




Corresponding to Authors

Rodrigo Pivetta Werlang
E-mail: rodrigo43@hotmail.com
CV Lattes
<http://lattes.cnpq.br/7093828951419776>
University of West Santa Catarina

Marcio Giusti Trevisol
E-mail: marcio.trevisol@unoesc.edu.br
CV Lattes
<http://lattes.cnpq.br/7729712374385368>
University of West Santa Catarina

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Delimitation of the scientific knowledge area of Higher Education: mapping of articles published between 2019 and 2022

Rodrigo Pivetta Werlang  <https://orcid.org/0000-0003-1580-9569>

Marcio Giusti Trevisol  <https://orcid.org/0000-0001-6127-1750>

ABSTRACT

Introduction/Objective: This article aims to delimit the field of scientific knowledge in the area of higher education in the Capes Periódicos collections, SciELO and in the annals of the national meetings of ANPEd, between the years 2019 and 2022 in order to problematize the emerging themes addressed by the scientific community. Research Part of the question: what themes have guided research in higher education? **Methodology:** This is research qualitative, exploratory and bibliographic. The collected data were analyzed and organized in the light of content analysis. Data collection was performed on the portal Capes Periódicos, SciELO and in the annals of ANPEd's national meetings between 2019 and 2022. For data collection, the following was used as: Descriptor higher education with and without quotation marks. A total of 136 articles were selected, organized in the following categories: State, public and institutional policies, Democratization of Higher Education, Internationalization, Teacher and professional training, University pedagogy and Education Evaluation Superior. **Results:** As a result we realize that there is a vast production on Democratization of Higher Education, followed by debates on the State, public and institutional policies, issues related to Pedagogy university, Internationalization and Teacher and professional training. The descriptor Evaluation of Education Superior presented the lowest amount of productions in this time frame from 2019 to 2022. **Conclusion:** Finally, the Research pointed to the concern of the investigative community with educational policies for the higher education adopted by the Brazilian government and the challenges facing the influences of neoliberalism.

KEYWORDS

Higher education. Neoliberal state. Bibliographic research.

Delimitação da área de conhecimento científico da Educação Superior: mapeamento de artigos publicados entre 2019 e 2022

RESUMO

Introdução: O estudo da evolução de indicadores acerca de cursos superiores é fundamental para o monitoramento da qualidade de ensino, demanda por cursos e detecção de tendências nas diversas áreas.

Objetivo: O presente trabalho tem como objetivo descrever quantitativamente os cursos superiores de formação de professores de Matemática no Brasil por meio de indicadores como os números de cursos, matrículas, concluintes, ingressos e vagas ofertadas no período de 2009 a 2021 por modalidade de ensino (presencial e a distância) e por categoria administrativa (pública e privada). **Metodologia:** Com base em uma metodologia descritiva e quantitativa, foram utilizados os Censos da Educação Superior do INEP no período considerado para extração do conjunto de dados analisados e técnicas estatísticas descritivas como gráficos e tabelas são aplicadas, além de ajustes por regressão linear simples para estimar o crescimento (decréscimo) médio anual dos indicadores. **Resultados:** Constatou-se nas análises que os cursos presenciais das instituições públicas dominam a área em termos de números de cursos e matrículas. Além disso, o setor privado tem apresentado evolução em sentidos opostos quanto a modalidade de ensino. Nesta categoria, os cursos presenciais de formação de professores em Matemática estão em abrupta queda nos indicadores considerados ao passo que os cursos a distância estão aumentando consideravelmente, superando inclusive os cursos presenciais de instituições públicas em número de concluintes. **Conclusão:** Apesar da dominância dos cursos presenciais de instituições públicas, os cursos na modalidade a distância de instituições particulares têm apresentado consideráveis aumentos em termos dos números de matrículas e concluintes.

PALAVRAS-CHAVE

Matemática. Ensino superior. Formação de professores. Censo da Educação Superior.

Delimitación del área de conocimiento científico de la Educación Superior: mapeo de artículos publicados entre 2019 y 2022

RESUMEN

Introducción/Objetivo: Este artículo tiene como objetivo delimitar el campo del conocimiento científico en el área de educación superior en las colecciones Capes Periódicos, SciELO y en los anales de los encuentros nacionales de ANPEd, entre los años 2019 y 2022 con el fin de problematizar los temas emergentes abordados por la comunidad científica. La investigación parte de la pregunta: ¿qué temas han guiado la investigación en educación superior? **Metodología:** Se trata de una investigación cualitativa, exploratoria y bibliográfica. Los datos recolectados fueron analizados y organizados a la luz del análisis de contenido. La recolección de datos se realizó en el portal Capes Periódicos, SciELO y en los anales de los encuentros nacionales de ANPEd entre los años 2019 y 2022. Para la recolección de datos, se utilizó el descriptor educación superior con y sin comillas. Se seleccionaron un total de 136 artículos, organizados en las siguientes categorías: Políticas estatales, públicas e institucionales, Democratización de la Educación Superior, Internacionalización, Formación docente y profesional, Pedagogía universitaria y Evaluación de la Educación Superior. **Resultados:** Como resultado nos damos cuenta de que existe una vasta producción sobre Democratización de la Educación Superior, seguida de debates sobre el Estado, políticas públicas e institucionales, temas relacionados con la Pedagogía Universitaria, Internacionalización y Formación Docente y Profesional. El descriptor Evaluación de la Educación Superior presentó la menor cantidad de producciones en este período de tiempo de 2019 a 2022. **Conclusión:** Finalmente, la investigación señaló la preocupación de la comunidad investigadora con las políticas educativas para la educación superior adoptadas por el gobierno brasileño y los desafíos enfrentados por las influencias del neoliberalismo.

PALABRAS CLAVE

Enseñanza superior. Estado neoliberal. Investigación bibliográfica.

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1 Introduction

Higher education has historically been consolidated as a space of disputes, after all, this space is characterized by the production of knowledge and, therefore, as a matrix of thought of national development projects. In short, its wealth is reflected in its potential to train generations and in the political, cultural and economic capital that is generated through research, teaching and extension. As an institution that generates national projects, it becomes a field of disputes. In this horizon, the economic and political transformations, especially since the 1980s with the massification and absolutization of the neoliberal productive logic, higher education institutions were confronted with a complex dilemma: on the one hand, to adhere to the demands of the very neoliberal productive and, on the other hand, to maintain their commitment to the production of disinterested knowledge and public relevance (BIANCHETTI; SGUISSARDI, 2017).

In this field of dispute, Vieira Pinto (1994), is right to state that higher education is "a piece of the general device of domination by which the ruling class exercises social control, particularly in the ideological field, over the whole country" (*ibid.*, p. 19). In agreement with the position Frigotto (2008), warns that any analysis of higher education must be learned from its historical materiality. For this reason, Bianchetti and Sguissardi (2017) point out that in the most recent period there is an indication of steps towards the training of professionals, at a higher level more adequate and adaptable to the post-Fordist paradigm, also known as integration and flexibility. In the model of flexible accumulation, gradually, the tutelage of higher education is passed on or assumed predominantly by a new actor, with strong powers and great influences. This new actor is the market, which gradually introduces its interests and ideologies into the university. It should be noted that the market mantra in higher education is the clearest translation of a bourgeois class and society project.

In the meantime, research on higher education constitutes a vast field of analytical possibilities. Respecting its specificities, the same problems that permeate education in general are also found in higher education. The transformations of society, the role of the State, the debates on the function of education, on democratization, internationalization, curriculum, evaluation and accreditation, strongly driven by public policies that are permeated by interest. In this context, the research problem is germinated, which is characterized by the question: what themes have guided research in higher education?

The objective is to delimit the field of knowledge on Higher Education from a bibliographic survey of articles in the virtual collections Capes Periódicos and SciELO, in the period from 2019 to 2022 with the purpose of problematizing the emerging themes treated by the scientific community. Two collections, Capes Periódicos and SciELO, were selected because they concentrate on the main national scientific publications. In a complementary way, we added to the corpus of the analysis the articles published in the annals of the national meetings of ANPED, due to its relevance as one of the largest national events that brings

together, through Working Groups (WGs), recognized researchers in the various themes of the field of education.

The methodology used was bibliographic research with a qualitative and objective exploratory approach. The data were organized and analyzed using Bardin's (2016) content analysis. A total of 136 articles were considered which, after the analysis of the title, abstract and keywords, were organized into six disciplinary categories: State, public and institutional policies, Democratization of Higher Education, Internationalization, Teacher and professional training, University pedagogy and Evaluation of higher education.

