central management objectives. However, despite the mechanisms of evaluation and regulation present in the Reuni, the Brazilian federal universities agreed with the principle of the democratization of higher education and, therefore, they ended up being subject to such mechanisms to obtain financing to materialize it.

### KEYWORDS

Higher education. Evaluation. Management. Management contract. Public university.

## Mecanismos de Avaliação e Regulação da Universidade Federal Brasileira no Reuni: Entre a Proposta e o Contrato

### RESUMO

O Programa de Apoio a Planos de Reestruturação e Expansão das Universidades Federais (REUNI), instituído em 2007, teve como objetivo central expandir o acesso e a permanência na educação superior, com base em contrato estabelecido entre o Ministério da Educação (MEC) e a Universidade Federal com a definição das condições necessárias à ampliação física, acadêmica e pedagógica da rede federal. Ele articulou-se com as reformas gerenciais do Estado, sobretudo por se basear em contrato de gestão, que indicava metas a serem atingidas e seus mecanismos de avaliação. Com base nessas constatações, este artigo objetiva apresentar e discutir a política do Reuni, a partir de pesquisa documental, destacando, de sua estrutura e funcionamento, os mecanismos de regulação da Universidade Federal Brasileira. Notamos que, embora o processo de adesão ao Programa tenha sido voluntário pela unidade, a ação do MEC na Universidade pelo Reuni foi invasiva, ferindo sua autonomia nas dimensões política, financeira e acadêmica. A “autonomia institucional” foi monitorada, avaliada e regulada, reforçando a produtividade e a eficiência como seus objetivos centrais de gestão. Todavia, não obstante os mecanismos de avaliação e regulação presentes no Reuni, as universidades federais brasileiras compactuaram com o princípio da democratização do ensino superior e, por isso, acabaram por se sujeitar a tais mecanismos para conseguir financiamento para materializá-lo.

### PALAVRAS-CHAVE

Educação superior. Avaliação institucional. Gestão. Contrato de gestão. Universidade pública.

## Mecanismos de Evaluación y Regulación de la Universidad Federal Brasileña em el Reuni: Entre la Propuesta y el Contrato

### RESUMEN

El Programa de Apoyo a los Planes de Reestructuración y Expansión de las Universidades Federales (REUNI), instituído en 2007, tuvo como objetivo central ampliar el acceso y la permanencia en la educación superior, con base en un contrato establecido entre el Ministerio de Educación (MEC) Universidad Federal con la definición de las condiciones necesarias para la ampliación física, académica y pedagógica de la red federal. Se articuló con las reformas gerenciales del Estado, sobre todo por basarse en un contrato de gestión, que indicaba metas a ser alcanzadas y sus mecanismos de evaluación. Con base en esas constataciones, este artículo objetiva presentar y discutir la política del Reuni, a partir de investigación documental, destacando, de su estructura y funcionamiento, los mecanismos de regulación de la Universidad Federal brasileña. Se observa que, aunque el proceso de adhesión al Programa ha sido voluntario por la unidad, la acción del MEC en la Universidad por el Reuni fue invasiva, hiriendo su autonomía en las dimensiones política, financiera y académica. La "autonomía institucional" fue monitoreada, evaluada y regulada, reforzando la productividad y la eficiencia como sus objetivos centrales de gestión. Sin embargo, a pesar de los mecanismos de evaluación y regulación presentes en el Encuentro, las universidades federales brasileñas compaginaron con el principio de la democratización de la enseñanza superior y, por eso, acabaron por sujetarse a tales mecanismos para conseguir financiamiento para materializarlo.

### PALABRAS CLAVE

Educación universitaria. Evaluación. Gestión. Contrato de gestión. Universidad pública.

## Introduction

The Support Program for Restructuring and Expansion Plans of Federal Universities, Reuni, was established by Decree No. 6,096 in 2007 (BRAZIL, 2007a), with the main objective of expanding access and permanence in higher education, from the execution of a Contract between the Ministry of Education (MEC) and the Federal University, to establish the necessary conditions for the physical, academic and pedagogical expansion of the federal higher education network. According to Araújo and Pinheiro (2010), Reuni was articulated with the State's management reforms, mainly because it is based on a management contract, which aims to achieve goals, focusing on the citizen / client. Therefore Reuni,

[...] by bringing to the agenda of education systems the topics of efficiency, effectiveness, effectiveness, results control, productivity, costs, goals, indicators and management contract, among other topics, it is closely linked to the managerial orientations that have profoundly marked the discussion on the reform of the Brazilian state, producing important changes in the way institutions operate (ARAÚJO; PINHEIRO, 2010, p. 665).

In this sense, Reuni presented as a managerial foundation the New Public Management (NGP), as an instrument focused on performativity, based on the regulation and evaluation of quantitatively measurable performances. According to Costa and Cunha (2012), accountability, control mechanisms and an emphasis on results act as a way of ensuring transparency and improvement in public service delivery, as well as reducing costs and making agents accountable. providers for the results obtained. Under these contours, Sa (2009) interprets that the evaluation ends up serving as a form of control over what is worked in educational institutions, more precisely, exercises control over the final product and not over the process.

Given this context, the purpose of this paper is to present and discuss Reuni's policy, based on documentary research, highlighting, from its structure and operation, the regulatory mechanisms of the Brazilian Federal University.

## Methodology

To carry out this research, the gathering of documents about Reuni was initially developed on the MEC and Planalto Federal website, resulting in the finding of two main files, Decree No. 6,096 / 07 (BRAZIL, 2007a), which establishes Reuni, and Ordinance No. 582/08 (BRAZIL, 2008), which governs the granting of postgraduate scholarships provided for in Reuni. Faced with this shortage of material, the search procedure was changed and expanded. We also consulted the bibliographical references of all theses and dissertations raised in the bibliographical study of the research, highlighting from him the documents that addressed, directly and indirectly, the Reuni. The idea was to take advantage of the knowledge from studies that have already dealt with the subject in more depth and therefore have a better understanding of the core and secondary issues surrounding the study of Reuni policy.

