

REVIEW ARTICLE

Reflections on transformations Public Management under the Brazilian University Extension

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Abstract

The expansion of Brazilian universities resulting in the need to establish administrative systems that assist in achieving higher levels of quality in teaching, research and extension, because of the high degree of complexity of these institutions. Thus, this study aims to discuss the need for professional management of public universities, specifically in the context of the extension, as well as exposing the successes already achieved this "tip" of the tripod. This is a theoretical essay, characterized by a logical- reflexive exposition focusing on argumentation and personal interpretation, and the theoretical framework consists of books, articles, government documents and laws. There was an evolution of university public management within the extension, particularly after the creation of FORPROEX in 1987, which conceived in 1999, with the MEC, The National Plan for University Extension. This plan sets guidelines and policies for the University Extension. Among the challenges to be overcome in this process, there is a need to institutionalize these policies and training of qualified professionals in university public administration.

Keyword: *Brazilian university extension, Challenges , Evolution, Public management.*

Introduction

The social and economic development of the countries embraced by the educational expansion quality. It is not just knowledge generation through research and development, but with the application of this order to encourage economic growth and reducing social inequalities.

In this scenario the Brazilian universities are unique and strategic for the country's growth actors, since they are the main centers of generation and dissemination of knowledge. Thus, the discussion about the spread of universities and their role with the company are in vogue, and reflect the lack of development of society.

In the last decade, the emergence of new Brazilian universities has skyrocketed. As the upper Census 2009, published by INEP, public institutions grew from 176 to 245 private and 1004 to 2069, which means an approximate increase of respectively 39.20 % and 106.08 %. As can be seen from the data, the private higher education institutions grew over the last decade than public institutions. However, in the last year reported by INEP, from 2008 to 2009, this picture began to change, as public institutions grew 3.8 % and 2.6% and private [1]. Brazil currently has 68 federal public universities.

With the emergence of these institutions also increased vacancies for students as well as the need for qualified teachers and administrative staff. Coupled with this expansion comes the urgent need for public management quality , since the resources used especially in public institutions are from the contribution of each citizen , which is passed on to the Union

Souza [2] adds that universities are numerous and expensive, resources are always short of needs for these keep their commitments. This reinforces the concern for effective public management, since resources are scarce.

The accelerated expansion of the universities resulted in increased interest in creating management systems that help in achieving better levels of quality with regard to teaching, research and extension, considering the high degree of complexity of these institutions [3]. For Keller [4] and Meyer Jr. [5], institutions of higher education need each own organizational and administrative theory. Emphasize that the specific field of the University Administration is developing, albeit gradual manner.

Faced with this situation arises the need of establishing correlated to higher education institutions policies in order to fill this gap. One of the measures is the improvement of university governance, through mechanisms of management, planning, organizing, directing and controlling.

Buarque [6] complements the state that one of the problems encountered in the management of universities is the difficulty of defining the problems that the training and research must serve. Thus, as Santor [7] Universities have become increasingly targeted research in the last decade, especially in regard to the university extension and form of knowledge production.

Addressing the theme university public management refers to the tripod in teaching, research, and extension and reflection of the need for professional management in public universities. Thus, this study aims to discuss the need for professional management of universities, specifically in the context of the extension, as well as exposing the successes already achieved this "tip" of the tripod.

Professional Management in Universities

The application of the basic principles of management in any organization is present and they are vital to its success. This perception becomes daily more accepted, since an increasing number of organizations who seek professional management, especially within public institutions. Organizations need to use are staffed by people, which use a set of resources with a view to achieving organizational goals. To Etzione [3] "the organizations are deliberately built social units to pursue specific objectives." Given this statement, it is perceived that the organization has reason to exist only if it has a defined goal, and to achieve the same using the administration is required.

Organizations exist, they have a job to do, which is to meet the needs of society and its members [8]. For Katz and Kahn [9] organization is a social device that meets a predetermined goal, through the group. Given the functions of the organization, it is essential to figure the manager who will lead the management of the same.

To Maximian [10] management is a process of making decisions about goals and use of resources, and perform actions comprising: planning, organization, leadership, execution and control. As Certo [11] administration conquers the objectives proposed making use of working with

and through people and other company resources (monetary raw materials and capital goods).

Although different concepts of professional management are known, one can notice the similar focus of the same: based on established goals, organize and coordinate themselves (human and material) resources to achieve what it was planned. The work done by this group of people is consequently enhanced based on continuous improvement, enabled by the control exercised. At the end, all organizations aim to achieve the core objectives of its existence.