The article is organized as follows: the first session presents a theoretical debate on the main themes that permeate higher education. The second presents the methodological paths, the presentation of the data and the organization of the disciplinary clippings. Finally, in the final conclusions, the clippings found are resumed in order to carry out a reflection on each of the themes.

2 The Influence of Neoliberalism on Higher Education Policies

This first part of the text will be dedicated to the theoretical debate of authors in the area in order to present the main concepts about State and neoliberalism, Democratization of Higher Education, Professional and teacher training, Evaluation and regulation of Higher Education and Internationalization. The presence and relevance of public policies for Higher Education determined the path through which the debate will follow.

In this subsection we will present a discussion with the authors selected for discussion of the empirical category shown by the grouping of texts that, in a way, survived the existing criteria in the "discard" list as explained above.

Although Bresser-Pereira (2020, p. 55) considers that neoliberalism is in a "terminal crisis", since "economic liberalism has proven its inability to organize capitalism", this has been the main ideology to influence the State and public policies and economic and social relations in developed and developing countries, as in Brazil from the 1990s. This is an important fact, because it contributes to determining the actions that will be developed in the economic, political and social plans that have consequences for the transformations and events in several areas, among them higher education.

According to Behring (2008) neoliberalism is a reaction to the welfare state that advocates "more free market and less welfare state" (ibid., p. 58). According to this premise, the state should not act on the economy, bringing economic freedom, reducing social benefits, public services, loosening labor rights in favor of free negotiation between employees and employers, fair competition in the market, increased productivity, debureaucratization,

development and technological innovation and the role of private initiative in managing the common good, as opposed to the state that is considered large, costly and inefficient.

The implementation of the neoliberal model has the help of international organizations that impose conditions/goals for the public policies of the countries with which it relates through agreements and financial loans, so that they meet their interests (capital-imperialist) above the social interests (national and subaltern classes) (NETO; ALMEIDA, 2017). To achieve economic growth, they use some strategies such as "the increase in industrial production, with new methodologies that enable the personification of products, the use of high technology in the manufacturing process and the cheapening of costs, through the reduction of taxes" (NETO; ALMEIDA, 2017, p. 69).

In Brazil, neoliberalism gained strength from the 1990s with the Fernando Henrique Cardoso Government and the beginning of several reforms (or counter-reforms) that sought to reorganize and redefine the role of the State (BEHRING, 2008; FREITAS, 2018¹; NETO; ALMEIDA, 2017; PAULA, 2017). These reforms enabled the shortening and fragmentation of Higher Education, "through short courses, sequential courses, courses for technologists, distance education courses, among others." (PAULA, 2017, p. 304).

The neoliberal reforms of the 1990s, beginning in the Fernando Henrique Cardoso Government (1995-2002), dismantled the public sector "allowing the indiscriminate proliferation of HEIs and private courses, without quality control, despite the higher education evaluation policies that multiplied in this period." (PAULA, 2017, p. 307). (PAULA, 2017, p. 305). In this scenario, the State began to consider education as a market and higher education as a commodity to be sold and discarded according to consumer demand.

For Almeida Filho (2016), an institutional format called cooperative university is structured, which has two variants: one that defines higher education as a business center, and another that defines institutional organization based on principles of business management. In both cases, Almeida Filho (2016) considers that higher education is now organized and operated as a business that is guided by the maxim of efficiency and measurable results. Such conditions begin to guide the university tripod of extension, teaching and research by market references.

In this neoliberal context, higher education is considered a commodity (BIANCHETTI; SGUISSARDI, 2017 and ALMEIDA FILHO, 2016), a valuable and central product for the flexible accumulation society. As Bianchetti and Sguissardi (2017) consider, the term "commoditycity" exemplifies the process by which higher education institutions are transformed into commodities, submitted to the market's sieve. This condition implies elevating universities to the status of companies that are traded and valued on the Stock

¹ Bresser-Pereira considered that neoliberalism collapsed with the 2008 financial crisis, Brexit and the election of Donald Trump in 2016. Despite this, Freitas (2018) considers that this may only be the end of the current phase of neoliberalism (FREITAS, 2018).

Exchange. In a critical tone, Bianchetti and Sguissardi (2017) conclude that this contemporary condition has led to the expansion of private education especially in the most populous urban centers, where the presence of clientele eager for graduation is guaranteed.

The combination of a slow expansion of the public network and the increase in demand for higher education places contributed to the multiplication and diversification of private institutions. Even with the increase in the federal public higher education network in the first term of Luiz Inácio Lula da Silva's government, this process continued to intensify. According to Paula (2017, p. 304),

even with the efforts and legal measures to massify and democratize higher education since the Lula Government, we are still in the transition from an elite system to a mass system, with a strong presence of the private sector in terms of institutions and enrollments at this level of education.

Data from the National Institute of Educational Studies and Research Anísio Teixeira (INEP) and the Ministry of Education (MEC) show that private higher education institutions are the majority of institutions, totaling 2,261 private HEIs against 313 public HEIs (BRASIL, 2021). These institutions meet the demand for places in higher education and absorb most of the enrollments in the face-to-face and distance modalities. The data presented show the advancement of the educational market fostered mainly by the ideology that private initiative is more effective than the public sector.

As Fávero, Consaltér and Tonieto (2018) ponder, this discourse is based on the justification that the market is a mechanism for offering more effective, efficient, agile and democratic education. For Ball (2001), this perspective shows the market as a transforming force that disseminates its own values. Gradually the student is considered a commodity and evaluated by its cost-benefit value.

The National Education Plan, approved in 2014, has strategies that aim to expand the supply of vacancies in the federal education network. At the same time, the expansion of vacancies is accompanied by cost reduction measures, raising the ratio of students per teacher to 19, credit utilization strategies (strategy 12.3), "mechanisms to occupy idle vacancies" (strategy 12.17) and training aimed at the world of work (BRASIL, 2014).

This format meets neoliberal expectations, since it

From this moment on, the worker must be trained with more technical content in order to operate the technological machinery installed in companies, financed by international organizations. In addition to having more knowledge, this worker will still have to be versatile, seeking greater productivity, "wearing the shirt" of the company and competing with his colleagues for the maintenance of his vacancy. (NETO; ALMEIDA, 2017, p. 69).

In both cases, the concept of commodity education prevails, as opposed to education as a public good. The concept of education as an integral formation of the subject and a means of liberation from the conditions imposed on him is important because it gives

meaning to the defense of the formation we seek, the democratization of access and guarantee of permanence of students and the society that will be built from it. In this way the system seeks to control and manipulate it (NETO; ALMEIDA, 2017).

According to the Higher Education Census (BRASIL, 2021), the number of students enrolled in higher education is predominantly in the private network. In Brazil there are 8,986,544 students enrolled in higher education courses, of which 6,907,893 are in the private network. In addition to this data, it is necessary to consider that there are 323,376 teachers in exercise. Of these 171,840 are working in public education institutions and 151,868 work in private higher education. The data presents the logic of privatization and commodification of higher education. It is worth mentioning the number of enrollments in the private network versus the number of teachers. While the public network has 171,840 teachers for 2,078,661 enrollments, the private network operates with 151,868 for 6,907,893 enrolled students. The data point to the precariousness of teaching work in private institutions, since they need to assume a high number of students, teach several components, carry out research, extension and live with labor insecurities.

The PNE provides a specific goal on the democratization of higher education through the expansion of vacancies. Target 12, consists of:

Raise the gross enrollment rate in higher education to 50% (fifty percent) and the net rate to 33% (thirty-three percent) of the population aged 18 (eighteen) to 24 (twenty-four), ensuring the quality of supply and expansion to at least 40% (forty percent) of new enrollments in the public segment (BRASIL, 2014).

Its strategies consist of optimizing the physical structure of public institutions and increasing the number of places through the expansion and internalization of the federal network, consolidating selective processes for access to higher education (12.16), restructuring state and municipal higher education institutions that offer free education (strategy 12.18) and investing in technology and innovation of multifunctional laboratories (strategy 12.21). In addition, there is a concern with the permanence and evasion of students, seeking to raise the completion rate of undergraduate courses at public universities to 90%, providing conditions for working students through classes offered at night (strategy 12.3), serving rural populations, indigenous communities and quilombos (strategy 12.13).

Regarding the offer of places in higher education, data from the Higher Education Census (2021) points out that 827,045 places are offered in public HEIs, 173,649 of which are remaining places. Private HEIs offer 21,850,441 places with 5,533,559 remaining places. It is noteworthy that these data do not distinguish between face-to-face and distance modalities. When we consider only distance education in private HEIs, we observe that 16,622,573 are offered, of which 3,747,514 are remaining.