A total of 46 documents were found: two legislations directly related to Reuni; fourteen legislations indirectly related to Reuni; seven documents directly related to Reuni; four documents indirectly related to Reuni; six official Reuni reports, videos and presentations. Of the 46 documents raised, fourteen deal directly with the Reuni theme. The remaining thirty-two cover various topics (Higher Education, Professional and Technological Expansion, Higher Education Map, Census or Balance, Career Plan and Positions at Federal Institutions, Network and Federal Institutes of Vocational, Scientific Education). and Technological, Equivalent Professor Bank, Vacancy Reservation Regulation, supervision and evaluation of institutions in the federal education system, Recertification of universities and university centers, PNAES, PNE, PDE, Sinaes, ProUni, SiSU and Cotas).

Considering the objective of this article - to discuss Reuni's policy regarding the regulatory mechanisms of the Brazilian Federal University - the documentary survey was subjected to delimitation, taking into account the criterion: documents directly related to the theme, having the delimitation period was from 2006 to 2017. Based on this criterion and periodization, the documents were grouped into different sets, as follows: Legislation directly related to Reuni; Documents directly related to Reuni; and Official Presentations about Reuni. Thus, in this work 15 documents were considered, two legislations, seven official documents and six MEC presentations about Reuni.

Subsequent to this definition, we read the material and found that not all Presentation-type documents, usually organized into slides, actually focused on the topic at hand, or we found that they contained content similar to those in documents or legislations, presented in a timely manner. simplified or summarized according to the purpose of the slides. In this sense, we chose to focus directly on primary sources, discarding most presentations.

Thus, Table 1 presents the corpus of the research composed by legislations, documents and official presentations of MEC about Reuni that were used and analyzed in this article.

**Box 1.** Research Corpus: MEC Legislation, Documents, and Official Presentations on Reuni

Title	Description	Year	Type		
Decree No. 6,096, of April 24, 2007	Institutes the Support Program for Restructuring and Expansion Plans of Federal Universities - REUNI	2007	Legislation		
Ordinance No. 582 of May 14, 2008	Objective of disciplining the granting of postgraduate scholarships provided for in the Program of Support for Restructuring and Expansion Plans of Federal Universities - REUNI	2008	Legislation		
Official Letter 121 SESu	Refers to deadlines for the presentation of Reuni projects and additional budget to federal universities.	2007	Document		
REUNI - Restructuring and expansion of federal universities: general guidelines	It presents the guidelines, general objectives of Reuni, guidelines for proposal writing and the general context of higher education.	2007	Document		
REUNI 2008 - First Year Report	Presents Reuni's first year report in terms of academic and physical expansion of universities	2009	Document		
Analysis on the Expansion of Federal Universities 2003 to 2012. Report of the Commission Ordinance No. 126/2012	University Expansion Report of the Commission Constituted by Ordinance No. 126/2012	2012	Document		
SIMEC Integrated Budget Planning and Finance System - REUNI Project Modules - User Manual	Aimed at the user SIMEC, aims to assist institutions in the preparation of their plans and monitor the policies developed by MEC in the SIMEC system	No date	Document		
SIMEC,	Aimed at the user	No date	Document		
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Integrated Budget Planning and Finance System - Project Modules REUNI - User Manual. (amended and enlarged version)	SIMEC, aims to assist institutions in the preparation of their plans, including the proposal of works, as well as understand the process of evaluation of the plans.		
The democratization and expansion of higher education in the country 2003-2014.	It addresses the expansion of higher education from 2003 to 2014, presenting its evolution, policies, programs, actions and challenges.	No date	Document
IFES Restructuring and Expansion Plan - REUNI	Slideshow of IFES / REUNI Restructuring and Expansion Plan	No date	Document

Source: Bibliographic survey conducted by researchers on theses and dissertations (2017).

For the analysis of the material surveyed, we chose the use of categories as central research tools since, according to Kuenzer (1998), they constitute fundamental tools to offer scientific and rigor to the systematization of data, considering that they serve as a criterion. advisor for the collection, selection and organization of the theory and facts researched. In this case, the so-called “content categories” were chosen as indispensable mechanisms in this process, since they allow the realization of the mediation between the universal and concrete / singular, as well as can be defined from the object and purpose of the research (Kuenzer, 1998).

The content categories defined for this research stage focused on the central debate brought in this study: The New Public Management (NGP) in Higher Education Institutions, as an instrument that aims at performativity, having its centrality in the regulation and quantitative evaluation of performance. measurable, in the context of Reuni. Therefore, for the study of Reuni, were defined as content categories: the structure of Reuni; the operation of Reuni; and Reuni's evaluation and regulation mechanisms.

## Evaluation and Regulation Mechanisms in the Structure and Operation of Reuni

Reuni was instituted on April 24, 2007 by Decree No. 6,096, in view of the goal of expanding the offer of higher education present in item 4.3.1 of the National Education Plan - PNE (Law No. 10.172 / 2001), from 2001-2011, which provided that by 2011 “the provision of higher education for at least 30% of the 18-24 age group” would be provided (BRASIL, 2001, p. 37). The program was part of the Education Development Plan - PDE (BRAZIL, 2007d), launched by the government of Luis Inácio Lula da Silva, on April 24, 2007, which

was an executive plan, composed of more than 40 programs organized in around four central axes: 1) basic education, 2) higher education, 3) vocational education, 4) literacy.