The use of scientific knowledge, processes, tools and administrative functions allows professional management and optimization of the management of organizations, and consequently results in achieving the proposed objectives of the same.

The need for effective management with qualified professionals to function is not restricted to private organizations. Public institutions, especially universities, lack of effective public management.

This need becomes latent, in that the opening of these types of organizations, universities, grows in geometric progression, and professionals with qualifications in university management still "walk" towards professionalization.

The concern becomes greater as the public universities, since the maintainers of this type of organization resources are from the citizen, which expected return on your investment in the country.

As Finger [12] several measures have been developed to prepare personnel in the area of university management, due to the growing need for professionalization of these institutions.

Universities are complex organizations and their characteristics differ from other organizations because they have diffuse and ambiguous goals; presence of different groups, "special" customers; fragmented technology, professionalism and environmental vulnerability [13]. Given the peculiarities of the university is essential to understand that the management of these is as complex as its nature, and therefore lacks skilled and educated professionals.

Secretan [14] adds stating that in many organizations, as well as the university continues pyramid structure, which is archaic and it needs modifications, such as leaner and decentralized

structures. For the author there is a need to search for models of flexible management, from changes in organizational culture.

Lanzilotti [12] complements the claim that these specialized organizations, universities, are composed of a significant number of experts (teachers - who are endowed with autonomy over their own activities) compared to non-specialists, and the existing relationship between authority them.

The author further states that this type of institution is characterized by emphasis on the pursuit of their goals, however, these are set so vague and intangible. This difficulty in establishing goals creates problems in defining operational goals and, therefore, a low capacity to return to the demands of the external environment. Thus, author suggests an effective management in order to find alternatives to universities should adapt to the market.

Santor [7] confirms the need for an effective management by stating categorically that public universities have a significant administrative inflexibility, influence of research and extension in academic activities, and especially the interference of partisan political disputes.

Although universities showed differences in their characterization in relation to other organizations, there is a perceived similarity, which is aimed at satisfying the users in the case of the University, students, teachers, employees, society in general. Thus, the institution must provide educational services, research and extension quality [15].

The debate about the need for quality and competence in university management is very appropriate, because as Junior Meyer [16] are increasingly seeking greater efficiency in resource use, competitiveness and quality of services

In order to subsidize the debate on the need for effective management of public universities, especially with regard to the extension, it is important an explanation about the role of society against the University.

University and Society

The Universities has a critical role in society, in that they provide quality higher education and foster development of the country, organizations and individuals [17]. According to the National Education Plan [18]:

No country can aspire to be developed independently and without a strong system of higher education. In a world where knowledge outweighs the material resources and human development factor, the importance of higher education and its institutions is increasing. To enable them to perform their educational, institutional and social mission, public support is crucial.

Having a basic and higher quality education is a right of every citizen, and a goal sought by Brazilian society. To do so, we must go beyond guaranteeing conditions of access and retention of children, youth and adults, it is necessary to construct a political-pedagogical project of basic and higher quality education that meets the social and cultural needs of the population [19]. For the author the success of this project goes through the formation of an individual capable of exercising citizenship, so that dominate knowledge and attitudes, and it is part of a political system where they can develop personally and socially.

The universities face a new reality today, democratization and dissemination of knowledge to all layers of society and therefore lack a quality management, encompassing teaching, research and extension.

Against this background, universities become unique role in society, as supply from its basic and vital needs, to developing technologies, enabling improved quality of life of the population [20]. The great challenge for universities currently refers to the provision of quality teaching, research and extension, and, moreover, align new and multifaceted demands, considering the new paradigms and their requirements [21].

Almeida [22] adds that compared to a process of continuous transformations, institutions assume new social roles may not be unrelated to what is happening, because ignoring these functions remain outdated and may result in institutional entropy and death. This assumption is valid, particularly university social institutions, so it is critical that universities are well managed and anticipate these changes.

Moreover, Chauí [23] adds "the university should provide publicly account for its research activities to society and the State." So it is so important an effective university management.

The concern with the management of universities and discussion on the topic is in vogue and it has

become evident the question about the optimal management model for this type of institution, especially the public. This debate is healthy, because as Mezomo [24] "a mediocre educational system in their politics, in their structure and their results affect the entire nation and fundamentally undermines the quality of life of the citizens themselves."