The data collaborates with the concept of commodity (BIANCHETTI; SGUISSARDI, 2017) since the offer does not operate by quality, but by the possibility of reaching the largest number of student-clients. In the logic of the market, the meaning and mission of the

university are diluted and obscured by the race in the search for students, even if the vacancies offered are not filled. The graph exemplifies this condition by course.

Table 1: Occupancy rate of places offered in Higher Education

Public			Private		
Course name	Number of vacancies	Occupancy rate	Course name	Number of vacancies	Occupancy rate
Medicine	11.652	93,4	Medicine	33.530	96,6
Veterinary Medicine	5.549	87,1	Dentistry	69.844	49,3
Dentistry	4.978	86,5	Veterinary Medicine	64.016	45,6
Mechanical Engineering	8.123	81,2	Law	303.102	44,6
Law	18.606	80,3	Business Administration	723.372	32,0
Public media	646.844	70,1	Pedagogy	677.012	31,4
Pedagogy	39.212	60,0	Private media	16.237.583	18,2
Business Administration	30.373	56,9	Mechanical Engineering	141.342	16,2
Physics teacher qualification	11.816	52,7	Chemistry teacher qualification	107.167	2,8
Chemistry teacher qualification	13.442	51,7	Physics teacher qualification	100.194	2,2

Source: Higher Education Census (BRASIL, 2021).

Researcher Paula (2017) contextualizes the democratization of Brazilian higher education based on access policies, such as quotas and inclusion laws, in relation to student aid policies. The author argues that in order to achieve democratization, "inclusion and exclusion, access/permanence/avoidance must be seen together and not separately" (ibid., p. 302). She also problematizes the entry of "new student profiles into a university model that has remained largely unchanged" (ibid.).

Thus, the socioeconomic profile, learning and ethnic-racial inequalities added to a university model developed for an intellectual elite become another obstacle to the permanence of students included by access policies. According to Paula (2017), despite efforts to expand vacancies, the number of students who remain in higher education courses is one of the main challenges to achieve democratization, since the growing "increase in vacancies and entrants has not been accompanied by the permanence of students in the system, with decreasing graduation and completion rates of undergraduate courses in recent years" (ibid.).

These observations are confirmed by the Census of Higher Education (BRASIL, 2021), which presents alarming data in terms of permanence/elimination. The Census indicates that 3,994,897 of the total number of students enrolled in higher education courses, but only 1,327,188 graduate. This situation confirms the need for the State to maintain, strengthen and develop policies of access and persistence. Brazilian students mostly study at night due to their work activities.

According to the same census, in 2021, 54.5% of students were enrolled in evening courses and 45.5% in daytime courses. The data points to the fact that Brazilian students have a student-worker profile, who in many cases have to work to finance their education. Inclusion programs or funding through scholarships and research grants are an opportunity to democratize higher education and provide quality education. However, they must be well managed so as not to strengthen private educational groups that take advantage of government programs and public policies, but to keep students in the same status quo, that is, working students who do not have the formative experience based on extension and research.

Regarding inclusion, the strategies of goal 12 of PNE/2014 aim to "expand inclusion and student assistance policies aimed at students from public institutions, scholarship holders from private higher education institutions and beneficiaries of the Student Financing Fund - FIES" (BRASIL, 2014). The main objectives are to reduce the inequalities of historically disadvantaged groups such as public school students, Afro-descendants, indigenous people and "students with disabilities, global development disorders and high skills or giftedness, in order to support their academic success" (strategy 12.8). In this way, it seeks to increase the proportional participation of these groups and ensure accessibility conditions in HEIs (strategies 12.9 and 12.10).

For Paula (2017), documents and research carried out in Brazil reveal that access policies have managed to modify the profile of students entering higher education. However, the increase in vacancies resulting from the expansion and massification of higher education was only the initial step to minimize social inequalities. It is necessary to overcome new challenges that have arisen from the access of these groups.

The author uses the concept of exclusionary inclusion (EZCURRA, 2011 apud PAULA, 2017), translated "into the difficulty of access and, above all, of permanence of students from the popular classes" (PAULA, p. 305) who are the main ones affected by dropout rates, especially in high-demand courses, who face material and academic difficulties, as they come from public schools and low economic, social and cultural capital.

The expression "exclusionary inclusion" is also used by Saviani (2021) as one of the faces of the "pedagogy of exclusion", it consists of "including students in the school system in courses of different levels and modalities without the quality standards required for entry into the labor market" (ibidem, p. 442). However, in the case of Paula (2017) this term seems to go beyond the issue of quality of education and refers to an inclusion that guarantees access but does not provide the conditions for permanence and completion. The analogy used by the author is of a revolving door, an inclusion with evasion, contributing to maintain and expand the social inequalities of the included groups.

Despite important advances, there are courses of high social prestige where quota policies have not been able to achieve such significant results with regard to skin color, family monthly income, school origin and parents' schooling (PAULA, 2017). In courses such as medicine and law, the tendency is to find a more homogeneous profile of students.

As we have seen, access policies to ensure the permanence of students are a fundamental aspect to ensure that the democratization of Higher Education and the fight against social inequalities among disadvantaged groups are fulfilled. In this sense, the PNE (BRASIL, 2014) demonstrates strategies for the poorest students, through the expansion of student financing such as the Higher Education Student Financing Fund - FIES and the University for All Program - PROUNI (goals 12.6 and 12.20).

Although the number of students who completed their undergraduate studies increased until 2015, this growth did not match the increase in the number of places offered. The drop in the graduation rate reflects school dropout, which has not been properly diagnosed by educational institutions and government agencies "causing the discourse on the democratization of higher education to become empty, as the cycle of democratization is not completed" (PAULA, 2017, p. 302).

Research developed on the subject points out as reasons for evasion: "the role of the university teacher and the perception of non-belonging of students in relation to the university environment" (BARGAGI; HUTZ, 2012 apud PAULA, 2017), the "selective format of the Unified Selection System (SiSU), which, given its characteristics, would tend to potentiate uncertainties in the continuity of studies" (SILVA; VELOSO, 2013 apud PAULA, 2017), the lack of reception of higher education institutions, and the economic difficulties and difficulties of following the contents due to insufficient previous training (NERES et al. , 2010 apud PAULA, 2017), and the difficulty of reconciling studies and work in the case of student-workers (PAULA; VARGAS, 2013 apud PAULA, 2017). There are still not many policies or initiatives to try to overcome these problems that lead to dropout.

Another strategy present in the PNE deals with professional training in higher education. The transformations proposed by the PNE (BRASIL, 2014) can be seen in strategies 12.7, which ensures "10% (ten percent) of the total curricular credits required for graduation in university extension programs and projects, directing their action primarily to areas of great social relevance"; 12.8, which expands the offer of internships "as part of training"; and 12.11, which deals with the relationship between training, curriculum, research and the world of work, "taking into account the economic, social and cultural needs of the country". The plan also emphasizes the contribution of mathematics and science to the country's development (strategies 12.4 and 12.14).

Education can be characterized as "an action of building knowledge, customs and habits", "a process of developing subjects that presupposes practice and reflection" (NETO; ALMEIDA, 2017, p. 66). It can also be used as "an instrument of marginalization of society" (ibidem) when its process is manipulated and contributes to the generation of social inequalities.

Neto and Almeida (2017) emphasize the importance of studying public policies since the early 1990s, as these are the models that influenced the guidelines in progress, culminating in the introduction of neoliberalism that occurred in Brazil at that time. These

policies have guidelines set by the state that aggravate social inequalities and the precariousness of the quality of education offered, in favor of meeting the demands of the market.

The state relinquishes its responsibility for education and transfers it to the subject, who must specialize in order to compete for the available jobs. In this way, unequal conditions of employability are created for those who are unable to specialize, thus aggravating social inequalities and unemployment or underemployment rates. Revealing the other side of the pedagogy of exclusion (Saviani, 2021), which is the inclusive exclusion. The worker is excluded from the formal labor market and included through informal work or by becoming an entrepreneur.

In this trend, which we can call neo-technicisms, the student must "learn to learn", the contents and competences aim to form a subject with high capacities to adapt to social, technological and labor transformations. It is linked to the idea that "the more you study, the higher your salary, promoting economic growth and poverty reduction" (NETO; ALMEIDA, 2017, p. 76), making the subject responsible for his or her training and economic success (or failure), and relieving the state of its responsibility, serving only as "regulator of the system, implementing and evaluating actions guided by the market, in order to maintain control and reduce its expenses" (ibid.).