The art. 1 of Decree No. 6,096 (BRASIL, 2007a, art. 1) provided for the purpose of Reuni to create conditions for expanding student access and permanence in higher education, specifically at the undergraduate “Better use of the physical structure and human resources existing in federal universities”.

According to Carvalho (2014), Reuni consisted of a focused policy, whose implementation aimed to reduce the educational inequalities of this level of education, produced by economic development throughout history. Therefore, offering access to Federal Higher Education Institutions (IFES), under this configuration, ended up defining itself as a process of offsetting the admission, in universities, of those who had not yet reached higher education, in order to resolve inequalities. meet the old demand for access to higher education by the popular strata.

Thus, its main focus was to expand access - by increasing admission vacancies, that is, the “undergraduate vacancies offered regularly in selective university admission processes” (BRASIL, 2007c, p. 27); or the reoccupation of idle vacancies, that is, the “vacancies available in undergraduate courses arising from initial non-filling, abandonment or dismissal” (BRASIL, 2007c, p. 27) - and the permanence of the higher education student - by offering academic conditions, guidance and support to carry out their activities.

To this end, it was agreed that its overall goal would be to gradually increase the average completion rate in on-campus undergraduate courses to 90%, as well as to increase the ratio of students per teacher in on-campus undergraduate to 18 at the end of five years. beginning of each Restructuring Plan signed (BRASIL, 2007a; BRASIL, 2007c). These notes indicate that Reuni's major concern for the achievement of its goal was related to the quantitative issue of the expansion process. In this context, as Oliveira and Duarte (2005, p. 288) recall, “in an attempt to equate popular demands for greater access to public services and the need to respond for greater efficiency in those already offered, the Brazilian government” led “changes in managerial aspects of public policies, guided by criteria of administrative rationality based on the private economy”.

This perspective results from the public management model established in the country with the State Apparatus Reform sued by the government of Fernando Henrique Cardoso from 1995 (RAMOS, 2016). This model, according to Ramos (2016, p. 547), was aligned with neoliberalism and, under the generic name “New Public Management”, aimed to:

[...] aggregate principles, values and strategies from private administration (rationalization of tasks; separation between the strategic and operational levels of decision and action; management by objectives / results; remuneration for performance, etc.) to public management.

Therefore, according to Medeiros (2012), the reform of the Brazilian state, articulated with neoliberalism, disseminating the idea of the state crisis, especially fiscal, which would make it impossible to make investments in social policies. This fact, for the author, contributed to the apostasy of the Brazilian State regarding the maintenance of public higher



education, driving “federal universities to a serious financial crisis that left them without money for the basic maintenance and precarious development of their teaching functions. , research and extension ”, constituting a fruitful ground for the propagation of the ideology of “mismanagement ”, inducing “ the federal public universities to conform to the business management that constituted a salvationist discourse of the public university ”(MEDEIROS, 2012, p. 4). With that, he went to:

[...] public university from the public's sense to the market's sense, promoting the substitution of the principle of equality by equity and efficiency by the efficiency where the regulatory state began to develop a managerial public administration in response to expansion of its economic and social functions, technological development and globalization of the world economy, where higher education became part of the economic problem of each country and universities, like companies, should seek competitiveness in the market (MEDEIROS, 2012 , p. 4).

According to this paradigm, public administration thus focused on the management of its resources, becoming concerned with the financial performance of the State (CHAVES; ZWICK, 2016) by having the private sector as its main reference (DASSO JÚNIOR, 2014), building “a model of state organization increasingly oriented by pragmatism, focused on market interests and high productivity, efficiency and effectiveness, within a new management pact” (SILVA; CARVALHO, 2014, p. 215).

Therefore, among the policies focused on higher education, Reuni was highlighted by Santos (2016) as one of the programs that contributed to the materialization of a neoliberal policy in the area (SANTOS, 2016), blending expansion with massification (LIMA, 2013) and collaborating with the shaping of a new management model for public institutions (SILVA, 2016).

In this context, Reuni was signed by means of a Contract between the State, in the figure of the MEC, and each of the Federal Universities, a characteristic process of the new public management, which, according to Bezes (2009), is part of the idea that Establishments implementing public policies must have a relationship with the central state through contracts, which set out the obligations and rights of each party.

In the case of Reuni, the initial Proposal should be presented by the University, with reference to six core dimensions, highly detailed by the MEC (BRAZIL, 2007c; BRASIL, [2007e?]) In terms of objectives and procedures necessary for its achievement, as follows:

- 1) Expansion of the Public Higher Education Offering, implying: the increase of admission vacancies, especially at night; the reduction of dropout rates; and the occupation of idle vacancies;
- 2) Academic-Curriculum Restructuring, implying: the revision of the academic structure for quality elevation; the reorganization of undergraduate courses - with “new curriculum designs” that encourage “the diversity of formative itineraries” (BRASIL, 2007c, p. 26) - and the diversification of their modalities, seeking to overcome the professionalization that occurs early and specialized; the implementation of title systems and curriculum regimes for the construction of training pathways; and the prediction of transition models;
- 3) Pedagogical Renewal of Higher Education, implying: the articulation between higher



education and basic, professional and technological education; the updating of methodologies and technologies focused on teaching and learning; and the provision of pedagogical training programs, especially focused on the implementation of a new model;

- 4) Intra and Inter-Institutional Mobility, involving: the promotion of student mobility, through the use of credits and the circulation of students between courses, programs and higher education institutions;
- 5) Social Commitment of the Institution, implying: acting in the field of policies of inclusion, university extension and student assistance;
- 6) Postgraduate support to the development and qualitative improvement of undergraduate courses, implying: the articulation between undergraduate and postgraduate, with the qualitative and quantitative expansion of postgraduate studies for the pedagogical renewal of higher education.

