Expansion of Higher Education: Assessment of the impact of Reuni at the Federal University of Santa Catarina

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ABSTRACT

Introduction/Objective: the objective of this study was to evaluate the impacts of the Higher Education expansion policy promoted through the implementation of the Support Program for University Restructuring Plans (Reuni) at the Federal University of Santa Catarina (UFSC). Reuni was an integral part of a federal government public policy, which aimed to create conditions to expand access and retention in higher education. The object of study was defined within a time frame and delimited to the five UFSC campuses, in order to evaluate the impacts of Reuni on the institution ten years after its completion. **Method:** The research was defined as a case study, with a strategy of bibliographical and documentary research and semi-structured interviews with actors involved with Reuni at UFSC. Reports and documents produced by UFSC were analyzed, as well as consultation of bibliographic sources. **Results/Conclusion:** Through the analysis of documents, in dialogue with the interviewees' responses, it was possible to identify important advances in the areas of infrastructure, with works on the headquarters campus and the creation of new campuses, personnel, with the hiring of new technical and teaching staff. However, the same analysis made it clear that many of the works planned in the project were not carried out and that the expansion of the staff was less than expected. Through statistical data on the demand for courses created by Reuni at UFSC, it was possible to see that problems related to filling vacancies have been accentuated in recent years, especially since the 2019 Entrance Exam.

KEYWORDS

Evaluation. Expansion of higher education. Reuni. Access. Public policy.

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Expansão da Educação Superior: avaliação do impacto do Reuni na Universidade Federal de Santa Catarina

RESUMO

Introdução/Objetivo: o objetivo deste estudo foi o de avaliar os impactos da política de expansão do Ensino Superior promovida a partir da implantação do Programa de Apoio a Planos de Reestruturação das Universidades (Reuni) na Universidade Federal de Santa Catarina (UFSC). O Reuni foi ação integrante de uma política pública do governo federal que visou à criação de condições para ampliar o acesso e permanência na educação superior. O objeto de estudo foi definido dentro de um recorte temporal e delimitado aos cinco *campi* da UFSC, a fim de avaliar os impactos do Reuni na instituição dez anos após finalização. **Método:** a pesquisa foi definida como um estudo de caso, com estratégia de investigação bibliográfica, documental e entrevistas semiestruturadas com atores envolvidos com o Reuni na UFSC. Foram analisados relatórios e documentos produzidos pela UFSC, assim como, consulta a fontes bibliográficas. **Resultados/Conclusão:** por meio da análise de documentos, em diálogo com as respostas dos entrevistados, foi possível identificar avanços importantes nas áreas de infraestrutura, com obras no campus sede e com a criação dos novos *campi*, de pessoal, com a contratação de novos servidores técnicos e docentes. Entretanto, a mesma análise deixou evidente que muitas das obras previstas no projeto não chegaram a ser executadas e que a ampliação do quadro de pessoal ficou aquém do esperado. Através dos dados estatísticos sobre a procura pelos cursos criados pelo Reuni na UFSC foi possível perceber que os problemas relacionados à ocupação das vagas foram acentuados nos últimos anos, principalmente, a partir do Vestibular de 2019.

PALAVRAS-CHAVE

Avaliação. Expansão do ensino superior. Reuni. Acesso. Políticas públicas.

Ampliación de la Educación Superior: Evaluación del impacto de la Reuni en la Universidad Federal de Santa Catarina

RESUMEN

Introducción/Objetivo: el objetivo de este estudio fue evaluar los impactos de la política de expansión de la Educación Superior promovida a través de la implementación del Programa de Apoyo a los Planes de Reestructuración Universitaria (Reuni) en la Universidad Federal de Santa Catarina (UFSC). La Reuni fue parte integral de una política pública del gobierno federal, cuyo objetivo era crear condiciones para ampliar el acceso y la retención en la educación superior. El objeto de estudio fue definido en un marco temporal y delimitado a los cinco campus de la UFSC, con el objetivo de evaluar los impactos de la Reuni en la institución diez años después de su finalización. **Método:** la investigación se definió como un estudio de caso, con una estrategia de investigación bibliográfica y documental y entrevistas semiestructuradas a actores involucrados con la Reuni en la UFSC. Se analizaron informes y documentos producidos por la UFSC, así como consulta de fuentes bibliográficas. **Resultados/Conclusión:** a través del análisis de documentos, en diálogo con las respuestas de los entrevistados, se pudo identificar importantes avances en las áreas de infraestructura, con obras en el campus sede y la creación de nuevos campus, personal, con la contratación de Nuevo personal técnico y docente. Sin embargo, el mismo análisis dejó claro que muchas de las obras previstas en el proyecto no se llevaron a cabo y que la ampliación de plantilla fue menor a la esperada. A través de datos estadísticos sobre la demanda de cursos creados por la Reuni en la UFSC, se pudo constatar que los problemas relacionados con la cobertura de vacantes se acentuaron en los últimos años, especialmente a partir del examen de ingreso de 2019.

PALABRAS CLAVE

Evaluación. Ampliación de la educación superior. Reuni. Acceso. Políticas públicas.

1 Introduction

The history of education in Brazil is made up of important and remarkable events that have resulted in a historical construction of progress, guaranteed rights, the creation of public and social policies. The right to free, quality public education, research, extension, culture and the arts are also directly related to Brazil's historical social context, reflecting society's expectations of institutions, as well as society's expectations of institutions.

Brazil must guarantee rights and promote education, as stated in the Federal Constitution of 1988 in Art. 205, which defines: "education, a right of all and a duty of the state and the family, will be promoted and encouraged with the collaboration of society, aiming at the full development of the person, their preparation for the exercise of citizenship and their qualification for work" (Brazil, 2016).

This obligation is the basis for the definition of public education policies in the country. In this sense, this commitment is not limited to basic education and must be recognized as a legal instrument for promoting and guaranteeing education at all levels.

Universities are assigned "the mission of training cultural and social actors with the capacity to develop critical and reflective reasoning, who will use education and academic experience as instruments in the struggle for the expansion of human and social rights" (Vicente et al., 2018, p. 13). Thus, education is understood as a vector of social transformation because it provides skills, attitudes, and values that are absorbed by individuals and interfere in the social and economic life of the country.

The growth in demand for higher education lately has made it necessary to think about policies to increase access. The formulation of public policies aimed at widening and democratizing access contributes to the reduction of economic and social inequalities. Therefore, it is assumed that the increase in public policies aimed at widening access, democratization, and permanence of individuals in universities allows equity based on quality education, contributing to the reduction of social inequalities.

> Recognition of the university's role as an instrument for social transformation, sustainable development and the country's competent inclusion on the international stage has mobilized movements calling for the expansion of free public higher education. The elitist nature of access to higher education came to be strongly questioned and pointed out as one of the forms of social exclusion. It was then realized that this discriminatory situation could only be overcome by expanding opportunities for access to higher education (Brasil, 2012, p. 9).

Since the enactment of the Federal Constitution in 1988, there have been various discussions in Brazil about improving education at all levels. In higher education, the government began to implement policies aimed at growing institutions and expanding enrollment, such as the University for All Program (PROUNI); the Higher Education Student Financing Fund (FIES); the Federal University Restructuring and Expansion Plan (Reuni);

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and affirmative action policies (quotas)[1]. In addition to admissions, some of these measures seek to reduce historically established social inequalities in the country, as is the case with affirmative action policies (Dario; Nunes, 2017).

The Program to Support the Restructuring and Expansion Plan of Federal Universities (Reuni), implemented in 2007, was not only responsible for a significant increase in the number of undergraduate courses offered by federal universities, but also fundamental in the process of internalizing access to public higher education. Internalization took the form of opening up courses and places in locations outside the capitals and metropolitan regions, through the creation and expansion of campuses and the creation of new institutions.