Freitas (2018) and Paula (2017) warn of the precariousness of teaching work. With the increase of vacancies in higher education, the ratio of the number of students to each teacher increases (in the case of PNE 2014, it rises to 18), making the relationship more technical and less personal. This logic added to the emergence of higher education institutions, especially private ones specialized in distance education, has more qualified teachers, but earn less, work more and serve a larger number of students (business logic).

Another mechanism that contributes to the implementation of the neoliberal logic is associated with the forms of evaluation of education. The evaluation of higher education is associated with the mechanisms of regulation and supervision, as we can see in the PNE, determines through Objective 12 the following strategy:

12.19) restructure with emphasis on improving deadlines and decision quality, within 2 (two) years, the procedures adopted in the area of evaluation, regulation and supervision, in relation to the processes of authorization of courses and institutions, recognition or renewal of recognition of higher education courses and accreditation or re-accreditation of institutions, within the scope of the federal education system (BRASIL, 2014).

The National System for the Evaluation of Higher Education (SINAES) is primarily responsible for the evaluation of higher education at the national level, from the implementation of courses to pedagogical projects, to periodic evaluations of courses and institutions. SINAES verifies compliance with legal standards and performance "according to the expectations of international bodies" (NETO; ALMEIDA, 2017, p. 77). All higher education institutions are subject to evaluations that seek to meet international quality

standards, "prioritizing the discourse of efficiency through quantitative indicators that are important for the international market" (ibid.).

These quantitative indices contribute to the formation of academic rankings. These rankings, "the result of large-scale evaluations, are later used as market differentials in a competition that increases social inequalities" (NETO; ALMEIDA, 2017, p. 77). Thus, institutions, teachers, and students are involved in this competition that, in accordance with the neoliberal logic, devours higher education as well as the struggle for vacancies in the labor market. The theory of human capital² prevails, which seeks rationality, efficiency and productivity, even if it leads to increased bureaucratization.

According to Freitas (2018), this is a model that resembles the business model, conditioning public institutions to behave like businesses and bringing them closer to a process of privatization.

The PNE also provides an objective that considers the process of internationalization of higher education, promoting the mobility of students and teachers, whether undergraduate or graduate, national or international, with the aim of "enriching higher education" (BRASIL, 2014 - Strategy 12.12). This measure has several advantages for education and science (as well as for students, teachers and institutions), but also does not escape the neoliberal logic.

In the debates related to internationalization, there are a variety of terms and meanings related to its understanding (FILHO, 2020). We can understand it as: 1) an activity that "includes the presence of international students in the curriculum and the exchange of teachers and students" (ibid., p. 14); 2) the development of skills, knowledge and values aimed at competing in the global market; 3) the creation of an international culture; and 4) a process of "international and intercultural integration in teaching, research and services, through a combination of activities, policies and procedures" (ibid.).

According to Filho (2020) there are several justifications for seeking the internationalization of higher education, which may be: 1) political - "related to foreign policy, national security, development cooperation, peace and mutual understanding, national and regional identity" (ibid., p. 19); 2) economic - "to enhance and maintain competitive advantage in the globalized economy" (ibid.); 3) socio-cultural - "social and community development, intercultural understanding and the link with cultural identity" (ibid.); and, 4) academic - "promotion of the international dimension of research, teaching and extension, the development of the institution, international reputation and status, quality improvement and international academic standards" (ibid.).

Knight (2012) presents five arguments for internationalization. The first relates to the interrelationship between local, national and international practices. The second argument refers to the need to develop a single, common model for internationalization among higher

² Formulated by Theodore Schultz, it advocates "maximum result with minimum expenditure" and "non-duplication of means for identical purposes" (SAVIANI, 2021, p. 365).

education institutions. The third emphasizes the need to be aware of the effects of internationalization, as not all of them are positive. The fourth argument argues that internationalization is not an end in itself, but its implementation is based on teaching, research and extension. In the fifth argument, the author argues that internationalization is a way to consolidate the solidarity-based globalization of knowledge in a relationship of complementarity, but it is necessary to be clear about the objectives of the internationalization process so as not to run the risk of generating its opposite - a form of political control and maintenance of scientific power around a few countries or financial cooperation.

However, De Wit (2011) warns that internationalization, as it is currently formulated, has taken on an instrumental perspective. According to the author, there are nine means that, if not well structured, can lead internationalization to a mere instrumentalization. Among these means are: teaching in English, studying or living abroad, dealing with international issues, having a large number of international students, having few international and intercultural students, the more associations, the more internationalized, and internationalization considered only as an end and not as a means to consolidate extension, research and teaching. The points highlighted by the author are an x-ray that serves as a parameter to separate the positive actions of internationalization from the negative actions that only introduce actions of internationalization apparently to comply with the designs of educational policies.

For Altbach and Knight (2007), internationalization is fundamental to the consolidation of the university tripod of research, teaching and extension. This position is defended by Morosini (2017, p. 280): "it is in this scenario that the internationalization of higher education is constructed as a key concept in this century, moving from a peripheral position to a central one and imbricated with a positive notion of quality". At the end of the twentieth century and the beginning of the twenty-first, in addition to research, as Morosini (2017) points out, internationalization has teaching as its main point, thus extending its aspect to educational institutions in general. The broadening of the scope of internationalization has brought with it a fundamental problem: does the internationalization of higher education meet the objectives of a conception of the university as a public good, or does it stimulate the expansion of the university as a service? And yet, according to Morosini (2017, p. 290), "is it a big business or does it seek solidarity integration and sustainable global development?"

In terms of internationalization, according to data from the Higher Education Census (2021), there are 17,947 foreign students of 172 different nationalities enrolled in undergraduate courses in Brazil. However, this represents only 0.2% of the total enrollment. Of this total, 52% come from the Americas, 23.5% from Africa, 12.5% from Europe, 11.7% from Asia and 0.4% from Oceania. Brazil receives many students from Portuguese-speaking African countries and Latin America, especially South America. Outside the Americas and Africa, the country with the largest number of students is Japan. According to the Higher Education Census (2021), Angola is the country with the highest number of students, with

1,429 students enrolled in undergraduate courses. The table below shows the largest institutions with foreign students enrolled.

Table 2. Top 20 Higher Education Institutions by number of foreign students enrolled in undergraduate courses.

Higher Education Institution	Administrative Category	Academic Organization	Number of Enrolments
Universidade da Integração Internacional Afro-Brasileira	Federal	University	1.398
Universidade Federal da Integração Latino-Americana	Federal	University	1.368
Universidade Paulista	Private	University	863
Universidade Estácio de Sá	Private	University	696
Universidade Nove de Julho	Private	University	448
Universidade de Santa Catarina	Federal	University	344
Universidade de São Paulo	State	University	342
Centro Universitário Leonardo da Vinci	Private	University Center	337
Universidade Cruzeiro do Sul	Private	University	277
Universidade estadual Paulista Júlio de Mesquita Filho	State	University	275

Source: Higher Education Census (BRASIL, 2021).

The data presented show what Pinto and Larrechea (2018) have pointed out as a duality between South and North. With globalization, new asymmetric internationalization strategies for higher education are being formulated by countries with more developed higher education and distance learning systems, such as England, Australia, New Zealand, the United States and Canada, and by scientific and technological systems that attract young students from developing countries (South), especially to England and the United States.

According to Lima and Maranhão (2009, p. 586), "in the context of cognitive capitalism, where knowledge gains centrality by being recognized as the main productive force, the hegemony exercised by countries with a consolidated educational system does not seem surprising". Within this logic, countries with this potential begin to enjoy knowledge privately and begin to reduce the autonomy of universities and emerging countries. This facet of internationalization increases inequalities between countries and regions. Lima and Maranhão (2009, p. 570) describe some of the consequences of this model of knowledge capitalism.

Internationalization is operationalized through the adoption of strategies, whether programmatic or organizational (KNIGHT, 204 apud FILHO, 2020). Programmatic strategies include research and scientific collaboration, national and international activities, and extracurricular activities. Organizational strategies include governance, operations, services, and human resources (FILHO, 2020).

Because it is a rapidly growing process, internationalization is constantly (re)conceptualized "to cover unexplored, undervalued or unclear dimensions of this new function of the contemporary university" (FILHO, 2020, p. 29). The form it most often takes is through academic mobility, whether of students or teachers, widely explored through policies that seek to make internationalization more accessible to all students, based on

economic benefits, the exchange of knowledge, skills and values that, through intercultural exchanges, place students in the global labor market.

Developed countries see internationalization as a way to provide developing countries with educational services, exploiting them as a way to enhance their scientific discoveries and technological innovations. This creates a new competition in a global market.