What we can see from most of the dimensions addressed by Reuni and from the high detail in terms of the objectives and procedures envisaged in each of them is that, although in practice, the State's action in the Program seems to occur in a more technical-quantitative sense, five of them. of the six predicted dimensions (dimensions 2, 3, 4, 5 and 6) intended to act more profoundly at the University, since, besides aiming at reducing dropout rates, occupying idle vacancies and increasing admission vacancies, notably at night, as foreseen in dimension 1, the rest of them intended to work in the political-institutional and academic-didactic-curricular areas. In other words, Reuni also intended to act on all the activities, especially formative, necessary to achieve certification or diploma of the student, facilitating, for example, the use of credits and the movement of students between institutions, courses and programs. higher education programs, in line with the operationalization of the so-called New University model at IFES. This model aimed to radically restructure the curriculum of programs aimed at university education, providing: the implementation of interdisciplinary baccalaureate, as well as general education courses as a requirement for the realization of professional careers and graduate education (ROCK; ALMEIDA FILHO, 2007). Such procedures were somehow already foreseen by the MEC in the document "Guiding References for Interdisciplinary and Similar Bachelors" (BRASIL, 2010), which, according to Silveira (2015), emphasized, in its assumptions, the traditional character of higher education. criticizing their plastered resumes, their long degrees and their tendency towards early professionalization. Therefore, Tnegutti and Martinez (2007, p.1) interpret that Reuni "was the way found by MEC to enable the project of "New University" in IFES.

Within these contours, under the argument of expansion, Reuni thus aimed to: review the undergraduate academic structure, that is, the "articulation between academic units, teaching and execution of curricular activities for the development of higher education" (BRASIL, 2007c, 24), reorganizing their courses and updating their teaching-learning methodologies; diversify undergraduate modalities - undergraduate degrees, professional and interdisciplinary bachelors, higher technology courses etc.; expand inclusion and student assistance policies; articulate undergraduate with postgraduate and higher education with basic education (BRAZIL, 2007a, art. 2).

For the operation of this process by IFES, it was defined that the University interested in joining Reuni would need to approve, in its superior body - the Superior Council, as called by the MEC Circular Letter No. 121/2007 (BRAZIL, 2007b) -, a Restructuring Plan, demanding their entry into the Program and indicating their action strategies to meet the required goals. As a result, in pursuit of expansion funds, the University would surrender to the conditions (un) imposed by Reuni, restricting its participation to the operational field of the Program to meet the requirements. In this case, as Ribeiro (2013) says, we can interpret that, assuming a management model based on managerial principles, the action of these Superior Councils would occur in order to allow the devaluation of institutional autonomy, the remodeling of university management and the reduction of participation in collegiality. This tells us, according to Coutinho and Lagares (2017, p. 844), that, following the conception of New Public Management, with a view to acting in a “shared management” model, participation is now used as “an instrument of control and the validation of previously defined decisions”, so that the “decision possibility” now resides in “the execution field, within previously established limits”. Thus, the evaluation ends up structuring itself as a mechanism that IFES has to report to the State, regardless of its autonomy (EMBIRUÇU, FONTES, ALMEIDA, 2013).

For this reason, during the process of submission of the Proposal to the MEC, in addition to the Plan, the University should present an estimate of the additional resources that are important for the fulfillment of the goals set in the Plan (BRASIL, 2007a, art. 4º; 5º).

Following the logic of electronic government, such Plan, according to Official Letter No. 121/2007 (BRAZIL, 2007b), should be sent to the specific virtual module of the Integrated Planning, Budget and Finance System (SIMEC), which would be permanently open. As Silva and Carvalho (2014, p. 224) recall, the use of technology is a central tool of New Public Management, which, through it, consolidates the “so-called electronic government”, which is configured through “the diversity of dissemination mechanisms. information that government agencies have made available through technology, using tools, portals, systems and virtual electronic platforms.”

Despite this standard functioning, according to an official document (BRAZIL, 2007c, p. 4-5), the Program did not aim “to adopt a single model for the graduation of federal universities” but aimed to add “efforts and reinforce initiatives for the expansion vacancies and raising the quality of national education”. However, it points out that Proposals that were presented by the university could “start in all its academic units, in some of them and/or in new units to be created, provided that, at the end of the five-year period, the goal set” was “achieved” (BRASIL, 2007c, p. 5), indicating a direct relationship between the financing of the University expansion and the evaluation of its performance indicators.

It was not by chance, therefore, that, according to Silva (2013), Reuni caused changes in the structure and management of federal universities, intensifying the assumption of having productivity and efficiency as the main objectives, and the receipt of resources conditional on compliance. agreed upon in IFES expansion projects. This new management model assumes that the expansion of rights is “accompanied by changes in the forms of organization and management of education”, under the official justification of the necessary “modernization of public administration in response to calls for greater transparency, more democratic and flexible structures. and greater efficiency” (OLIVEIRA, 2015, p. 632).

Therefore, in the official view, the university leader would play a strategic role in this process: the functioning of Reuni would depend on its effective action towards the consolidation of changes in the curriculum, in the training offered and in the quality of teaching. In the words of MEC (BRAZIL, 2007c, p. 9-10):

More than a government initiative, this movement is in line with the proposals of federal university leaders to consolidate and improve the public system of higher education, with emphasis on the review of curricula and academic projects aimed at making flexibility and quality better. higher education, as well as providing students with multi and interdisciplinary, humanistic training and the development of critical thinking.

In this way, the head of the institution would be held responsible for the functioning of Reuni at the institution, promoting an internal effect of cascading charges and accountability in the University's organization chart. This was the intended commitment of the IFE through the Program and that should be present in the institution's Proposal to join Reuni.