In Santa Catarina, for example, the transformation of public higher education took place with unprecedented investments in its history. In 2009, the Federal University of Santa Catarina created campuses in the cities of Araranguá, Curitibanos and Joinville. In 2013, the process of creating a campus in the city of Blumenau began. In another direction, the Federal University of the Southern Border (UFFS) was created in 2009. It is present in the three southern states of the country and has its headquarters in Chapecó-SC, making it the second federal university in the country. As in the rest of the country, the Federal Institutes have gained importance through an intense process of internalization. In the State of Santa Catarina, the Federal Institutes of Santa Catarina (IFC) and Santa Catarina (IFSC) have been present in the most diverse regions of the State and have begun to offer various undergraduate and postgraduate courses, in addition to secondary education, integrated or concomitant with technical education.

The expansion of public higher education requires articulation with public policies that contribute to student access and permanence. This study evaluates the impacts of the policy of expanding higher education promoted by the implementation of Reuni at the Federal University of Santa Catarina (UFSC). The objective of this assessment is to evaluate the extent to which the Reuni/UFSC Project has fulfilled the expectations and demands for the expansion of higher education. As internalization was one of the forms of expansion, this evaluation will also consider the actions taken by UFSC to make it effective. Additionally, the results obtained from the opening of courses and the expansion of undergraduate places at the institution will be analyzed, with a focus on how they were conceived based on articulation with regional demands. The purpose of this study is to evaluate the impact of the Reuni program's expansion of higher education at the Federal University of Santa Catarina.

The research topic is justified by the need to assess the effectiveness of public investments and social policies in IFES, a decade after the Reuni program's implementation period ended. To evaluate the expansion of higher education through the Federal University of Santa Catarina, it is important to identify the institution's restructuring initiatives and

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[1] It's worth noting that not all of the policies mentioned for expanding vacancies in Brazilian higher education are aimed only at public higher education institutions.

recognize any possible mistakes. The evaluation of the impacts of Reuni at UFSC should focus on the effects of these policies.

2 Methodological aspects

This is an applied qualitative study and a case study. Minayo (2009) argues that qualitative research answers very specific questions, works with the universe of meanings, motives, values and attitudes, which corresponds to a deeper space of relationships, processes, and phenomena that cannot be reduced to the operationalization of variables. It is of an applied nature, as it aims to generate knowledge for practical application in the institution, aimed at solving specific problems, submerging local truths and interests. It is a case study, "which is characterized as a type of research whose object is a unit that is analyzed in depth" (Godoy, 1995, p. 25).

In terms of objectives, it is descriptive. Descriptive research is usually carried out by social researchers concerned with practical action who want to "accurately describe the facts and phenomena of a given reality". Establishing relationships between variables, which involves standardized data collection techniques, such as questionnaires and observation techniques, requiring the researcher to provide a series of information about what they want to research (Triviños, 1987, p. 110).

Data collection included the use of bibliographic sources, documentary analysis and semi-structured interviews. The material available on the subject was accessed: reports produced by UFSC and MEC on the implementation and evaluation of Reuni at the institution; UFSC's website; UFSC's annual management reports.

In the interviews, the subjects were the institution's management staff, located at the four UFSC campuses, who participated in one, two or all of the stages of the university expansion process, responsible for or involved in activities related to the topic. They were divided into four groups:

- **Group 1** - Coordinator of the working group in charge of the UFSC Academic Commission in the context of organizing, implementing, monitoring and evaluating the actions of Reuni at the institution and Pro-Rector of Teaching and Graduation;
- **Group 2** - Two former rectors involved in the process of joining and implementing Reuni at UFSC;
- **Group 3** - Managers of the four UFSC campuses (Araranguá, Curitibanos, Joinville and Blumenau) created as a result of Reuni; and
- **Group 4** - Managers related to the following administrative areas: the Dean of Undergraduate Studies and Basic Education, the Dean of Development and Human Resources Management, the Planning and Budget Secretariat and the Dean of Administration.

The interviews had a pre-established script, but there was room for clarification of elements that arose unexpectedly or spontaneous information provided by the interviewee. Research ethics protocols were followed, with the provision of the Free and Informed Consent Form (FICF), in which subjects were informed and clarified about the purpose and procedures involved. The research was submitted to and approved by the Human Research Ethics Committee (CEPSH-UFSC), which guaranteed the interests of the 11 study participants in their integrity and dignity, thus contributing to the development of the research within ethical standards. The interviews were conducted during the first semester of 2023.

After the collection, the transcription phase began, during which identification codes were assigned to the interviewees to guarantee anonymity and confidentiality. The interviewees are therefore identified by the codes E1, E2, E3, E4, E5, E6, E7, E8, E9, E10 and E11. The codes were randomly assigned.

3 Program to Support Restructuring and Expansion Plans for Federal Universities (REUNI)

In 2007, the Ministry of Education created the Educational Development Plan (PDE), a plan that integrated a series of programs that included the stages, levels, and modalities of Brazilian schooling, with the goal of achieving an organic national educational system. One of its main objectives was to "reverse the educational situation in Brazil by meeting the demands of higher education" (Silva et al., 2011, p. 4). Consisting of more than 40 programs, the PDE was presented in four guiding axes: basic education, higher education, vocational education, and literacy, according to the following principles:

> (a) guaranteeing quality - expansion is not only quantitative, but must be done with quality; (b) promoting social inclusion through education - many young people have their talents wasted when they are systematically excluded through a socioeconomic filter; (c) territorial distribution - quality education accessible to all regions of the country; and (d) economic and social development - transforming higher education into a fundamental part of scientific and technological production, a key element in the integration and formation of a nation (Silva et al., 2011, p. 4).

Reuni is one of the social inclusion programs mentioned above, created to improve access and persistence in public universities. According to the document that deals with the general guidelines of the Reuni program:

> The challenges of the new century demand an urgent, deep and wide-ranging restructuring of higher education that means, in the current democratic context, a pact between the government, educational institutions and society, aimed at raising the levels of access and permanence, and the standard of quality. The country is at a privileged moment to promote, consolidate, broaden and deepen processes of transformation of its public universities, to expand the supply of higher education places in a decisive and sustained way, with academic quality, territorial coverage,

social inclusion and training appropriate to the new social and economic paradigms in force, as advocated by national education policies (Brasil, 2007a, p.9).

Regarding the challenges of access to public higher education in Brazil, "recently, the federal government has taken an important step to recover the budget of federal universities and has begun a vigorous process of expansion," for which it has implemented "49 new academic units distributed throughout the national territory and the creation of ten new universities" (Brasil, 2007a, p. 9). In budgetary terms:

> Considering the Treasury resources in the initial allocation of 2007, there was an overall increase of 31.5% in real terms compared to the 2002 budget execution. During this period, investments in universities increased by 905 percent, costs increased by 63.5 percent, and there was a 21.9 percent increase in personnel (discounting inflation and excluding the cost of paying inactive and retired personnel). With the hiring of more than 9,000 high school teachers, 14,000 administrative technicians, and the opening of 30,000 new places in undergraduate courses, the Ministry of Education has reaffirmed its commitment to public, free, and quality universities (Brasil, 2007a, p.9).

The Program to Support the Restructuring and Expansion Plans of Federal Universities (Reuni) was established by Decree No. 6,096 of April 24, 2007, and one of its objectives was to provide federal universities with the necessary conditions to increase access and permanence in higher education. With this program, the government developed various measures to promote the growth and strengthening of public higher education, in line with the guidelines contained in the Education Development Plan launched on the same date (Brasil, 2007).

> Art.1 - The Program to Support Restructuring and Expansion Plans for Federal Universities - REUNI - is hereby established, with the aim of creating conditions to increase access and permanence in higher education, at the undergraduate level, by making better use of the existing physical structure and human resources at federal universities (Brazil, 2007).

The aim of Reuni was to:

> To create conditions to increase access and permanence in higher education, at undergraduate level, to increase the quality of courses and to make better use of the physical structure and human resources existing in federal universities, respecting the particular characteristics of each institution and stimulating the diversity of the higher education system (Brazil, 2007a).