The neoliberal logic that seeks to meet the determinations of the labor market, using the theory of human capital that seeks the rationality of resources, efficiency and effectiveness of results is present in the public policies elaborated, following the guidelines of international organizations that can be perceived from the PNE that draws the outline of public policies implemented during a decade. In the following sections of this text we will try to understand how this mechanism is perceived in the articles published in the last four years.

3 Research Pathways

This article comes from a bibliographic research, qualitative and exploratory objective. Bibliographic research is a fundamental stage of scientific research and, according to Amaral (2007), consists of "the collection, selection, filing and archiving" (p. 1) of publications on a given topic, contributing to a historical overview or updating on the topic, finding answers and contradictions, in addition to avoiding the repetition of research already done.

For Flick (2009, p. 8), "qualitative research is not just 'non-quantitative research' that has developed its own identity (or perhaps multiple identities). Qualitative research seeks to approach the world 'out there' (rather than in specialized research contexts such as laboratories) and to understand and describe social phenomena 'from the inside'. Thus, it is possible to identify three conditions that characterize qualitative research: the analysis of the experiences of individuals or groups, the study of interactions and communication as they unfold, and the study of documents of various kinds. According to Flick (2009, p. 9), "what these approaches have in common is that they seek to examine how people construct the world around them, what they do, or what happens to them in terms that make sense and offer a critical perspective.

Exploratory research, according to Gil (2010), aims to gain greater familiarity with the research problem in order to make it more explicit or to generate hypotheses that involve bibliographic research or interviews.

For data analysis, we used content analysis. For Bardin (2016), after collecting the material, the compatible units of categorizations are given, treatment for the definition of which coding modality for the records. Bardin's (2016) content analysis has three stages. In the first stage, the material is explored and the results obtained are treated. The second stage

is characterized by coding. At this point, the researcher attempts to determine what code or characteristics will be used to organize the material into categories. As defined by Lüdke and André (2012), the researcher can use numbers, letters, or other forms of annotation that allow similar components to be grouped together.

The third step is categorization. According to Bardin (2016, p. 148), "Classifying elements into categories requires investigating what each text has in common with the others. What allows their grouping is the common part between them". Thus, categorization is an operation of classifying elements that constitute a set of elements that can be analyzed and verified.

The first stage of this research was carried out with the data collection, which was carried out in November 2022, allowing to consider a large part of the productions published from 2019 until that date. The following databases have been consulted: SciELO and CAPES Periódicos, using the descriptors "higher education" and "higher education" (with and without quotation marks). Due to the high number of results obtained, and in order to obtain more precise results on relevant research on this topic launched during the period, the following filters were used: Collection: Brazil, Language: Portuguese, subject area: humanities and peer-reviewed articles.

In the case of SciELO and CAPES Periódicos, journals were selected that accepted publications related to education in a broader sense, excluding journals with topics related to medicine, psychology, sociology, philosophy, among others. The selection was made by consulting the portal of each of the journals and reading their publication standards, ensuring the predictability of different topics related to education. The SciELO journals selected are *Educação e Pesquisa*, *Educação em Revista*, *Cadernos de Pesquisa*, *Educar em Revista*, *Educação & Sociedade*, *Pró-posições*, *Revista Brasileira de Educação*, *Educação & Realidade*, *Revista Brasileira de Estudos Pedagógicos*, *Interações*, *Revista do Instituto de Estudos Brasileiros*.

The magazines selected on the CAPES platform were: *Caderno de Pesquisa*, *Eccos*, *Educação e Pesquisa*, *Educação Temática Digital*. As mentioned, some of the journals are common between the two bases, so 15 duplicate works were found. These articles are quantified were analyzed only once in the total number of works found. The platform also presented repeated works in its results, that is, results that referred to the same article, the same title and the same authors, for a total of 6 articles. There were also 4 papers that did not have the characteristics of an article (keywords and abstract). In these cases, the articles were subtracted from the total number of papers.

In order to reinforce the general panorama of research carried out in higher education, another database was considered due to its importance at the national level, namely the National Meetings of the National Association for Research in Education (ANPEd). Held every two years, these meetings are organized into 24 Working Groups (WG), which concentrate debates and presentations of research carried out on the various topics of

education, concentrating researchers from the same field. Due to the large number of papers, posters, reviews and short courses published, WG 11, which deals with Higher Education Policies, was considered to be the closest area that would allow us to follow the publications on higher education. Since the meetings are bimonthly, the papers published in the annals of the 39th and 40th ANPEd National Meetings, which will be held in 2019 and 2021, respectively, were considered.

In WG 11 of the ANPEd proceedings, a total of 56 published papers were found. Analyzing each of the materials, it was observed that some of them were posters, reviews, short courses or texts that did not have the characteristics of an article (abstract and keywords), so a total of 18 papers were discarded from the general count of papers. The information described can be seen in the following table:

Table 3. Number of papers found in the data collection

BASIS	Quantity	Excluded	Total
SciELO	56	-	56
CAPES Periódicos	67	25	42
ANPEd – GT11	56	18	38
Geral	179	43	136

Source: the authors.

As shown in the table above, the total number of papers found in the sum of the databases consulted was 179. After discarding the previously mentioned works: review, texts without abstracts and keywords, short courses and posters (found mainly in the ANPEd annals), in addition to duplicate articles in the CAPES database and repeated articles in the SciELO and CAPES journals results (totaling 43 works), we reached a total of 136 articles to be analyzed.

The second stage of this research was through the reading of the title, abstract and keywords of each of the articles found. This reading allowed us to consider the objects, objectives and sub-themes of each of the selected papers, in order to group them into disciplinary sections. Thus, each article received an identification code.³

In the third stage, the thematic units were gathered into categories and a new table was created, organizing each of the papers, as shown below:

Table 4. Disciplinary cut-outs.

Disciplinary section	SciELO	CAPES	ANPEd	Total
State, public and institutional policies	11	3	10	24
Democratization of Higher Education	20	14	18	52
Internationalization	6	6	4	16
Teacher and professional training	11	2	3	16
University pedagogy	5	11	1	17
Evaluation of Higher Education	3	6	2	11
Total				136

Source: the authors.

³ As presented from Table 5.

The first category with a disciplinary cut of State, public and institutional policies found articles that address public sphere policies (federal and state), internal policies of educational institutions (universities and federal institutes), debates on the commercialization of higher education and neoliberal logic and, finally, the influence of international organizations on higher education policies in general.

Table 5. Articles related to the category State, public and institutional policies.

Code	Title	Author(s)	Year
NL&OI1	Education and science after 2018: extreme neoliberalism and culture war	Leher	2021
NL&OI2	International organizations and the global agenda for education	Abreu	2021
NL&OI3	The public and the private in higher education: a contribution to the review of concepts	Fioreze; Bortolin	2020
NL&OI4	Higher education from the perspective of international organizations	Maués	2019
NL&OI5	International organizations and higher education: propositions of the E2030 agenda	Morosini; Mentges	2020
M&P1	A moment of paradigmatic transition: reflections on the "future" of the university in contemporary...	Rezer	2019
M&P2	The reorganization of Brazilian private-market higher education: a case, the UNIESP Group (2005 to 2015)	Pereira	2021
M&P3	Effects of tertiary education on Brazilian educational policy	Figueiredo	2021
M&P4	Academic capitalism, Edtech and the reformed university	Paula	2021
M&P5	Higher education in Brazil and the so-called "platform academic capitalism" some considerations	Balieiro; Azevedo	2021
M&P6	The management of private non-profit HEIs in the face of the tensions of the commercialization of higher education and the case of regional community universities: on the road to hybridity?	Fioreze	2020
M&P7	The influence of private actors in strengthening the privatization of Brazilian higher education	Santos; Chaves	2020
M&P8	The virtualization of Higher Education: reflections on public policies and Hybrid Education	Santinello; Costa; Santos	2020
M&P9	Future-se: the ultimatum on the Brazilian state university	Silva Jr.; Fargoni	2020
M&P10	International division of knowledge and the decline of the humanities: the scenario of private higher education institutions in the Northeast Region of Brazil	Paula; Costa; Lima	2019
M&P11	The financialization of private education in the pages of magazines: advertising discourses about the Brazilian university	Mocarzel	2019
PP1	Higher education policies and new forms of regulation	Oliveira	2021
PP2	Higher technology courses in Brazil: the materiality of lean and flexible higher education training	Costa	2021
PP3	Aspects of the implementation of the higher technology course at FAETERJ Imbariê	Figueiredo; Coutinho; Veiga	2021
PP4	The student cost of Brazil's 2,537 higher education institutions: is it a myth?	Bielschowsky; Amaral	2022
PP5	The Program to Support Restructuring and Expansion Plans of Federal Universities (REUNI): articulations with the new public management	Rothen; Ramos; Borges; Silveira; Fernandes	2022
PP6	CNPq productivity grant in the area of Education: an analysis focusing on Basic Education	Castioni; Melo; Afonso	2020
PP7	The financing of Brazilian state universities: student cost, institutional asymmetries and regional inequalities	Carvalho; Amaral	2021
PP8	Complementary sources of funding in non-federal public institutions of higher education (IPES): analysis of the management of federal agreements in a multicampi university	Conceição; Oliveira	2021

Source: the authors.