### Between Proposal and Contract

Given the University's interest in Reuni, the process of drafting its Proposal would necessarily involve several steps. One of them concerns the accuracy of how the University would perform in the dimensions provided for in the Program, which, as seen above, are: 1) Expansion of the Public Higher Education Offering, 2) Academic-Curricular Restructuring, 3) Pedagogical Renewal of Higher Education, 4) Intra and Inter-Institutional Mobility, 5) Social Commitment of the Institution, 6) Postgraduate support for the development and qualitative improvement of undergraduate courses (BRASIL, 2007c).

Requiring a high degree of detail on the part of the University, the Proposal should scrutinize, in each dimension, its performance in meeting the objectives and procedures provided for in them. This is because such Proposal would be the basis for the elaboration by MEC of the terms of the Contract, in which would be established the Reuni goals for the institution.

Thus, with regard to dimension 1 (Expansion of the Public Higher Education Offer), the proposal would have to address in detail all the items provided for in that dimension (Increased admission places, especially at night; Reduction of dropout rates; Occupation of idle vacancies), explaining, in each of them, the current diagnosis of the university, its expected goals for that dimension from the execution plan drawn up; the strategies designed to reach each goal; the planned steps; the indicators. In addition, it should also bring other proposals to this dimension when they were not included in the decree, explaining the proposal, the diagnosis of the current situation, the goals to be achieved, the strategies used and the indicators produced (BRAZIL, 2007c, annex I; BRAZIL, [2007e?], p. 9-27).

With regard to dimension 2 (Academic-Curriculum Restructuring), it should also address in detail the items provided for in that dimension (Review of academic structure seeking constant quality improvement; Reorganization of undergraduate courses;

Diversification of undergraduate modalities preferably with the overcoming of early and specialized professionalization; Implementation of curricular regimes and title systems that enable the construction of formative itineraries; Provide transition models, when necessary), also indicating, for each one, the current diagnosis of the university, its goals. for that dimension from the implementation plan drawn up; the strategies outlined for achieving each goal; the planned steps; the indicators produced. Still, it would need to present other proposals on the subject that had not been contemplated in the decree, exposing the proposal, the current diagnosis, the goals, the strategies and the predicted indicators (BRAZIL, 2007c, annex I; BRAZIL, [2007e?], p. 9-27). The same procedures would be repeated for the following dimensions: 3 (Pedagogical Renewal of Higher Education, in its items Articulation of higher education with basic, professional and technological education; Updating of teaching-learning methodologies and technologies; Providing training programs for the implementation of the new model; Other proposals in this dimension not contemplated in the Decree), 4 (Intra and Inter-Institutional Mobility, in its items Promotion of broad student mobility through the use of credits and the circulation of students between courses and programs, and among higher education institutions; and Other proposals in this dimension not covered by the Decree), 5 (Institutional Social Commitment, in its items Inclusion Policies; Student Assistance Programs; University Extension Policies; and Other proposals in this dimension not covered by the Decree. ) and 6 (Postgraduate support to development and qualitative improvement of undergraduate courses, in their item Articulation between undergraduate and graduate: qualitative and quantitative expansion of graduate oriented toward the pedagogical renewal of higher education (BRASIL, 2007c, Annex I; BRAZIL, [2007e?], p. 9-27).

Thus, although under technical arguments, Reuni infiltrated very particular aspects of higher education, consistent with the field of university autonomy, since, within the dimensions provided for in the Proposal, the University was expected to show how to operationalize the procedures and objectives of each dimension defined by MEC to meet the goals also defined by the Ministry. However, in the official view, these procedures aimed to act in what was pointed out by MEC as structural problems of higher education, inherited from the then model of formation of this educational stage in Brazil, namely: undergraduate courses oriented to vocational training and bachelor degrees in areas basic with concentrated curricula, with no room for other areas of knowledge; innovative curriculum proposals that did not materialize because of their incompatibility with current “classification, organization and provision of curriculum components” rules; the difficulty of the Brazilian public university to implement an effective affirmative action policy that would guarantee students' permanence in unfavorable social conditions; lack of misuse or misuse of principles such as flexibility and interdisciplinarity by universities; pedagogical practices based on the traditional model, consisting predominantly of lectures of an expository character and with little use of technological resources or other “innovative forms of teaching”; classes with a small number of students “in curricular components whose nature does not require this low teacher / student ratio, predominating the pattern of formation in small groups”; idle physical spaces at night within university units; high dropout rates of undergraduate students (BRAZIL, 2007c).

Thus, besides acting in the expansion of higher education and influencing its management model, Reuni induced the Universities to an academic and curricular restructuring, “which tended to reaffirm the need for remodeling their institutional identities”, in an action to adapt the higher education than the needs of contemporary capitalism, “in which knowledge assumes centrality as a factor of production”, in a supposed “knowledge society”, which requires polyvalent professionals to be formed by pedagogies that emphasize competences and skills (SILVA, 2014, p 137-138).

These interests, however, were veiled in the process, given that, according to Dasso Júnior (2014) and Oliveira (2015), in the new management model assumed, the idea of management is presented separately from politics, so that public administration appears as synonymous with the development of activities that are exclusively technical. In this sense, the explicit objective would be to show that decisions of a political nature end up overshadowing decisions that are technically correct and indispensable for efficient administration (DASSO JÚNIOR, 2014).

Not coincidentally, having addressed the dimensions provided by the Program, the University Proposal should provide for the technical parts of a standard planning, such as schedule, budget and evaluation. However, unlike a planning that assumes at least some flexibility in its stages, the high level of detail foreseen in each topic of it reveals the high degree of commitment of the University with the MEC from the Proposal presented by the Institution, which would be the basis for generation of the Contract.