Methods

The present study deals with a theoretical essay, as Brito [25], characterized by a logical-reflexive exposition focusing on argumentation and personal interpretation, and consists of a broad literature review in order to discuss the need for professional management universities, specifically in the context of the extension, as well as exposing the successes already achieved this "tip" of the tripod.

The theoretical framework was composed of books, articles, government documents, and laws. This framework was analyzed according to Scientific Reading Method, proposed by Cervo and Bervian [26], following these steps: reading recognition, selective, critical-reflexive, and finally, interpretative reading.

The University Management under the Extension

Universities are loaded particularities because they are considered non-profit organizations, and deprived of participation of employees to happen the administration and planning of fact as exposes Lang [27]. The success of universities goes beyond compliance of activities of professors and researchers, and depends on effective academic administration and administrative type activities [28, 29].

In the discussion of university management and his role with the society we often find the approach of related specifically to the teaching and research aspects, getting to that debate the role of university extension.

The Constitution itself, in article 207, states that universities enjoy educational-scientific, administrative autonomy and financial and asset management, and obey the principle of indivisibility of teaching, research and extension. So it becomes as important as teaching and research, the discussion of university extension.

To start this exhibition about the extent of a university management is salutary have different conceptions of university extension and its role in society.

University Extension is defined as "educational, cultural and scientific process that articulates Education and Research inseparably and enables the transforming relationship between University and Society" [30]

The extension allows the service to other organizations, and in return the university receives the feedback of research and teaching.

Notions of research, teaching and extension currently accepted college agents can lead to a disconnected activism of institutional goals. The author points out that the extension does not compete with teaching and research, but rather broadens the knowledge provided by these and offer the same to society.

Goulart [31] points out that the extension is important in the teaching process, because it is a learning mechanism, and not a mere provision of services performed by the students. So, it is inextricably linked to education and research, and also results in production of knowledge.

To Saviani [32] extension means the articulation of the university to society, so that what it produces in terms of new knowledge and what it diffuses through teaching were restricted not only to students of the university.

Buarque [6] adds that extinguish the University Extension means loss of creativity and contact with the community, because the university shall be limited to your workouts. Thus, according to the author, the relationship between the university and the world goes through the extension.

The extension corresponds to ensuring the provision of quality education in the long term, since the existing exchange between University and Society promotes the maturation of this continuous and ongoing process [33].

Saviani [32], Buarque [6], Goulart [31] and Sobrinho [33] corroborate the inseparability of teaching, research and extension, as provided in the constitution, and highlight the contribution and importance of extension in production knowledge, resulting in benefit to the University and Society.

For Santos and Filho [34] extension involves an area of service delivery, and serves different audiences, such as popular social groups and their organizations, social movements, local or regional communities, local governments, the public sector,

the private sector, as well as the society in general.

As Corbucci [35] the provision of services, the marketing of goods and cooperation projects, usually linked to extension projects are alternatives to universities to raise funds to supplement the budget of the Treasury, and promote development.

Rocha [36] emphasizes that is not part of the function of the university to provide services to the community, even if associated with teaching and research, which he classifies as basic functions. What it is for the university, according to the author, is offering its activities in the form of courses and special services. This positioning of the author based on the fact of believing that provide services to welfare mean, paternalistic, and even overlay governmental activity.

Saviani [32] mentions that the problem of extension occurs when the University fails to provide the Company an enhancement of the cultural level, and directs their research projects and extension institutions that provide recognition and prestigious national and internationally, even at the expense of society.

Unlike Rocha [36], the concern exposed by Santos and Filho [34] regarding the extension activity, it is not geared to providing services to the community, generating welfare, but rather the provision of profitable activities, in order to raise funds. They believe that offering lucrative extension with goals mean the privatization of public universities.

Santos and [34] complements Saviani [32], when they argue that to avoid the problem of distortion of the target audience of the extension, the prime objective should be focused on solving problems of social exclusion and recurring discrimination in society, providing opportunities for the participation of this excluded minority.

It appears, therefore, that the approaches around the university extension are extensive and diverse, however, share - the idea that by extending the University provides the Company the dissemination of knowledge , and this relationship is high for both sides, as have the Company as a participant in the process, makes the University is constantly changing and improving . It is noteworthy, however, that the difficulties correlated to the modus operandi of the extension are still in force, since the

conceptions of the role of the university are a constant discussion.