The papers on neoliberalism and international organizations (NL&OI - 5 articles) address: the advance of extreme neoliberalism after 2018 and a review of concepts on public good vs. private good (2); and the guidelines of international organizations for higher education and the E2030 agenda (3).

There are also articles that deal specifically with the marketization and privatization of higher education (M&P - 11 articles), based on the Entrepreneurial and Innovative Institutes and Universities Program - Future-se and the changes expected in the "future" of universities (2); academic capitalism: regulation, managerialism and marketization of higher education with the entry of new distance learning technologies (EdTechs, virtual platforms, virtualization and hybrid education) (8); and the decline of a training focused on the humanities from the logic of preparation for the labor market (1).

Regarding public policies (PP - 8 articles), we found research that deals with: the implementation of higher education courses in technology (2); financing of higher education and student cost in public and private universities (4); postgraduate scholarship policy and its reflection on basic education (1); and changes in higher education policies post-impeachment until the Bolsonaro government (1).

In the second category with a disciplinary cut, we grouped research that addresses issues of Democratization of Higher Education. We consider as democratization issues those related to the conditions of access and expansion of higher education, possibilities of permanence, combating evasion. Discussions pertinent to affirmative actions, such as the quota policy, inclusion, racial, socioeconomic and gender issues are considered associated with this theme.

Table 6. Articles related to the category Democratization of Higher Education.

Code	Title	Author(s)	Year
AES1	Professional Master's degrees and new academic architectures in the context of the expansion of Brazilian postgraduate stricto sensu programs	Camargo; Costa; Mauler	2019
AES2	The case of the Federal University of Pampa: a report on the bias of higher education in the interior of RS and its implementation challenges	Gentil	2019
AES3	University for All Program: changes in the profile of beneficiaries and the expansion of the distance learning modality (2005 - 2020)	Wargas; Altmann	2021
AES4	PROUNI and FIES: state tools for massification of access and financialization of higher education from the 2000s onwards	Scudeler; Pires	2021
AES5	Degree programs in question in the expansion of higher education in Brazil	Boanafin	2021
AES6	Inclusion of people with disabilities in Brazilian higher education: advances and limits	Masera; Mneghel	2021
AES7	Educational credit and financialization of higher education: the Student Financing Fund (FIES)	Nascimento; Barbalho	2021
AES8	Characteristics of the process of creating undergraduate degrees in new campuses of the Federal Institute of São Paulo	Lima; Barreyro	2021
AES9	The quota policy and the changes in the socioeconomic and cultural profile of the student of the Federal Rural University of Rio de Janeiro (UFRRJ)	Oliveira	2021
AES10	Analysis of the University for All Program (Prouni) between 2006 and 2019: a look at the expansion and financing of private higher education	Carvalho; Campos	2021

AES11	Mechanical engineering graduates: an exploratory approach	Carvalho; Freitas	2022
AES12	From community to university: the challenges of indigenous students in the Law course at the Federal University of Roraima	Moura; Matos	2022
AES13	Public policies for higher education: the case of Cariri Cearense	Silva	2022
AES14	The access of visually impaired students to higher education: analysis of the microdata of the National High School Exam (ENEM)	Leria; Benitez; Ferreira; Fraga	2022
AES15	Basic education and access of transsexuals and transvestites to higher education	Lima	2020
AES16	Racial hetero-identification committees for access to federal universities	Batista; Figueiredo	2020
AES17	School origin and access to higher education: analysis of the occupation of affirmative action vacancies at UFRGS	Caregnato; Santos; Felin	2020
AES18	Project 500: challenges of black student inclusion at a public research university in the United States, 1968-2018	Oliven	2020
AES19	Relationship with knowledge: a study with university students entering a private institution	Vieira	2020
AES20	First generation student (P-Ger) in Brazilian higher education	Felicetti; Morosini; Cabrera	2019
AES21	Entering higher education after 23: opportunities and motivations	Mangas; Lopes; Ferreira; Beato	2019
AES22	Has the student profile of federal universities changed after the quota law?	Senkevics; Mello	2019
AES23	First-generation students (P-Ger) in Brazilian higher education: analyzing data from PNS - 2013	Morosini; Felicetti	2019
AES24	The renewed educational reproduction: intra-institutional duality in the Open University of Brazil program	Pimenta; Rosso; Sousa	2019
AES25	The paths of higher education expansion in Brazil and Portugal: convergences and divergences	Cabrito; Castro	2021
AES26	The marks of color/race in high school and its effects on Brazilian higher education	Unbehaum	2021
AES27	Affirmative actions and quilombos' access to higher education	Braz; Silva; Ribeiro	2021
AES28	Challenges of inclusion in the contemporary process of expansion of Brazilian higher education: democratization of access?	Cruz	2019
AES29	Overview of Brazilian higher education institutions for students with special education needs before the Vacancy Reservation Law	Rocha; Lacerda; Lizzi	2022
AES30	Aspirations for public higher education and the Quota Law	Karruz; Mello	2021
AES31	National territorialization of rural education: historical milestones in the Southeast of Pará State	Medeiros; Moreno; Batista	2020
AES32	Expansion and regionalization of higher education in Portugal in recent decades: a contradictory pathway	Cerdeira; Cabrito; Mucharreira	2021
AES33	Gender bias in professional choice in Brazil	Pessoa; Vaz; Botassio	2021
PE1	The degree in field education at UFES and the challenges of peasant permanence in higher education	Duarte; Amaral	2019
PE2	Attendance of students included by the quota law in the southern region: an approach from institutional documents	Wittkowski; Meneghel	2019
PE3	Student-workers: a challenge not explicitly faced by higher education institutions	Galleão	2021
PE4	The socioeconomic profile of students who dropped out of higher technological education at the Federal Institute of Education, Science and Technology of Mato Grosso do Sul (IFMS)	Garcia; Maciel; Lima	2021
PE5	Academic (Im)permanence: interfering factors in the academic life of pedagogy students in times of pandemic	Ferreira; Cordeiro	2021
PE6	Student assistance: right to democratic permanence in federal universities?	Castro; Castro	2021

PE7	The public university and student assistance: the risk of collapse due to budgetary insufficiency of the Brazilian state	Costa; Hora; Lelis	2021
PE8	Dropout in higher education: definitions and trajectories	Barbosa e Silva; Coimbra; Costa	2021
PE9	The return to studies of students evaded from Brazilian higher education	Marques	2020
PE10	The Portrait of Exclusion in Brazilian universities: the limits of inclusion	Cabral; Orlando; Meletti	2020
PE11	Inclusion of students with disabilities in higher education from the perspective of university management	Costa; Pieczkowski	2020
PE12	Specific terminality for students with disabilities in higher education: practices (to be) implemented?	Silva; Pavão	2019
PE13	Pedagogical support as a proposal for education for all?	Donida; Santana	2019
PE14	Scientific production on permanence and dropout in higher education in Brazil	Maciel; Cunha Jr.; Lima	2019
PE15	Dropout in higher education: definitions and trajectories	Coimbra; Barbosa e Silva; Costa	2021
PE16	Workers with higher education and the transformations in the world of work	Zuccarelli	2021
PE17	Policy of permanence and success in higher education: teachers' perspectives on school failure	Gontijo; Fortunato; Yamanaka	2019
PE18	The management of dropout in Brazilian educational policies: from undergraduate to postgraduate studies strictu sensu	Santos Jr.; Magalhães; Real	2020
PE19	University path of students with disabilities in a private educational institution	Ziliotto; Burchert; Carvalho	2021

Source: the authors.

Access to higher education is associated with a number of factors, including the increase in the supply of data made possible by the expansion of higher education. In this sense, in our first grouping (AES - 33 articles) we find research that investigates the importance of the quota law and the reservation of places for higher education (5), the school origin of students (2) financing policies such as FIES and ProUni (4); inclusion of people with disabilities (2), gender identity (3), racial issues (5); the presence of first-generation students and the challenges of adult education (who take a few years to enter higher education after completing secondary school)⁴ (3). The articles also address the expansion of federal and state universities in Brazil and Portugal in recent decades (5), the creation of undergraduate courses (2), the expansion of distance learning (1) and the emergence of professional master's degrees for the expansion of postgraduate education (1).