Thus, such Proposal would need to present its General Implementation and Execution Schedule, which should address how the IFES academic management would be reordered, the proposal's teacher education model, the transition schedule between models (when it was the case). case), the hiring plan for teaching and technical staff, as well as the physical infrastructure master plan (including, necessarily, the characteristics, costs and probable locations of the services to be performed, such as construction, renovations and extensions / adjustments). Next, it would need to indicate the Partial and Global Budget, which should bring a work plan, detailing all the steps involved (investment, maintenance and personnel). Towards the end of the proposal, the University would also need to present the Proposal Monitoring and Evaluation Plan, showing progress indicators and annual cycles (follow-up on indicators related to Reuni's overall goals, starting with the projected number of annual inflows). undergraduate program), the Quality Indicator Monitoring Plan, addressing student assessment data, faculty qualification assessment, institutional conditions assessment, considering Sinaes, Capes assessment indices, INEP data and thus signaling, the importance of using the institution's measurable quality indicators in this process and the creation or incorporation of a culture of evaluation and self-assessment by the University to promote these data and facilitate their monitoring. Finally, the University should indicate the Global Impacts of the Proposal, signaling the expected transformation of the University at the end of the Program.

After completing the form, there was also a field for insertion of its annexes regarding the Summary of Academic Indicators, Summary of Budget and Approval Minute of the Superior Council (BRAZIL, [2007e?]). There was also the completion of the Simulator field, where the data referring to the restructuring goals that had been entered in the electronic form



should be entered, regarding: the academic units (PingIFES<sup>1</sup> data and new units to meet Reuni), the undergraduate ( PingIFES data and new courses to meet Reuni), postgraduate (PingIFES data and new courses to meet Reuni), costing (number of equivalent teachers, masters scholarships, doctoral scholarships, top-level staff , among other aspects necessary during the restructuring of the institution, indicating the years of occurrence and the unit value of each item), to the investment (annual expenses with buildings, infrastructure and equipment, also containing the forecast field of the area to be built buildings in m<sup>2</sup>), spreadsheets (Budget Summary Table and Global Indicators and Data Table the data that were filled in the other areas of the simulator, generating the document to be attached in the University Restructuring Plan) (BRASIL, [2007e?]). Thus, after the completion of the planned simulations and the definition of the needs described in the institution's Plan, the system would send to SESu an Academic and Budget Extract, as well as the data on the courses and the vacancies foreseen year by year (BRAZIL, [2007e As we said earlier, such data reveal an important concern of MEC in the institution's construction of a Proposal with data and quantitative targets that can be evaluated and monitored, which would enable the future construction of a Contract, or “contractual mechanisms”. management, with goals, indicators and ways to charge managers” (SANO; ABRÚCIO, 2008, p. 66).

In face of the Proposal presented by the institution, on the other hand, it would be up to the MEC, conditioned to its budgetary and operational capacity, the allocation of the financial resources to each Federal University, in the case of the approval of the referred Restructuring Plan (BRASIL, 2007a), from the generation of the Contract to be signed between the instances. In this situation, the resources would be defined, limited and regulated to the Institution, as they were destined to: the construction and readjustment of necessary infrastructure and equipment; the purchase of goods and services aimed at the functioning of the new academic regimes; costs and personnel in the scope of the expansion, limited to 20% of the University's total expenditures in this regard, over a five-year period, and with reference to the institution's budget for the first year of implementation of the Plan, “including the expansion already planned and excluding the inactive” (BRAZIL, 2007a, art. 3). Thus, the University would again surrender to the conditions imposed by Reuni, limiting its participation to the operationalization of the Program, with the Superior Councils the role of validating the process and the Manager, the role of ensuring the achievement of the goals within the organization chart. University, in a cascading accountability effect.

In an attempt to guarantee this practical operation in advance and using electronic government mechanisms, the Plan review process submitted by IFE would follow the following analysis strategy by MEC: checklist by MEC/SESu to verify procedural qualification (verification overall goals, budget, form completion, master plan), with the issuance of the initial opinion; submission of projects approved in the check list for analysis of ad hoc referees, with issuance of partial opinion (Partially, Does Not and Will); processes approved by the referees would be forwarded to the Homologation Committee, for the issuance of a new partial opinion (Partially Attends, Does Not Meet and Attends);

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<sup>1</sup> Data Integration Platform of Federal Higher Education Institutions (IFES), created by MEC to allow the monitoring of the development of IFES, with a view to assisting the leaders and the Secretariat of Higher Education (SESu / MEC) in their management.

homologated processes would be sent to SESu Approval, which would issue the final opinion; Approved processes would generate the Goal Settlement Agreement document and would be sent to the proposing University (BRAZIL, [2007f?]; [2007g?], p. 13-14).

Once the proposal was approved by the MEC, the Contract would be generated - officially called the Agreement or the “Goal Pacting Term”, according to Brazil (2007c, p. 6) - which would set the extra financial resources destined to the university, from the link between transfers and fulfillment of the stages (BRAZIL, 2007a, art. 6), reinforcing the direct relationship between funding and university performance in the Contract generated between the federal government and the University. Therefore, the State would have “the role of partner and overseer of the contract”, while the University would have the role of executor, rendering “accounts of the fulfillment of the established goals to have access to the portions of the financial resources, strengthening the results policy” (MEDEIROS, 2012, p. 6).