Stand out as major challenges to be overcome in the reflection of the extension of the scope of university management, the perceptions that extension means welfare, paternalism , or indoctrination , and that there are narrow and austere limits of performance with respect to the cooperation of universities and companies and foundations , even if it results in gain for society.

Based on these, the question is, why do wait for a government action to solve relationship issues correlated to the University and society , especially in the context of public management extension, when the same shall have didactic - scientific , administrative autonomy and financial management and equity?

This passivity performance of universities in relation to public administration, particularly in the context of the extension, it is changing. To Matos [37] in the last two decades universities work to promote projects and outreach programs in the community, in order to go beyond offering, and instigate civil society participation in planning and evaluation of extension activities.

It appears that is the fact that the extension should be offered to the society so that the relationship between University and Society is the constant improvement of both parties without the expense of one over the other.

This discussion and concern about one of the tips of tripod university management, extension occurred more significantly after creation forum Deans Extension of Brazilian Public Universities (FORPROEX), and later with the development of the National Plan University Extension, prepared by them. The plan allowed for a more thorough and consistent articulation on the issue of university extension in Brazil.

Nogueira [38] corroborates the claim that the creation of FORPROEX was an important milestone, since the conception of extension was reviewed because it then discussed the social function of the university, there was a deeper dialogue on the institutionalization of Extension and its financing and, finally, it was strengthened political dialogue with the Ministry of Education - MEC. After creating the FORPROEX, the initiatives resulted in a National Extension and University Extension Policy, by the State.

Before discussing specifically the National Plan of University Extension, it is presented below a

The National Plan of university extension constitutes a more elaborate planning of the university extension courses in Brazil. The same was created by the Forum of Deans Extension of Brazilian Public Universities and the Department of Higher Education, Ministry of Education and Sport.

It's possible to check in the plan a historic about university extension design, concepts, objectives, goals, actions, thematic, so that from these universities prepare their own plans for University Extension.

According to the National Plan for the extension, the extension actions are classified as: program, project, course, event and service. And each of these is then assessed according to the five dimensions of evaluation proposed by the Plan: Policy management dimension; Infrastructure; University-Society Relations; academic plan, academic production.

In addition to the proposed National Assessment own extension plan, there is the National System of Higher Education Assessment (SINAES), specifically in dimension 7, the requirements of the extension activities and social interventions - linking with society

The educational value of the extension, its integration with teaching and research, extension policies and their relationship to the mission of the university, knowledge transfer, social importance of university actions, technical and cultural impacts of scientific activities to regional and national development, relations with the public sector, private sector and the labor market participation of students, business incubator initiatives, fundraising capacity, relevance and equity, actions aimed at development of democracy, promotion of citizenship, care programs the social sectors, etc. [41]

The progress of public management within the extension is visible, because there was an evolution in terms of planning and organization, as through FORPROEX MEC and elaborated a National Plan of University Extension, as well as national policies of university extension. These documents serve as the basis for universities to have a parameter in the extension management. Moreover, it appears that there is an organized group responsible for the direction of extension in the National level, the members of FORPROEX-

table which shows moments of university extension in Brazil [39].

Deans Extension of Brazilian Public Universities, the Deans of Extension and holders of congenerous agencies of Brazilians Higher Education Institutions Public. Regarding the control mechanisms reviewed by FORPROEX itself and also by the National Evaluation System of Higher Education (SINAES) were created.

It is now an institutional effort by each public university to establish a professional public management within the extension, as well as provides the University Extension Plan itself:

For the institutionalization of University Extension is essential that a policy extension - including concept, guidelines, objectives or functions - is defined in institutional for a higher resolution of IPES (University Council, Board of Education and Research, or equivalent) and normalized in legal instruments (laws, General Rules, Institutional Development Plan, Resolutions, Ordinances, Notices, etc.). Among the aspects to be standardized approval process of extension actions, the scholarship programs for students, ways of financing the University Extension, forms of student participation in extension actions, curriculum student achievement can be included by participation in projects, the valuation of the participation of teachers in the extension actions, the forms of participation of the foreign community in the decision process of the extension, forms of participation of teachers in the server extension actions, forms of participation of technical and administrative staff in extension actions, among others [40]

Before starting this management reform of universities in the extension are some necessary precautions. As Bastos [37, to achieve quality in the management of universities is necessary to be consistent with the definitions of objectives, from each institution environment. It is vital to support on continuous assessments conducted, and make the process of improving the management is participatory and systematic.