According to the decree, Reuni's goal was to gradually increase the average completion rate of face-to-face undergraduate courses to 90% and the ratio of face-to-face students to professors to 18 (eighteen). The deadline for achieving the targets was five years from the start of each plan. It should be noted that Reuni does not propose the adoption of a single model for undergraduate programs at federal universities, defending university autonomy and the diversity of institutions. "The projects presented by the universities may begin in all their 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 established goal is achieved" (Brasil, 2007a).

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Article 2 of Decree 6,096 establishes the following guidelines: (I) reduce the dropout rate, fill vacancies and increase enrollment, especially at night; (II) increase student mobility; (III) review the academic structure, reorganize undergraduate courses; (IV) diversify undergraduate courses; (V) expand inclusion and student support policies; and (VI) link undergraduate and postgraduate courses and higher education with basic education (Brazil, 2007).

The Reuni guidelines included a series of specific actions that IFES had to take into account when preparing its Institutional Development Plans (PDI), which were updated every five years. The proposed dimensions indicate their scope and complexity. Figure 1 summarizes the Reuni Guidelines:

Chart 1. Dimensions and specific aspects of Reuni

Dimensions	Specific aspects (Guidelines of Article 2 of Decree No. 6.096/2007)
I. Expanding the Supply of Public Higher Education	1. An increase in the number of entry places, especially in the evening;
	2. Reduction in drop-out rates;
	3. Occupation of vacant places.
II. Academic Curricular Restructuring	4. Reviewing the academic structure to constantly improve quality;
	5. Reorganization of undergraduate courses;
	6. Diversification of undergraduate courses, preferably to overcome early and specialized professionalization.
	7. Implementation of curricular systems and degree systems that enable the construction of training itineraries;
	8. Provision for transition models, where appropriate.
III. Pedagogical Renewal of Higher Education	9. Articulation of higher education with basic, professional and technological education;
	10. Updating teaching-learning methodologies (and technologies);
	11. Provision of pedagogical training programs, especially when implementing a new model.
IV. Intra- and Inter-institutional Mobility	12. Promoting broad student mobility through the use of credits and the movement of students between courses and programs, and between higher education institutions.
V. The institution's social commitment	13. Inclusion policies;
	14. Student assistance programs;
	15. University extension policies.
VI. Postgraduate support for the development and qualitative improvement of undergraduate courses	16. Articulation between undergraduate and postgraduate programs: Qualitative and quantitative expansion of postgraduate programs, aimed at the pedagogical renewal of higher education.

Source: SILVA; MARTINS (2014, p.7)

Chart 1 shows the initiatives to increase places and raise the quality of national education. In addition to increasing access, there has been better use of the physical structure and a qualified increase in the human resources that already exist at federal universities; the redesign of course curricula, valuing flexibility and interdisciplinaryness; and the diversification of undergraduate courses with postgraduate courses. Regarding student mobility:

It has emerged as an important objective to be achieved by the institutions participating in REUNI, not only because of the national and international

recognition of this practice in the academic world, but fundamentally because it is a privileged strategy for building new knowledge and experiencing other cultures, valuing and respecting what is different (Brasil, 2007a).

Inclusion and assistance policies aim to provide "equal opportunities for students with unfavorable socio-economic conditions [...] a measure directly associated with inclusion, democratization of access and permanence" (Brasil, 2007a, p.6). These measures are intended to give equal opportunities to students, seeking to encourage them to stay and establish a relationship between the university and the community.

In this sense, "the restructuring plans presented by the federal universities and approved by the Ministry of Education will have their financial feasibility guaranteed by the MEC from 2008 onwards", being established "through an agreement on targets to be signed between the MEC and the participating universities" (Brasil, 2007a, p. 6).

> The projects submitted to REUNI will be evaluated according to the consistency between their proposals and the requirements of the decree that established the program, as well as the feasibility of these proposals. This document, setting out the main points of REUNI, seeks to clarify and guide federal universities wishing to participate in the program, since its implementation is based on the principle of adherence (Brasil, 2007a, p. 6).

In 2007, 53 federal universities joined the program[2], submitting their restructuring plans and budget estimates for evaluation and approval by the MEC. Of the 54 institutions existing at the time, only the Federal University of ABC (UFABC) did not participate in the program, because it had been created in 2005 and had already adopted the guidelines recommended by Reuni (Brasil, 2009).

> The fact that all the existing universities joined REUNI in the year it was created attests to the strong interest aroused by the program, which advocates, in its founding concept, the idea of expanding and restructuring federal higher education institutions, opening up space for opportunities for innovation and increasing the quality of public higher education (Brasil, 2009, p. 5).

The federal universities that joined Reuni received financial resources from the Ministry of Education to carry out their respective restructuring plans. The first year of implementation of Reuni saw an investment of R$480 million (four hundred and eighty million reais). The funds were aimed at building and improving infrastructure, purchasing goods and services, costing and personnel expenses related to the restructuring plan. "It is important to point out that R$250 million (two hundred and fifty million reais) of the amounts earmarked for investments were passed on in 2007 to the universities that joined the first call, to promote budget execution for the works" (Brasil, 2009, p. 12-13).

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[2] First call: 10/29/2007 - implementation of the program in the 1st semester of 2008 21 universities participated; Second call: 12/17/2007 - implementation of the program in the 2nd semester of 2008 11 universities participated.

The investment and funding resources planned for Reuni, considering the hypothesis that all the universities would participate, are shown in Table 1; the total investment projected for the period 2008 to 2011 was R$2 billion (two billion reais).

Table 1. Investment forecast for Reuni (2008 to 2012)
(values in thousands of reais)

Year	2008	2009	2010	2011	2012
Investment	305.843	567.671	593.231	603.232	
Costs/Personnel	174.157	564.247	975.707	1.445.707	1.970.205
Total	**480.000**	**1.131.918**	**1.568.938**	**2.048.939**	**1.970.205**

Source: BRASIL (2007a, p.13).

Based on the resource projections shown in Table 1, we can see that the REUNI program has injected a significant amount of investment into the budgets of the public universities that participated in the program. "This amount of financial resources has brought opportunities and benefits to the public universities, but also a heavy workload for the managers of the institutions (Perardt; Jacques, 2012, p. 6)." In terms of the budget amounts agreed with the universities, the MEC provided 99% of the total amount planned for 2008, exceeding the agreed amount.

Regarding the expansion of the number of places offered in undergraduate courses, the report on the first year of Reuni - 2008, prepared by the Directorate for the Development of Federal Higher Education Institutions (DIFES), the Secretariat for Higher Education (SESu) and the MEC, takes 2007 as a benchmark (when the number of places in face-to-face courses totaled 132,451), the institutional projects agreed to increase to 146,762, an increase of 11% (Brasil, 2009). In 2008, the target was exceeded and universities offered a total of 147,277 places, an increase of 14,826 new places, as shown in Table 2:

Table 2. Number of places on undergraduate courses in 2008

IFES	Designed			Executed			Differences		
	Daytime	Evening	**Total**	Daytime	Evening	**Total**	Daytime	Evening	**Total**
Total	108.553	38.209	**146.762**	109.690	37.587	**147.277**	1.137	-622	**515**

Source: BRASIL (2009, p. 6).

From Table 2, the Reuni First Year Report points out that:

> (...) the success of the program cannot be measured only in the opening of new courses and places. It is essential to monitor how these vacancies are filled. In addition to the creation of new places, the federal universities have proposed in their restructuring plans various actions to fill vacancies caused by dropouts (Brasil, 2009, p. 6).

Regarding the expansion of enrollment, Reuni's First Year Report states that "the initial forecast was for a 10% increase over 2007 (which would have resulted in a total of 645,638 projected enrollments). This goal was exceeded at the end of 2008, when projected enrollments reached 715,185". In terms of enrollment expansion, "the first year of the

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program also showed an increase in projected[3] enrollments in undergraduate courses" (Brasil, 2009, p.6).