According to MEC Ordinance No. 582, of May 14, 2008 (BRAZIL, 2008), the Program would also have the granting of postgraduate scholarships by Capes, being called Reuni Teaching Assistance Scholarships, aimed at graduate students for the development of academic undergraduate teaching aid activities, in order to collaborate with the effective teachers responsible for the subjects. The general focus of this action would be to promote the articulation between undergraduate and graduate. Funds for the payment of these scholarships would be decentralized to the Coordination Foundation for the Improvement of Higher Education Personnel (Capes / MEC), by the Secretariat of Higher Education - SESu, on an annual basis, according to the amounts and values contained in the Goal Cooperation Agreement, signed between MEC and the University (BRAZIL, 2008, art. 1). These scholarships would be awarded and monitored by the Management Committee, established by the University, whose general purpose would be to work precisely in the articulation between graduate and undergraduate. In its composition there should necessarily be a representative of the Dean of Research and Graduate Studies (or equivalent), a representative of the Dean of Undergraduate Studies (or equivalent) and the Institutional Interlocutor for the Reuni Program (BRAZIL, 2008).

Following the criterion of economic rationality, we also highlight that additional funding and personnel would be granted to small universities in the amount of R \$ 255 million in Reuni's total budget, and the criterion to be used for the concession would be the quantitative one. of the bank of equivalent teachers established by Ordinance No. 224/2007 (BRAZIL, 2007b). Thus, universities with up to 1,200 equivalent teachers would receive an extra resource contribution of 20% to 50%, in the “inverse proportion to the number of equivalent teachers” (BRASIL, 2007b, p.1).

For explicit control of the results arising from this Contract, according to Decree No. 6,096 / 2007, the following would be considered as quantifiable indicators of University performance for the evaluation of the proposals being executed: 1) the rate of completion of undergraduate courses; and 2) the List of On-campus Undergraduate Students by Teacher (BRASIL, 2007c, p.14-17). The first would address the relationship between graduates in on-



campus undergraduate (DIP) within a given year, and the admission vacancies that were offered by the institution (ING5) five years earlier. According to the Decree (BRAZIL, 2007c, p. 14), the value achieved in this indicator would not directly demonstrate the success rates of University courses - “even though there is a close relationship with retention and dropout phenomena” - on the other hand. On the other hand, it would present “the efficiency with which the university fills its idle vacancies due to the abandonment of the courses”. The second indicator, the Relationship of On-campus Undergraduate Students by Teacher, would show the projected enrollment in on-campus graduation, based on the vacancies offered in the selection processes. With a view to facilitating future data monitoring, this indicator was subdivided into 5 items, namely: Enrollment Designed in On-campus Undergraduate Courses (MAT), Faculty with Exclusive Dedication Equivalence (DDE), Graduate Deduction (DPG), Complementary adjustment criterion to encourage the qualification of the faculty and postgraduate expansion in universities with vacancies in postgraduate programs below the national average and List of Undergraduate Students by Professor (RAP). The first item, Projected Enrollment in On-campus Undergraduate Courses (MAT), would project enrolled students. The second, Teachers with Equivalence of Exclusive Dedication (DDE), would calculate the number of equivalent teachers in exclusive dedication regime, with reference in the bank of equivalent teachers. The third, Postgraduate Deduction (DPG), would calculate the deduction of the number of teachers due to postgraduate, based on the number of Masters and PhD students, weighted by the Fav factor (Capes evaluation function of the programs). and the number of masters and doctoral students the University would have if it had the current national average of 1.5 graduate students per professor. The fourth, Complementary Adjustment Criteria for Incentive to Faculty Qualification and Postgraduate Expansion in Universities Offering Vacancies in Undergraduate Postgraduate Programs, would serve, as stated in its title, as a criterion for adjustment regarding teacher qualification and postgraduate expansion of institutions with postgraduate programs. The fifth, Undergraduate Student List by Teacher (RAP), would bring the ratio of projected enrollment in on-site undergraduate courses and the adjusted measure of faculty, demonstrating the expected offer of vacancies in the on-site undergraduate courses, considering the function of the dimensions of the adjusted faculty.

Thus, we realize that, to present all the indicators requested by MEC, the institution would need to have a culture or develop a practice of annotation and quantification of its actions, since the State, within this management model, as Silva and Carvalho (2014) would be prioritizing the pursuit of efficiency and effectiveness by controlling and introducing evaluation models that focus on performance, including individual, in order to measure the product.

Moreover, it is possible to verify that all indicators, due to their accounting nature and as the basis for performance evaluation, would end up acting directly in defining or redefining the structure and functioning of the University, from its graduation to its post-graduation. undergraduate education, including teacher and student training, serving as the institution's control and regulation mechanism, based on its link to the funding rules, under the explicit argument of the expansion and democratization of the university, thus functioning according to Medeiros (2012), tripod-based: management, evaluation and financing.

According to the Reuni guidelines document, the follow-up of the evolution and achievement of the goals presented in the university proposals would be made from the PingIFES Platform, which would have the objective of collecting information “about the academic life of federal higher education institutions.” (BRAZIL, 2007c, p.16), according to the principle of electronic government of the New Public Management. That is, the monitoring of the goals could be done in real time, through said virtual platform, serving as the basis of evaluation of the Plan by MEC. In this sense, as explained by Silva and Carvalho (2014, p. 212):

[...] The incorporation of the new information and communication technologies has been configuring a structuring element in this new public management, which helps to understand the contours of e-government introduced by these new milestones.

Also, it was defined by MEC that the verification of the information should incorporate the data collected by agencies such as INEP and Capes, in order to insert “in the context of the evaluation system established by SINAES”, to “integrate the results of the different dimensions of the evaluation ( evaluation of undergraduate courses, national student performance exam and institutional assessment) ”, as well as to have clarity and precision of the “ changes that occurred after joining REUNI ”(BRASIL, 2007c, p.19). Thus, regarding the monitoring of the indicators, the MEC would also be guided by the use of other reliable and auditable sources, using the e-government tools themselves. Such strategies again point towards the evaluation and regulation of the University through the structure and functioning of Reuni, linking the results of universities in other higher education policies (such as Sinaes, for example) with the results obtained by the University with Reuni policy.