On permanence and evasion (PE - 19 articles) in higher education, the articles address: reflections on the causes of evasion and ways to manage them (3), the role and importance of pedagogical support for students (4), the preparation of HEIs for the inclusion of people with disabilities (4) and the challenges of permanence of student-workers and students from the field (3); the socioeconomic profile of students (1); reasons that lead to evasion (some research considers the SARS-CoV-2 pandemic) (3), as well as the return of evaded students to Higher Education (1).

⁴ This research considers the age from 23 years. The PNE 2014 aims to increase enrollment in Higher Education of students aged between 18 and 24 years (BRASIL, 2014).

In the third category with a disciplinary cut, we divided the Internationalization of Higher Education into three sub-themes: one related to the debate on internationalization processes, another related to academic cooperation and student mobility and the last one related to regional integration and globalization of higher education.

Table 7. Articles related to the category Internationalization of Higher Education.

Code	Title	Author(s)	Year
PI1	Center x periphery relationship: the university in debate	Mazzetti; Rubin-Oliveira; Pezarico; Wielewicki	2019
PI2	Internationalization in higher education: assumptions, meanings and impacts	Fior; Dias Jr.	2020
PI3	Internationalization of higher education and postgraduate quality assessment: risks and perspectives in Brazil and the United Kingdom	Azevedo; Oliveira	2019
PI4	The internationalization of postgraduate programs in education in the northern region of Brazil: policy, strategies and actions	Maués; Andrade	2020
PI5	UFES internationalization policy: the search for academic excellence	Wassem; Ferreira	2020
CMA1	The Internationalization of Higher Education and Interculturality: the Undergraduate Student-Convenor Program (PEC-G) at the State University of Bahia	Souza; Silva	2019
CMA2	Tensions present in the "findings" of a research on cooperation networks in higher education quality in Latin America	Santos; Esteves	2019
CMA3	Student mobility of university students from public high schools: experiences with the Science without Borders program	Weller; Reis	2022
CMA4	Higher education in the context of international academic cooperation	Westphal; Gisi	2019
CMA5	Development of the internationalization of higher education in Brazil: from international academic mobility to the institutionalization of the process in the university	Knobel; Lima; Leal; Prolo	2020
CMA6	Brazilian university students in Spain: motivations and decision factors	Kingeski; Nadal	2022
IRM1	Struggle for the democratization of higher education: UNILAB and PET educational public policies from the perspective of Guinea-Bissau students at UFMT	Rodrigues	2019
IRM2	From the Bologna Process to the Alfa Tuning Latin America Project	Oliveira	2019
IRM3	The potential of the Arcu-South system for the construction of a regional model for the recognition of degrees	Souza; Real	2020
IRM4	World Class University in the Latin American and Caribbean context: what international organizations say	Thiengo; Almeida; Bianchetti	2019
IRM5	UNILA: the university as a vector for regional integration	Prolo; Lima; Moniz	2019

Source: the authors.

The debates related to the literature review on internationalization processes (IP - 5 articles): presenting the modalities of internationalization, reviewing and presenting concepts through bibliographic research (1); search for internationalization by higher education institutions (3); and the center x periphery relationship perceived by the Latin American region (1).

Academic cooperation and student mobility (CMA - 6 articles) are some of the modes of internationalization of higher education presented, the works in this sub-theme address: academic mobility programs and agreements (Science Without Borders Program and Student-Graduate Agreement Program - PEC-G) (3); quality of education in student mobility at the

postgraduate level (1); international academic cooperation (1); and student decision factors regarding the choice of institution in which to carry out academic mobility (1).

With regard to regional integration and globalization (IRM - 5 articles), the research deals with: the recognition of medical degrees in Latin America through the Arcu-South system (1); the creation of the University of Integration of Afro-Brazilian Lusophony (UNILAB) (1); and the proposal to create a space for the integration of Latin America and the Caribbean (3).

In the fourth category, with a disciplinary cut, we have grouped research related to teacher and professional training in higher education. Regarding teacher training (FD - 9 articles), the debate is related to curricular issues (3), training spaces (2), teacher training in the distance modality (1), the relationship between educational policies and the demand for teacher training in Libras (1) and teaching practice in school and university (2). The issues related to professional training (FP - 7 articles) are: interprofessional and integrated training (5), development of intercultural competences (1) and training for the logic of the labor market (1).

Table 8. Articles related to the category Teacher and professional training.

Code	Title	Author(s)	Year
FD1	Praxis as a structuring category of the transformation project in the form of the rural school	Molina; Pereira	2019
FD2	Higher education and teacher training: do we still discuss the dichotomy of training for specific knowledge or for pedagogical-didactic knowledge?	Canan	2019
FD3	Analysis of the social and academic dimensions of a toy library in a higher education institution	Diogo	2022
FD4	Developments of higher education policy for the training of the teacher of pounds	Kumada; Prieto	2019
FD5	Teaching in higher education: questioning the meanings and challenges of institutional training spaces	Sordi	2019
FD6	Teacher training at university and the resignification of common sense	Cunha	2019
FD7	Popular course by university students: political-pedagogical practices and teacher training	Gropo; Oliveira; Oliveira	2019
FD8	Human rights education in the undergraduate curriculum of federal higher education institutions	Silva; Caputo; Veras	2021
FD9	The provision of teacher training in physical education in the distance education modality in Brazil	Silva; Gawryszewski	2019
FP1	Market logic and the world of work in the education of engineers	Moreira; Andrade	2019
FP2	Interprofessional education in health: lessons learned from an innovative experience of integration between people, curricula and professions	Souza; Ely; Toassi	2022
FP3	Interprofessional education and integrality of care: a contemporary philosophical reading of concepts	Viana; Hostins	2022
FP4	Sociology in Higher Education: meanings produced in the narratives of dentistry students at the State University of Maringá	Furlin	2020
FP5	Intercultural competencies: conceptual interlocutions and a proposal for re-reading for higher education	Clemente; Morosini	2020
FP6	Can undergraduate courses compensate for students' lack of cultural capital and background?	Bertolin; Amaral; Almeida	2019
FP7	The challenges of professional training in physical education for the health area> an interpretation from journals in the area	Oliveira; Gomes	2019

Source: the authors.

The fifth category with a disciplinary cutout deals with university pedagogy, the research investigates teacher training to work in Higher Education (FDE - 2 articles): need for training for teaching activity (1) and during teaching activity (1); didactic-methodological aspects (ADM - 12 articles): teaching-learning strategies (4), use of digital technologies (4), interdisciplinarity (1), evaluation in higher education (2) and teacher-student relationship (1); and issues related to teaching work (TD - 3 articles): teaching work and job insecurity (2), teaching in military higher education (1).

Table 9. Articles related to the University Pedagogy category.

Code	Title	Author(s)	Year
FDE1	Higher education in times of crisis: is there room in education policies for the discussion of university teachers?	Canan; Santos	2019
FDE2	Pedagogical teacher training and learning assessment at university: contributions from action research	Fontana	2020
ADM1	Educational social skills of university teachers: proposal of a conceptual framework	Santos	2022
ADM2	Scientific production on interdisciplinarity: an integrative review	Santos; Coelho; Fernandes	2020
ADM3	The active of active methodologies: contributions of cultural-historical theory to the processes of teaching and learning in higher education	Alves; Teo	2020
ADM4	Assessment in higher education: limits and possibilities of an experience	Pereira; Bonelli; Zimmer; Ebert	2020
ADM5	New challenges for a geopolitics of knowledge. The case of the European Higher Education Area (EHEA) and the service-learning methodology as a resource.	Villarino	2020
ADM6	Performance in digital technologies for learning: a study with university students	Nascimento; Salviato-Silva; Dell'Agli	2019
ADM7	Didactics in a new time: the pandemic and teaching-learning strategies in higher education	Maieski; Casagrande; Alonso	2022
ADM8	Psychobiological stress behavior during exam weeks and course completion work in university students: is there a difference between genders?	Castellani; Rosolem; Zuzzi; Ornelas; Batista; Meneghel; Murer; Braz	2022
ADM9	The challenges of using digital technology in education in times of pandemic	Pereira	2022
ADM10	Digital technologies in the academic success paths of non-traditional students in Higher Education	Leita	2020
ADM11	Blended learning: an analysis of the concept, current scenario and research trends in Brazilian theses and dissertations	Veiga; Roza	2019
ADM12	Pedagogical action and teacher self-efficacy in higher education	Leonardo; Murgo; Sena	2019
TD1	Particularities of the precariousness of teaching work in the semi-presential system: the context of a private-market higher education institution	Aparecido; Martins	2021
TD2	Teaching work in higher education: analysis of scientific production published in Brazil (2010-2019)	Gemelli; Closs	2022
TD3	Insertion in teaching at the Military Academy of Agulhas Negras: the teachers' perspective	Almeida; Ambrosetti	2019

Source: the authors.