Table 3 shows the creation of daytime and evening undergraduate courses in universities during the first year of the program.

Table 3. Number of undergraduate courses in 2008

Designed			Executed			Differences		
Daytime	Evening	**Total**	Daytime	Evening	**Total**	Daytime	Evening	**Total**
1.827	725	**2.552**	1.814	692	**2.506**	-13	-33	-46

Source: BRASIL (2009, p. 6).

In "2007, the number of face-to-face undergraduate courses totaled 2,326. The institutional projects agreed to an increase to 2,552, resulting in an increase of 9.7%" (Brasil, 2009, p. 6). With the creation of 2,506 new undergraduate courses projected, the percentage increase reaches 98%.

Another proposal dealt with the expansion and adaptation of the physical infrastructure of federal universities. Table 4 shows the status of the works in 2008.

Table 4. Status of works in 2008

REUNI Works - 2008 Financial Year				
In Project Development	**On tender**	**In progress**	**Completed**	**Total**
77	127	103	20	327

Source: BRASIL (2009, p. 9).

According to Table 4, at the end of 2008 there were 327 works in progress to expand and adapt the universities' physical infrastructure. In the first year of the program's implementation, the universities made efforts to prepare and carry out projects and works to use the financial resources they received for physical expansion. The concentration of works in the "project preparation" and "bidding" situations comprises a total of 204 out of 327 works, i.e., 62.4%. It should therefore be noted that:

> (...) this volume of 327 works is in addition to the 1,984 works already undertaken in the Phase I Expansion Program for Federal Universities (2003-2008), projects which, to a large extent, are already in operation. It is also expected that with the maturing of the projects in the initial phase of the Reuni Program in 2008, the number of works being carried out and implemented in federal higher education institutions will increase in the coming years (Brasil, 2009, p.9).

Reuni's First Year Report provides data on teaching assistance. With the aim of improving the quality of public higher education, Reuni introduced scholarships for teaching assistance in the form of master's and doctoral degrees to provide students with the conditions to continue their studies and avoid dropping out. Scholarships began to be paid in 2008. The

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[3] "The Projected Enrollment in On-Campus Undergraduate Courses (MAT) is the total projection of students enrolled at the university, based on the number of annual admission places for each on-campus undergraduate course, its minimum standard duration and an estimated retention factor for each area of knowledge" (Brasil, 2009, p. 6 and 7).

amounts initially established were R$ 940.00 (nine hundred and forty reais) for master's scholarships and R$ 1,394.00 (one thousand three hundred and ninety-four reais) for doctoral scholarships. These amounts were adjusted in June to R$ 1,200.00 (one thousand two hundred reais) and R$ 1,800.00 (one thousand eight hundred reais), respectively. The pact for the granting of scholarships for the year was 1,060, including master's, doctoral and postdoctoral scholarships, but by the end of the year 941 scholarships had been made available, i.e. 119 scholarships less than planned (11%) (Brasil, 2009, p. 11).

For data on the expansion and internalization of institutions, Table 5 shows the total number of municipalities served by the creation of new campuses and teaching units.

Table 5. Campuses and municipalities served

TOTAL NUMBER OF CAMPUSES	
Number of Headquarters Campuses	59
Number of Non-Headquarters Campuses	171
Total number of campuses	**230**
Number of Units at Headquarters	35
Number of Off-Site Units	17
Total units	**52**
Total (campuses + units)	**282**

TOTALING MUNICIPALITIES	
Municipalities served by a campus	218
Municipalities served by more than one campus	6
Municipalities served by unit only (exceptions)	11
Number of municipalities	**235**

EXISTENCE	
New	104
Pre-existing	151
Forecast	27
Total	**282**

Source: BRASIL (2009, p. 10).

Since 2003, when the expansion policy began, 104 new campuses have been created, which, added to the 151 that already existed, have allowed the Federal University to be present in 235 Brazilian municipalities. Thus, through the policies proposed by Reuni, the internalization of access to public higher education has materialized, with the opening of courses and places in locations outside the capitals and metropolitan regions.

The process of monitoring and evaluating the implementation of the goals proposed by the universities is carried out through the Integrated Platform for the Management of Higher Education Institutions (PINGEIFES), which aims to collect information on the academic life of federal higher education institutions. The data is used in the distribution of resources, based on criteria established with the universities' representative bodies. The Platform allows all those involved in the Federal Higher Education System to consult,

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analyze and collect data. Generally speaking, it concentrates data for monitoring the evolution of the IFES, allowing in-depth study of the specificities found in the System, improving the level of information that SESu, the IFES and society have on the Brazilian Higher Education System (Brasil, 2007a).

The process of verifying information is linked to the extensive range of data collected by various bodies, and is also part of the SINAES evaluation system. This integration makes it possible to obtain results from different assessment dimensions, measuring undergraduate courses and institutional assessment, making it possible to measure the changes that have taken place since Reuni. Therefore, to gradually meet the goals, it is recommended to "make the stages of each project compatible with the schedule of SINAES evaluation cycles, with a first stage of monitoring results at the end of the current evaluation cycle" (Brasil, 2007a, p. 19).

> It is also important to point out that, given the importance attached to peer evaluation, there will be a specific monitoring dimension in each of the universities participating in the program, consisting of sending analysts "in loco", whose analysis should focus particularly on the aspects provided for in REUNI and consolidated in the university's proposal. To this end, the effective development of actions to modernize the curricular structure, together with teaching and student performance, the evolution of CAPES evaluations, the evolution of the scientific production of the teaching staff and the participation of postgraduate teachers in undergraduate activities will be taken into account throughout the implementation of the program (Brasil, 2007a, p. 20).

The evaluation of the social inclusion policies is based on the evolution of the social and economic profile of the students entering the institutions and participating in the student support and affirmative action policies, in relation to the success or failure of the dropout rates (Brasil, 2007a).

Participation in Reuni was voluntary and presented itself as an opportunity for federal universities to improve the quality and quantity of places offered. The program provided an opportunity for innovation in higher education, allowing for new student selection mechanisms, new curricular articulations, and new training paths. Universities have maintained their institutional autonomy to propose new courses, to make their curricula more flexible and to adapt them to each local reality (Brasil, 2007a).

4 Reuni at UFSC

Until 2007, before joining Reuni, the institution offered 62 face-to-face undergraduate courses in various areas of knowledge and a total of 3,920 places. In 2008, UFSC joined the Program to Support Restructuring and Expansion Plans for Federal Universities, which led to a significant increase in the number of courses and vacancies, both through the offer of new face-to-face courses and existing courses. Reuni funds also made it possible for UFSC to move into the countryside from 2009 onwards (UFSC, 2013).

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Since 2009, the new resources from REUNI have enabled the development of an important strategy for public higher education in Santa Catarina, namely the internalization of UFSC with the installation of new campuses in the cities of Araranguá (South), Curitibanos (West) and Joinville (North), where the new courses in Computer Engineering, Energy Engineering, Physiotherapy, Information, and Communication Technology (Araranguá); Rural Sciences, Agronomy, Forestry Engineering, Veterinary Medicine (Curitibanos) and Interdisciplinary Bachelor's Degree in Mobility, Naval Engineering, Railway and Subway Engineering and Infrastructure Engineering, Transport and Logistics Engineering, Mechatronics Engineering, Automotive Engineering, Aerospace Engineering (Joinville) (UFSC, 2013, p. 10). 10).