It was also highlighted by the MEC that “given the importance attached to peer evaluation” there would be in each participating University “a specific follow-up dimension, composed by the sending of analysts “in loco””, whose analysis should be focused on the aspects provided by Reuni and which should be consolidated in the University's proposal (BRASIL, 2007c, p. 20). Thus, throughout the Program, the following should be considered: “the effective developments of the curricular structure modernization actions, allied to the teaching and student performance, the evolution of CAPES evaluations, the evolution of the scientific production of the teaching staff”, as well as “The participation of postgraduate teaching staff in undergraduate activities” (BRASIL, 2007c, p. 20).

Not by chance, Medeiros (2012, p. 3) interprets that Reuni:

[...] it is a new regulation of the Brazilian higher education expansion policy, which has been contributing, within the federal universities, to the consolidation of a business logic as the most appropriate way to be followed in the development of their academic, teaching, research and extension, constituting an instrument that induces higher education to a more accentuated mercantile vision conforming to an ideological pattern characteristic of neoliberal orientations.

The measures considered of social inclusion, in turn, would be evaluated through the “evolution of the social and economic profile” of students “entering the institutions and policies implemented in the field of student assistance and affirmative actions related to the success or failure of the students. dropout rates” (BRAZIL, 2007c, p. 20).

Notwithstanding the different requirements contained in Reuni for participation in the Program and the mechanisms of evaluation and regulation of the Brazilian Federal University by MEC, present in its structure and operation, over the years, the said Program has driven a significant growth of federal universities, including campuses in the interior of the country, and from 2003 to 2010, there was an increase from 45 to 59 federal universities (an increase of 31%) and from 148 campuses to 274 campuses / units (an increase of 85%), increasing the number from 114 to 272 the number of municipalities served by federal universities (increase of 138%) (BRASIL, 2009; 2012). Also, between 2011 and 2014, we highlight the creation of 47 new campuses, as well as the processes of processing in the National Congress of bills that create four universities (Federal University of Southern Bahia - UFESBA, Federal University of Western Bahia - UFOBA, Federal University of Cariri - UFCA and Federal University of South and Southeast Pará - UNIFESSPA) (BRAZIL, 2012).

Thus, at the end of 2014, according to the document “The democratization and expansion of higher education in the country 2003-2014” (BRAZIL, [2015?]), From 2002 to 2014, with the fundamental assistance of Reuni, the following expansion was achieved. higher education, as shown in Table 1.

**Table 1.** Overview of University Expansion 2002-2014

	2002	2014
Federal Universities	45	63
Campus	148	321
Undergraduate Courses	2.047	4.867
Classroom Vacancies	113.263	245.983
On-campus undergraduate enrollment	500.459	932.263
Distance Education Enrollment	11.964	83.605
Postgraduate Enrollment	48.925	203.717

Source: Extracted from Brazil ([2015?]), Which produced it based on data from CENSO / 2013-Inep.

These data reveal that, despite all the criticisms that can be made of Reuni and its mechanisms of functioning and regulation of the Federal Public University, it served, during the first decades of the 2000s, for a significant expansion of public higher education in Brazil. Brazil, acting to expand the access and permanence of higher education, through the redefinition of the physical, academic and pedagogical conditions of the federal network. As a result, Reuni led to changes in the structure and management of federal universities, which intensified their productivity and efficiency objectives with a view to receiving conditional resources, via the Contract, to meet the goals established in the IFES expansion projects.

## Final Considerations

Notwithstanding all the requirements and evaluation mechanisms of the Federal University to receive Reuni funds, the Program, according to the documents analyzed (BRASIL, 2009; 2012; 2015?)], Had the adherence of all existing universities in the year. 2008, demonstrating the great interest of these institutions for the Program, which would have as its “founding concept”, the objective “of the expansion with the restructuring of federal higher education institutions, opening space for opportunities for innovation and to increase the quality of public higher education.” (BRAZIL, 2009, p.5). More than that, this fact indicates that, despite all the evaluation and regulation mechanisms that are present in Reuni's policy, Brazilian federal universities are in agreement with the principle of democratization of higher education and, as such, have come to fruition. subject to such mechanisms to obtain funding to materialize it. This reveals that this new management model in its reforms demonstrates a significant contradiction between the attempt to adapt and adjust public education systems to the new demands of capitalism and the demands of civil society for greater access to education and culture, as well as for recognition of differences for the full exercise of citizenship in the country. (OLIVEIRA, 2015).

As Chaves and Zwich (2016, p. 2) recall, there is a risk that, from this perspective, we will fail to consider the “social interest of the neediest” by contemplating actions that primarily meet business prerequisites, losing the universal character of politics, which becomes only “a mere palliative” (OLIVEIRA; DUARTE, 2005, p. 287). In spite of the fact that, despite promoting the increase of the physical structure, the increase in the hiring of human resources and the number of vacancies in the undergraduate and postgraduate programs, the Universities are facing difficulties of management and the number and qualification of their physical and human resources. before its expressive growth in a short time (DAMIÃO, 2015; LOURENÇO, 2016; MEDEIROS, 2012; SILVA, 2013).

As indicated in Document “REUNI - Restructuring and Expansion of Federal Universities: General Guidelines” (BRASIL, 2007c, p. 21), participation in the Program would be “voluntary, consisting of an option of federal universities that” wanted to “improve the quality and the amount of your offer.” However, joining Reuni would imply to the University what we could interpret as a certain framework, because, according to the document, it would be committed to change, creating “new student selection mechanisms, new curriculum articulations, new training paths” (BRASIL, 2007c, p. 21). Thus, as we interpreted it, its “institutional autonomy” would be monitored, evaluated and regulated, reinforcing productivity and efficiency as its central management objectives by conditioning the receipt of funds to meet the goals agreed upon in the IFES Expansion Proposals.

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