In the sixth category with a disciplinary cut, we found research on the Evaluation of Higher Education. This section consists of two axes: one related to evaluation as a form of regulation of Higher Education and another that addresses the quality of training offered in distance education courses.

Table 10. Articles related to the category Evaluation of Higher Education.

Code	Title	Author(s)	Year
AV1	SINAES in the context of an evaluating state: some reflections	Arantes	2021
AV2	Academic rankings as mechanisms of public accountability: evidence from São Paulo state universities	Elias; Barreyro	2021
AV3	Academic rankings: implications for the university governance of Brazilian Catholic universities	Wandercil; Calderón; Ganga-Contreras	2022
AV4	The influence of international organizations on the evaluation of Brazilian higher education	Macedo; Araújo	2022
AV5	The logic of the market and its implications for higher education evaluation policies and processes	Fávero; Consálter; Tonieto	2020
AV6	Quality of higher education in Brazil: performance of Catholic universities in the light of academic rankings, indexes and state and private sector league tables	Wandercil; Calderón; Ganga-Contreras	2019
AV7	Evaluation, regulation and quality in higher education: the challenges of academic management	Haas; Aparício	2019
AV8	Considerations on the regulation and supervision of higher education in Brazil	Oliveira; Zorzi; Piovesan	2020
AV9	Evaluation of higher education courses in Brazil: SINAES in its relationship with quality	Cavalcanti; Guerra; Gomes	2021
EDP1	Is there a difference in quality between face-to-face and distance modalities?	Bertolin	2021
EDP2	Quality and distance education: from the theoretical framework to its proposition	Lima; Alonso	2019

Source: the authors.

Evaluation as a form of regulation of Higher Education (AV - 9 articles) we found articles that debate the mechanisms of evaluation, regulation and "guarantor" of quality in the National System for the Evaluation of Higher Education (SINAES) (4); also those that debate the function of academic rankings (3); the orientation of international organizations and the market logic in the evaluation of Higher Education (2). Still on quality, some researches were concerned with debating the quality of education between face-to-face and distance education models (EDP - 2 articles).

Given the diversity of themes and subjects found, we can conclude that Higher Education is a vast field that relates to several areas of research. Within Higher Education we can find research on State and policies, on the organization of Higher Education Institutions, discussions on access, expansion, permanence, evasion, quota policy, inclusion of people with disabilities, gender relations, race and social class issues, internationalization processes, evaluation, regulation, relationship with the labor market, training, curricular issues, didactics of higher education and professional teaching performance in higher education. On many occasions these themes intertwine and overlap, demonstrating the vastness of the dimension and complexity of the theme in the face of the challenges and elements that make up Higher Education.

4 FINAL CONSIDERATIONS

In this analytical exercise, we were able to study the research trends in higher education from 2019 to 2022. Higher Education proved to be a vast field for research, respecting its specificity, and encompassing topics as broad as those of general education itself.

One of the fundamental points that stands out is the observation that political issues permeate all the disciplinary excerpts of Higher Education that were highlighted. These include public and institutional policies, democratization policies, curriculum policies, teacher and professional training, internationalization, evaluation, and regulation. Even when the research does not directly address a specific policy, it appears indirectly as a background to the topic under discussion (and returns to it). Policy is an issue that permeates all higher education issues.

One should consider the fact that WG 11 of ANPEd necessarily deals with this topic: Higher Education Policies. Although the 38 papers considered are distributed among the various thematic sections, 10 articles deal exclusively with policies, making up the State, Public and Institutional Policies section. The other 14 articles come from the SciELO and CAPES databases, which shows that this topic is also present in other research databases.

Still on the political theme, we highlight the changes that have occurred in recent years, related to the period after the impeachment of 2016 until the Bolsonaro government, and also the pandemic caused by the coronavirus and its impact on the policies implemented. These are specific issues that appear in some researches and that will probably evolve, since many researches may still be in progress.

Another issue that stands out is the influence of neoliberalism, the logic of capital and the market, which is directly related to the policies. Several articles try to establish the relationship between the neoliberal logic, the orientation of multilateral organizations and the policies developed, especially in Latin American countries and especially in Brazil. Neoliberalism also influences the organization of higher education institutions, the modes of access, the organization of courses, the modes and means of training, the internationalization and evaluation of higher education, the transformation of higher education through hybridity, the search for cost reduction, the expansion of virtualization and distance learning.

It is worth emphasizing that all these are issues present in the articles that force the higher education institutions to adapt, to reduce the curricular matrices of the courses in the offer of a universal training, to sacrifice areas of knowledge (mainly of the humanities) in the training of students and to reduce the teacher-student and student-student relationship through the adoption of distance learning platforms.

The research findings confirm the information that the democratization of higher education has already taken significant steps towards changing the socio-economic profile of students entering higher education. However, it is necessary that the increase in vacancies be accompanied by policies that guarantee real inclusion and conditions for permanence and quality education. The issues of gender, transsexuality, ethnicity, race and inclusion are debates that have accompanied the transformations of society for a long time and need to be considered, they are constant debates that improve and evolve over the years with the emergence of new challenges and possibilities of overcoming and adapting. Some research in this area makes an intersection between gender, race, ethnicity and sexuality, making the debate on democratization even more complex and comprehensive.

Another point that caught the attention of the articles presented was the research that seeks to portray the differences in access between different generations (Generation P), as well as the presence of adult students (workers) who seek vocational training after the period provided for by the PNE (which would be up to 24 years old, although the research considers above 23 years old). If, on the one hand, the former represents a novelty in relation to the bibliography consulted, the latter shows that the universities still have some way to go to include student workers.

Although the implementation of undergraduate courses and the analysis of specific teacher and professional training curricula are probably objectives of constant production in research, they are also related to the objectives intended by the public policies of the PNE and its changes resulting from normative policies, and the very structuring of higher education institutions, related to the transformations of historical time, guidelines of international organizations, scientific discoveries and technological transformations.

Research on the practice of teaching is common in basic research on education, mainly in relation to schools, but according to the research found, the debate is still scarce when it comes to higher education. Debates on the training of university teachers, different conceptions of education, methodological approaches, ways of evaluation reveal the role of universities in offering pedagogical training to their teachers. The didactic-pedagogical use of technologies is related to professional training at the university level, to innovation and scientific development, and to the purpose of training a workforce with a high capacity to adapt to technological transformations for the labor market.

Internationalization, which aims to promote academic development and collaboration between countries, is also related to a broad and high quality education that inserts students, teachers and institutions in a global market logic, with academic mobility as the main modality studied by the articles. Another concern of the research is to discuss the concept of internationalization, which has undergone changes and modifications over the years, being one of the most emerging areas of higher education.

Higher education evaluation is one of the areas with the least research compared to the others. The articles found focus mainly on SINAES and its implications for HEIs in the face

of a state that uses evaluation and academic rankings as a way to regulate higher education. On the one hand, universities that are well placed in these rankings use them as a marketing tool to attract students and funding. On the other hand, the low performance of some colleges can be used to blame the college itself or the state for its inability to manage education and thus the economy. Differently, other research on evaluation in higher education is concerned with the debate on the quality of education between the face-to-face and distance learning models.

Thus, we can conclude that the existing social policies in higher education do not meet the demand, nor can they meet the academic, symbolic and existential needs of students. Coupled with the feeling of not belonging to a university environment that is still quite elitist, they contribute to the dropping out of school, which nullifies part of the effects of access policies that would allow the effective democratization of higher education for all Brazilian social classes. Nevertheless, it is possible to see that they have already contributed to changing the profile of students in higher education, even if they are more present in certain courses.

It cannot be denied that Jair Bolsonaro has been in charge of the Brazilian state during the chosen period. A neoliberal government, holder of a right-wing, conservative policy and with immeasurable cuts in funds for public higher education with total dismantling of the social policies created by the governments of Lula and Dilma. From the year 2023, with the third term of the Lula da Silva government, it is expected that the focus will be on rescuing the incentives and policies related to the issues discussed in this text, in addition to reversing all the setbacks in policies related to basic education and especially to high school.

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