Table 6 shows the number of places and courses offered by the Federal University of Santa Catarina, through the annual entrance exam, for the years 2007 to 2023:

Table 6. UFSC entrance exam places - 2007-2023

Entrance exam	Number of Courses	Vacancies offered
2007	62	3.920
2008	65	4.095
2009	70	4.581
2010	82	6.021
2011	83	5.881
2012	84	5.991
2013	86	6.031
2014	91	6.511
2015	98	6.511
2016	101	4.576*
2017	101	4.593
2018	101	4.551
2019	101	4.555
2020	100	4.513
2021	102	4.582
2022	102	4.521
2023	100**	4.542

Source: Prepared by the authors based on data from the UFSC Vestibular Permanent Commission - Coperve Reports (2007 - 2023).
Caption: The table shows places for face-to-face teaching at UFSC.
* Since the 2016 UFSC entrance exam, places have been distributed between the Vestibular (70%) and Sisu - Unified Selection System (30%).
** In 2023, the number of courses is lower than in 2022. This is because the department is extinguishing the electrical, civil, and mechanical production courses and creating the production engineering course encompassing these three courses without reducing the number of places offered each year.

In 2007, the UFSC approved its participation in Reuni. According to UFSC's 2008 annual report, the program was considered the largest investment in education in the country (UFSC, 2009). It envisioned that joining the program would be a major step forward for the development of the institution and described its importance as such.

Reuni was announced on September 11, 2007, at a meeting of the UFSC University Council (UC). On that occasion, a schedule was set to discuss whether UFSC would join Reuni. According to UC Minutes No. 08, the president of the UC[4] gave a brief explanation of the issue and said that it would be discussed on the 15th of the following month. One of the

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[4] Minutes 08, 09 and 10 of the CUn have been made available in digitized form by the UFSC Central Archive.

council members pointed out that the issue deserved a full discussion in the UFSC and suggested that the next meeting should be attended by experts in education policy. The President asked that discussions about Reuni take place in the departments and units (UFSC/CUn, 2007).

UFSC's approval of Reuni took place on November 27, 2007, at a regular meeting of the UC. Despite the approval, as stated in UC Minute No. 10, there were many opposing positions and demonstrations (UFSC/UC., 2007a). According to Silva (2014a, p. 79), the resistance was not only to joining the program, "but also to the arbitrary and imposing way in which the procedures for joining Reuni were carried out, resulting in the student occupation of the rectory in the second half of 2007."

Despite the resistance during the approval process for UFSC to join Reuni, *the Reuni/UFSC project[5]* was sent to the MEC with the *proposal submission form[6],* which presented the "six dimensions, with different aspects, on which the university should present a diagnosis and goals to be implemented" (Silva, 2014a, p. 72).

The proposals had to comply with the guidelines of Article 2 of Decree 6.096/2007, structured in six dimensions. In each of them, it was necessary to present a diagnosis of the current situation of the institution, specify the goals to be achieved with an implementation schedule, strategies to achieve each goal, stages, and indicators. The dimensions should be combined in the Restructuring Plan for Federal Universities, according to the institutional option in each case (Brasil, 2007).

5 Evaluating the impact of Reuni at UFSC

According to the managers interviewed, one of the main outcomes of joining Reuni was the reconstitution and enlargement of the institution's technical and teaching staff.

For interviewee E2, the impact on the staff was considerable, as *"the number of teaching staff and administrative technicians grew". However, he points out that "within a certain logic, it's a demand that will always fall short. Because for me, this is one of the bad things about the university. You keep having people who don't work impregnating other people who do work, and that's fundamental to highlight"*. In addition, another important aspect cited is the turnover of staff within the institution, "*and basically why? The workforce is exuberant, people apply for jobs, many of them with higher education degrees, specializations, master's degrees, then apply for jobs in technical areas and this causes two frustrations, in terms of salary and activity"* (E2).

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[5] The full version of the Reuni/UFSC Project is available at:
https://reuni.paginas.ufsc.br/files/2012/01/Projeto.pdf
[6] The document makes no reference to those responsible for drafting it.

Interviewees E1 and E2 had the same outlook in their answers. They both believe that the impact on the technical and teaching staff has been positive and at the same time has been a major challenge for the institution, as a multi-campus university requires its representatives to meet different demands, and this requires different professionals with training and expertise in different areas. According to them, UFSC was going through a very difficult time in terms of staffing. There were too many departments, too few permanent professors and too many substitutes.

> *I also think it was a very positive picture. First of all, it was a big challenge. You're working with a multi-campus institution, so imagine having representatives and being able to serve the different campuses of the institution. Of course, the central management was here in Florianópolis, but how do you structure yourself from the point of view of people, systems, and operations to meet the demands that come from different locations? So that is an important aspect (E3).*

> *It's been a giant expansion, you only have to look at the teaching career, there are many teachers who are now close to retirement, if you count the length of service, both teachers and technical staff. Then you'll see that there's been a gap for a long time, and then there's another class that's already from Reuni. Something had to be done, there was no way we could keep up because there were many departments that had more substitute teachers than permanent ones. Since they have time to work, then you see that it was a selection process all their lives, right? So it wasn't good, we really had many things uncovered, we had little innovation. We also have to remember that at the same time as Reuni, and also after Reuni, there were large projects that were funded that were considered multi-user research. So there are laboratories, for example, in my home center, the CCB, which has achieved many multi-user research laboratories, which makes the CCB's postgraduate program stand out today, which it wouldn't be if it didn't have these big projects. So all those things went hand in hand. I think it was super positive. There should be more resources to really make it all happen, maybe (E1).*

In his comments on the institution's technical and teaching staff, interviewee E9 said that the resources invested by Reuni to increase the number of civil servants resulted in considerable gains for the university. In addition to the increase in teaching and administrative staff, vacancies were created for professionals who didn't exist at UFSC and were little known at other institutions. He also highlighted the importance of hiring professionals in the area of inclusion.

> *It was positive, yes it was positive, we can't say it wasn't positive. We managed to expand courses, we managed to increase the number of places, right? In the technical area, we were able to revitalize areas that we hadn't even thought of before. The Libras course, right? It was a huge gain for the institution. Today we talk about inclusion, and back then we didn't talk so much about inclusion, but we were already concerned about inclusion. So bringing in a Libras translator was fundamental to professionalizing the technical career (E9).*

When the answers from the interviews are compared with the information in UFSC's management reports, there has been an increase in the hiring of technical and teaching staff, but it is also clear that the expansion measures related to hiring have not been enough to meet the demands of the institution.

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> This indicator shows, therefore, that the need to hire new technical-administrative staff, in addition to permanent teachers, is still on UFSC's priority agenda, due to work overload and the intensification of activities, which has become an undesirable rule in many sectors, damaging workers' health and the quality of the educational services we provide (UFSC, 2013a, p. 513).

Regarding the impact of Reuni on infrastructure. UFSC's 2013 Management Report provides information on the activities carried out in 2012. According to the document, by 2013, the university had started major projects, most of which were long-standing demands, such as the construction of classrooms, teaching spaces, teaching and research laboratories, renovation of old buildings, expansion, and maintenance of its water, sewage, and electricity infrastructure (UFSC, 2013a).

There was also the construction of buildings in the cities where UFSC was established, other investments in small and medium-sized works on the different campuses were made, as well as investments in contracting architectural and engineering projects that culminated in more works being carried out in 2014 (UFSC, 2013a).

The 2013 Management Report presented a general opinion on the investments made using the funds from Reuni, noting that the expansion of resources still fell short of the needs generated by the new students and academic structures. Urgent demands in terms of expansion of physical space (classrooms and laboratories), as well as a significant expansion of costing demands (UFSC, 2013a).

Questions about the impact of Reuni on infrastructure were put to Group 1, Group 2 and a manager from Group 4. The interviewee from Group 1 said that various works, centers, and laboratories would not have been possible without the funds from Reuni, not to mention the construction of the campuses, which even with unfinished works was a huge step forward.

> The impact has been positive. My center there, which is biology; if you look, a large part of it is part of Reuni. And that goes for several centers. I'm talking about the CCB because it's my experience, but there's work in all of them. I know there are works that were left unfinished because they needed more years, right? You know that external and internal evaluation isn't always easy (E1).

Interviewee E2 couldn't answer, saying he hadn't taken part in the building construction process, as he was no longer in charge during the years when the work began. The respondent from Group 2 said that "in order for the university to be able to manage and administer this growth that Reuni brought, it had to reinvent itself". In addition, "we introduced e-governance and various systems", so it brought impact and practices that favored the headquarters in Florianópolis in addition to the campuses (E3).

One of the managers in Group 4, who is directly involved in infrastructure, criticized the construction process, which is due to the delay in approving the works and the bidding process. He said that this is not a problem exclusive to UFSC, but a structural issue in the country and the institutional bureaucratic procedures in the public sector.

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Without the Reuni funds for infrastructure, we'd be like the university hospital, right? With areas that could have been built, expanded, re-equipped with modern equipment and the opportunity was missed when there was a very attractive number of resources for universities to enter, right? It was Rehuf, for university hospitals[7]. So, in terms of infrastructure, the evaluation is terrible, because of the delay. But I know it's also a structural issue in terms of the country. Some requirements that are made for companies to take part in the bidding process, and after winning the bid they don't have what they said they had when they bid, so they start the work and can't finish it because they don't have the working capital for it (E10).

About the results of filling vacancies after the expansion planned by the project. To evaluate the scenario related to the occupation of places at UFSC, ten years after the completion of Reuni, the research uses as a reference the annual reports produced by Coperve on admission to UFSC through the entrance exam.

Chart 3. Courses resulting from Reuni at UFSC - situation in 2022

CAMPUS	SITUATION IN 2022
FLORIANÓPOLIS (20 courses)	1. Food Science and Technology
	2. zoo technics
	3. Degree in Biological Sciences
	4. Performing Arts
	5. Animation
	6. Product Design
	7. Languages - Degree
	8. Languages - BA
	9. Speech Therapy
	10. Archivology
	11. Field Education
	12. Oceanography
	13. Anthropology
	14. Geology
	15. Museology
	16. Southern Atlantic Forest Indigenous Intercultural Degree
	17. Meteorology
	18. Degree in Chemistry
	19. International Relations
	20. Electronic Engineering
JOINVILLE* (8 courses)	21. Aerospace Engineering
	22. Automotive Engineering
	23. railway and metro engineering
	24. Naval Engineering
	25. Mechatronics Engineering
	26. Infrastructure Engineering
	27. Transportation and Logistics Engineering
	28. Bachelor of Science and Technology
ARARANGUÁ** (4 courses)	29. Energy Engineering
	30. Computer Engineering
	31. Physiotherapy
	32. Information and Communication Technologies

[7] The National Program for the Restructuring of Federal University Hospitals (Rehuf), created in 2010, defined the guidelines and objectives for the restructuring and revitalization of federal university hospitals, integrated into the Unified Health System (SUS).

CURITIBANOS* (3 courses)**	33. Forestry Engineering
	34. Agronomy
	35. Veterinary Medicine
BLUMENAU (5 courses)	36. Control and Automation Engineering
	37. Materials Engineering
	38. Textile Engineering
	39. Degree in Mathematics
	40. Bachelor's and Master's Degree in Chemistry

Source: Prepared by the authors based on data from the UFSC Vestibular Permanent Commission - Coperve reports.
Caption: *The eight courses at the Joinville campus were the result of the dismemberment of the Mobility Engineering course;
**The existing Medicine course at the Araranguá Campus. Created in 2018, it is not included in the chart as it is not a result of Reuni actions;
***The three courses at the Curitibanos campus were the result of the dismemberment of the Rural Sciences course.

The data made available in the Coperve reports, referring to the annual entrance exams, show the demand rates for UFSC courses, including the courses created through Reuni. To visualize, interpret and evaluate these indices, a chart was drawn up on the occupancy of vacancies resulting from the entrance exams held by UFSC. For this purpose, the entrance exams for the years 2013, 2016, 2019, 2022 and 2023 were chosen as the reference for analysis. The 2023 entrance exam was not included in the period selected for analysis, but during the construction of the chart, it was deemed necessary to include it because the data related to the 2022 entrance exam is closely linked to the impacts caused by the COVID-19 pandemic.

Table 7 addresses one of the dimensions of analysis for the scenario of occupancy of places on the courses created by Reuni at UFSC. The information refers to 40 courses distributed across the five campuses. It refers to the candidates who passed the five entrance exams mentioned above. Since 2015, UFSC has distributed the selection of places in two processes, 70% of them by the entrance exam and 30% by the Unified Selection System (SiSU). The places not taken up by the two processes can be offered in public notices for remaining places.

It can be seen that there are problems related to the occupation of places, which have been accentuated in the past three years (2019, 2022, and 2023). The reduction in the number of applicants in recent entrance exams is a worrying trend that is not exclusive to "Reuni courses". In terms of the number of candidates enrolled, the entrance exams: 2013 36,503 candidates; 2016 36,704 candidates; 2019: 28,042 candidates; 2022: 18,141 candidates; and 2023: 23,445 candidates. The decline in the overall number of candidates enrolled recently is not unique to UFSC and may be linked to the expansion of public higher education in the country, as well as the increase in distance learning and the impacts related to the national economic situation.

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Table 7. Occupancy of UFSC entrance exam places - Reuni courses

CAMPUS	COURSE	2013[1] Offered	2013[1] Occupied	2016 Offered	2016 Occupied	2019 Offered	2019 Occupied	2022 Offered	2022 Occupied	2023 Offered	2023 Occupied
Florianópolis	1. Food Science and Technology	70	56	49	49	49	07	49	07	49	05
	2. Zoo technics	70	51	49	49	49	26	49	26	49	09
	3. Biological Sciences	80	80	56	56	56	34	56	34	56	24
	4. Performing Arts	30	30	21	21	21	21	21	21	21	21
	5. Animation	120[2]	120[2]	28	28	28	28	28	28	28	28
	6. Production Design			56[2]	56[2]	28	27	28	27	28	28
	7. Languages Libras - License Degree	20	10	20	08	14	08	20	19	20	11
	8. Languages Libras - Bachelor's Degree	20	05	20	06	14	06	20	06	20	07
	9. Speech therapy	80	80	42	42	28	28	28	28	28	19
	10. Archivology	60	28	42	18	42	09	42	09	42	04
	11. Field Education	-----	-----	60	60	50	22	50	50	50	19
	12. Oceanography	30	30	21	21	21	21	21	21	21	21
	13. Anthropology	25	25	18	18	18	13	18	13	18	07
	14. Geology	30	30	21	21	21	17	21	17	21	07
	15. Museology	25	18	18	18	21	15	21	15	21	04
	16. Indigenous Intercultural Degree[3]	-----	-----	---	---	45	45	45	45	---	---
	17. Meteorology	30	30	21	19	21	05	21	05	21	03
	18. Chemistry degree	40	34	28	28	28	06	28	06	28	03
	19. International Relations	80	80	56	56	56	56	56	56	56	56
	20. Electronic Engineering	60	32	42	42	42	42	42	42	42	42
Joinville	21. Aerospace Engineering	400[4]	400[4]	28	28	28	05	28	05	28	09
	22. Automotive Engineering			35	35	35	33	35	33	35	35
	23. Railway and Subway Engineering			35	35	35	35	35	35	35	35
	24. Naval Engineering			35	35	35	33	35	33	35	26
	25. Mechatronics Engineering			35	35	35	12	35	12	35	02
	26. Civil Infrastructure Engineering			42	42	42	42	42	42	42	35
	27. Transport and Logistics Engineering			28	28	28	05	28	05	28	09
	28. Bachelor of Science and Technology			35	35	35	33	35	33	35	35
Araranguá	29. Energy Engineering	80	80	56	56	42	21	42	21	42	27
	30. Computer Engineering	60	60	42	42	42	42	42	42	42	42
	31. Physiotherapy	60	60	42	42	42	42	42	42	42	39
	32. Information and Communication Technology	100	100	70	70	42	42	42	42	42	42
Curitibanos	33. Forestry Engineering	100	41	70	48	42	12	42	12	42	10
	34. Agronomy	100	47	70	70	70	17	70	17	70	11
	35. Veterinary Medicine	80	80	56	56	56	56	56	56	56	56
Blumenau	36. Control and Automation Engineering	----	----	70	70	70	28	70	28	70	19
	37. Materials Engineering	----	----	70	70	70	06	70	06	70	13
	38. Textile Engineering	----	----	70	58	70	08	70	08	70	02
	39. Degree in Mathematics	----	----	70	27	70	09	70	09	70	04
	40. Degree and Bachelor's Degree in Chemistry	----	----	70	44	70	17	70	17	70	15

Source: Prepared by the authors based on the UFSC Vestibular Permanent Commission - Coperve Reports (2013, 2016, 2019, 2022 and 2023).

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Caption: [1] The 2013 entrance exam offered 100% of the places on each course. The 2016, 2019, 2022 and 2023 entrance exams offered 70% of the places (30% of the places through SiSU);
[2] In the 2013 UFSC entrance exam, the 120 places on the Design course were not yet divided between the Design, Product Design and Animation courses. In the 2016 entrance exam, the Design places refer to the Design and Product Design courses;
[3] The Intercultural Indigenous Degree course in the South of the Atlantic Rainforest does not have an annual intake;
[4] Vacancies corresponding to the Mobility Engineering course before it was split into 8 courses.

Despite not being able to fill the total number of places offered, the 2013 and 2016 entrance exams still presented a positive scenario, with the majority of courses being fully or almost fully booked. However, the data for the 2019 Entrance Examination show an increase in the number of courses that were unable to fill the places offered, as well as a significant decrease in the occupancy rate of courses that were already showing unsatisfactory results.

With regard to the situation at each of the UFSC campuses, it is possible to identify differences in the difficulty of filling vacancies. At the campuses resulting from the internalization process, all four have courses with some difficulty in filling vacancies. Among them, the Araranguá campus is the one with the best results, with only minor difficulties in filling vacancies in the Energy Engineering course. It should be noted that the data for the Araranguá campus does not include the Medicine course, which was created in 2018 and has been the second most popular course at UFSC in the past two years.

The Joinville campus has all its courses in the field of technology, and was the result of the dismantling of the Mobility Engineering course. Despite not being among the most popular programs at UFSC, six of the eight programs in Joinville have managed to fill their vacancies. On the other hand, the Transportation and Logistics Engineering course, and especially the Railway and Underground Engineering course, have difficulties in filling the available places.

The scenario changes when analyzing the data for Curitibanos and Blumenau. In Curitibanos, two of the three courses offered have the greatest problems in filling the available places: Agronomy and Forestry. While the Veterinary Medicine program was able to fully fill its vacancies in all five entrance exams, the Agronomy and Forestry Engineering programs did not perform as well, especially in the 2022 and 2023 entrance exams.

Blumenau is the campus with the worst results when it comes to filling vacancies. The newest UFSC campus, created in 2013, has data for four of the five entrance exams mentioned. The difficulty in filling vacancies can already be seen in the 2016 data, where two of the five courses managed to fill their vacancies fully: Control and Automation Engineering and Materials Engineering. The course in Textile Engineering, despite not filling its vacancies, was close to full. In more difficult conditions, the chemistry and especially the mathematics programs were further away from filling their vacancies. The scenario of difficulty in the first years did not improve; on the contrary, in the last three admissions, no course at the Blumenau campus filled the places offered. In 2023, all courses had less than

25% of their places filled. The worst situations continued to be related to the Textile Engineering course and the Mathematics and Chemistry courses.

Regarding the main campus in Florianópolis, an analysis of the data on the occupancy of places in the courses created by Reuni shows that there are different scenarios. While some courses, such as Performing Arts, Animation, Product Design, Electrical Engineering, Speech Therapy, Oceanography, International Relations, and the Intercultural Studies of Indigenous Peoples, were able to fill their vacancies in the years analyzed, other courses in Florianópolis had greater difficulties in filling their vacancies. Some programs, such as Food Science and Technology, Field Education, Geology, Museology, Biological Sciences, Meteorology, and Zootechnics, had good results in filling vacancies in the first years, but have seen a sharp decline in demand recently. Finally, Archivology, Languages and Literature, and Chemistry had serious difficulties in filling vacancies in the years analyzed.

Managers were also asked about the problem of filling vacancies. The respondents were asked whether the filling of vacancies in the undergraduate programs had achieved the expected objectives. If not, what were the main reasons?

Interviewee E3 brings up some very interesting aspects regarding the filling of vacancies at UFSC. He believes that the constant changes in society, especially with regard to digital advances, need to be taken into account when it comes to "attracting" students to the university. Another aspect he considers important is for the institution to better publicize the courses, places, and programs it offers to students.

> It turns out that with the establishment of the new campuses came other changes and other transformations. So we're talking about the last 10 years, and the last 10 years have seen significant changes. Digital technologies, demands, social media, right? So you see that today the university offers more than 130 courses. If you want to study at the university, there are more than 130 courses. At least half of them, or almost half of them, have more places than applicants. That's absurd, isn't it? Because it shows several things. First, society is not aware of this possibility. There is a very high demand for higher education in our society; our level of education at the higher level is low, and people often don't know that they can do good courses at a quality university without paying a monthly fee and with a lot of support, including scholarship support, support for food, and support for housing if they can't afford it. It's a shame that it's happening this way. I think the university should publicize it more and try to attract more students. That's one aspect; another aspect is that the professions have changed a lot, and a characteristic of the new times is that the number of young people who understand that they may not need a college degree to succeed in life is growing. I think this is a misconception because you do not only educate yourself to be successful professionally, but you also educate yourself to broaden your culture and your education. And when education is broadened, it frees you; it gives you more conditions to think for yourself and to know the world better (E3).

Interviewee E3 also believes that the institution needs to change the way courses are structured. Making room for students' primary and secondary interests, rather than a closed proposal for training in a single area. This may be one of the reasons for the lack of vacancies.

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Regardless of whether you have a preference for one area or another, if you're at a university like the Federal University of Santa Catarina, even if you're doing a law degree, you benefit from being able to attend a lecture in biology, being able to do a subject in computer science and, undoubtedly, a person who does a law degree, but has a background in some aspects of biology or computer science or literature, right? They're better prepared. History, philosophy, the humanities occupy a space in which they, unlike more precise areas such as the natural sciences or mathematics, sometimes the subject doesn't have that propensity, right? Who wouldn't benefit from a good discipline that deals with contemporary history, ancient history or a discipline in Geography or Literature. So this is a change that the university has to make, I think, which is to allow people to have a main interest when they enter university, but also to have secondary interests (E3).

The last two questions asked of the interviewees were in relation to a personal assessment with an institutional perspective in relation to the impacts of Reuni at UFSC. For the final question, it was also necessary for the answer to be linked to their professional experience within the institution, so these two questions will be evaluated together. The questions were as follows: What is your assessment of the general impact of Reuni at UFSC? Would you like to highlight any other aspects that you consider important and relevant to better understanding Reuni?

For interviewee E3, Reuni met the demands of various aspects: innovation, academia, infrastructure, modernization of the university, expansion, and integration with Santa Catarina. Interviewee E2 also highlighted all the progress made in various areas at UFSC and other institutions. "I think it was excellent, not just for UFSC, but for the whole of Brazilian universities. The Lula government was a fantastic time for the university and for higher education in Brazil" (E2).

I think Reuni had a good impact, and I think it needed that impact. I'm sorry that UFSC wasn't able to take part in the other moments of expansion, which were a little smaller and perhaps would have been better assimilated by everyone. I know that when we work in administrative functions, we explain, explain again, explain once more, and there are people who will always say they don't know, right? [...] So in a big change, like Reuni, for example, I can see excellent things, and I think it really had to be, it was part of it because you can't believe that resources would come just because of the liabilities. There has to be something for the future, so I thoroughly understand. But it's because I've always seen myself as being very involved in this. You can find other teachers or civil servants or students who perhaps felt the need, but believed that money, vacancies, and other things could have come with resources just from liabilities. So it depends a lot on each person's conception and experience (E1).

There are several aspects that could be considered, right? The first is the possibility of expansion. If the university were to continue with a single campus in Florianópolis, it wouldn't have the slightest chance of expanding any of its activities. It would have the same activities as 30 to 40 years ago because it doesn't have the space or the physical conditions to meet any physical expansion. Secondly, because the Reuni project has achieved a certain proximity to local realities. [...] For example, in today's Industry 4.0, if you're not more or less close to the industry, you don't know what the real needs are and what adaptations you have to make. So this has had a significant effect, so to speak, on UFSC's stance towards the entire state community. But there have also been problems, as I've already said, with the

resources that have run out, some courses, some campuses are still short of professionals, and the vacancies haven't come, but that's part of the growth (E7).

In conclusion, the evaluation of Reuni was a great step forward for the country in terms of investment in education. The fact that we have big losses every year is down to the lack of management, of each institution, of each manager who takes over an institution. However flawed it was, it was better than how it was at the time, so the university only gained from this, and today we are investing a lot in postgraduate studies. Today we're fourth, fifth in Brazil in the area of research, and that's because the people in postgraduate studies are pushing the university upwards. But now when you look at the undergraduate level, if you compare the undergraduate courses with most of the neighboring private universities, perhaps ours is far below what it should be. But however flawed the program was, it was positive, it was propositional (E10).

I think Reuni scared us at first, as I said, but it was a tool that boosted the process of expanding higher education in the country. The universities had to prepare for this, right? But I think the great magic, the great qualitative leap, and I'm talking about our house. It was the process of university management, you know, a dialogical process between managers and the community so that we could make the best possible use of the resources that were coming in. I think we also lost some resources because of the short time, right? And also, everyone has their own best project. Deciding which project to invest in, what to do? How to do it? I remember that in Curitibanos, when we talked about doing veterinary medicine, UDESC was terrified. Some people questioned us about it, so I remember meetings where Professor Lúcio tried to argue that it was important, that we would add to it and expand it. So that was the vision of this expansion, this planning. But to summarize my answer for you, Reuni was positive, it brought huge gains to the institution. We wouldn't be what we are without Reuni.
Were there weaknesses in the planning process? Yes. But there was very little time. The federal government itself began to see the challenges that universities faced in managing their actions, and in the end extended the stages a little more (E9).

My participation in management in a deliberative way covered the first phase of Reuni, that is, the construction of the UFSC Adhesion Project. However, despite all the differences to be argued in relation to personnel resources, infrastructure for new demands and consolidation guidelines, I believe that all of them are subject to the essence of the will and political decision of a popular-based government to democratize access to public higher education through expansion.
In the context and reality of Brazilian society, Reuni comes almost 50 years too late, in a subjective correspondence of 500 years. Many generations of workers, men and women, responsible for the economic, political, social and cultural development of this country have not achieved the right to education, let alone higher education.
Reuni restructures the interior of universities. Its community is beginning to be made up of Brazilians of all ethnicities, all beliefs, all sexual options, all forms of cultural manifestations and ways of existing (E8).

For interviewee E11, Reuni "*was a fantastic project. Not only for our university, but for all the others that participated in this project, it was very positive, for me and for many people who graduated and who can have a different life project*". An aspect raised by this interviewee, and also by interviewee E4, was that Reuni provided permanence with the creation of student assistance. "*Professor Lúcio's administration created the Office of the Dean of Students - PRAE, which didn't exist" (E11).* These interviewees also mentioned about student housing at UFSC. Interviewee E11 recalls that the university's only housing block,

built long before Reuni, was built at the cost of a lot of struggle to get funding. The expansion of housing was not done with Reuni funds because there were no funds earmarked for such an action. *"Because there was money to build a classroom building, yes, but there was no money to build a dormitory" (E11).*

> *I think one important aspect is that it has put more pressure on the UFSC to ensure that students stay because then we give them more opportunities, which is good, right? But more students arrive with more needs, and we haven't progressed, for example, in student housing. Housing is an old problem; it's already a bottleneck here. Imagine it in the countryside. So, we've even managed, of course, with the vacancies on campuses outside Florianópolis, to increase the scholarships, but it's not enough. It's never enough, right? And that's why we lose plenty of students. We lost numerous people along the way. So, I think that Reuni had to come together with this permanence package, and I think that housing would be essential (E4).*

Finally, interviewee E4 reflected on the importance of UFSC in people's lives, saying that it is an opportunity for all of us and for what we want to achieve. *"Like me, I left the countryside of Tubarão, went to public school, and came to Florianópolis to study. Fortunately, I was able to stay here; I took advantage of scholarships and everything, but it's like that—something that changes the level of a family, changes it completely"* (E4). He adds that: "*you really include people, you distribute income, and then with Reuni, we expanded that"* (E4). This is a very important reflection on the role of the university in society. This concludes the analysis of the answers obtained from the research interviews.

Final considerations

The questions about the impact of Reuni at UFSC included requirements related to the technical and teaching plans, the infrastructure for the undergraduate courses, and the general assessment of the impact. It is possible to see a consensus among them on the positive impact that Reuni has had, both at UFSC and at the other universities in the country that have joined the program. Regarding the impact of the investments on the technical and teaching staff, the interviewees pointed to a significant result, since the number of civil servants at the institution has increased. Another interesting aspect is that the hiring of new staff has also allowed for the creation of vacancies for specialized professionals in areas that did not previously exist at the institution.

Regarding the perception of infrastructure, respondents pointed out that many projects would not have been carried out without this resource, especially the establishment of new campuses. However, many projects were left unfinished due to poor management of resources and, above all, the bureaucratic processes related to tenders and the institution's delay in approving construction projects.

Regarding the expected objectives in terms of filling vacant positions, the report of one of the managers deserves to be highlighted because, for him, the constant changes in

society, especially with regard to digital advances, need to be taken into account when it comes to "attracting" students to the university. In addition, the institution must do a better job of publicizing the courses, jobs, and programs it offers to students. Only in this way will the university be able to achieve its goals of attracting students and filling all its vacancies.

In summary, the administrators agreed that Reuni has been a great benefit to the institution. The funds, vacancies, hiring, expansion, internalization, expansion, and construction of new buildings, scholarships, renovations, equipment, investment in research, etc. These are indications given by the interviewees to define what Reuni was for UFSC and for other higher education institutions in the country. All 11 interviewees emphasized that UFSC made a good deal by joining Reuni.

Finally, despite the benefits mentioned, the Reuni program, it is not without its critics. One of the main dissatisfactions related to the program, mentioned by several interviewees, relates to the short time the institutions had to evaluate the program's guidelines and build institutional projects. In the case of UFSC, the short time led to the creation of proposals that had to be revised during the implementation process, for example, the changes between the courses planned and those actually implemented. In the same vein, another recurring criticism of the program concerns the need for more time to better define the use of the funds provided by the program.

The internalization of federal universities, through new institutions or even the adoption of multi-campus structures, has emerged as one of the main strategies for bringing free higher education to regions more distant from the major centers. However, almost two decades after the start of this process, the increase in the supply of places has not reached the expected level of occupancy, contrary to expectations. The data presented show that the scenario, ten years after the implementation of the Reuni/UFSC program, is unfavorable in terms of filling the vacancies offered. In addition, problems related to the management of resources have affected the physical structures of the new campuses, especially Blumenau and Joinville, which still don't have their headquarters and are housed in rented buildings.

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