The university management in Brazil is still traditionalist, bureaucratic, government, and therefore change management practices in Brazilian universities implies resolve questions regarding product characteristics, organizational quality, the role of principals, teachers, students, employees [12].

As Laniado and Sampaio ([42] are commonly mentioned in the principles of efficiency and effectiveness issues related to university management. To change this situation, Santos [43] states that universities need to break with the current model of situational, functional and organizational rigidities that give imperviousness to external pressures. In this model the innovative and creative potential is reduced because of outdated practices, the difficulty in adapting to a complex economic context, and the problems of corporatism and an exaggerated individualism [44].

Tachizawa and Andrade [15] propose a model of university governance based on the principles of quality and systemic approach. Also, mention how essential the adoption of a systemic, global, comprehensive and holistic view.

Mezomo [24] adds that it is a sine qua non for universities to rediscover their identities and missions, redesign their processes and periodically evaluate their results. Thus universities are heading for excellence.

As noted above, Drucker [45] points out that the face of problems that seem to have no solution, and that stagnate, it is perceived more strongly the need for professional management. The public management of university extension through a time that points to this need, since it has remained stagnant for a long time and after the National University Extension Plan started this refurbishment.

Trigueiro [44] emphasizes that it is the time to go beyond documents or statement of principles. We must act and decide to implement changes in university public administration. To do so, the decisions cannot be based on intuition and must be supported in planning, evaluation and articulated with a better quality of management information. The moment we awaken to change.

Conclusion

Although the Brazilian public universities are complex, traditionalists, bureaucratic and governmental organizations, they undergo a process of transformation in order to adapt to the demands imposed by the new knowledge society. Thus, it becomes essential to the improvement in academic public management.

Besides the demand for new knowledge, the lack of a professional administrative management in universities is latent because the university is accountable to society and the state.

The management of the Brazilian public universities tripod moves through teaching, research and extension, because they are inseparable before the Constitution. Specifically the extent, purpose of this study, it can be seen an evolution in relation to the management of the same in public universities.

Among the earliest evidence of planning and organization of extension management, there is the creation of the Statute of the Brazilian / Decree Law University at 19.851 in 1931. Since then a number of measures have been taken to the Creation of Pro-Chancellors of the Universities Extension (FORPROEX) Forum in 1987. In 1999 the MEC FORPROEX prepared the National Plan of Extension, which sets guidelines for University Extension and national extension policy.

These policies are directed by extension FORPROEX nationwide. The control is by means of assessments proposed by FORPROEX and the SINAES.

It is emphasized that the plan itself provides the need for institutionalization of those policies by each public university in order to be effective professional management of public universities within the extension.

For the proposed extension of the Plan are implemented in each of the universities, it is essential to institutionalization and mobilization of all participants in the process.

In order to institutionalize policies and extension at universities, some obstacles need to be overcome, such as the perceptions that extension means welfare, paternalism, and superimpose very severe limits of performance of the University in cooperation with companies and foundations. Moreover, the greatest challenge is to compose teams with qualified professionals in the field of university management forward in this transformation and improvement process, which balances the relationship between university and society, so that both are benefited. Finally, it should be noted that the management of the extension of the Public Universities is an opportunity to revolutionize idea, enhance the learning process, disseminate in the community that produced knowledge, provide to the Company an enhancement of the cultural level, and feed back the teaching process and research. Therefore, the topic University Extension is quite debated in solid construction, and deserves

constant depth , depending on the relevance of the topic to society.

Table 1: Moments of University Extension

EXTENSÃO UNIVERSITÁRIA		
Ano	Lei	Acontecimentos
1931	Status of Brazilian University / Decree –Law nº 19.851	First official records of university extension, centered mode of transmission of knowledge and assistance.
1961	Law of Guidelines and Bases of National Education nº 4.024	First official records of university extension, centered mode of transmission of knowledge and assistance
1968	University Reform, Law nº 5.540	Became mandatory extension in all higher education institutions and universities, such as courses and extended special services to the community.
1987	Meeting at UNB	Establishment of the Forum of Deans of Extension of Public Universities (FORPROEX) ¹
1988	Constitution	Approved in the Constitution the principle of inseparability teaching - research - extension.
1988	National Extension Plan	Explains the praxis in the principles of indivisibility and transformative action with social interaction and interdisciplinarity
1996	Law nº. 9.394, Guidelines and Bases of National Education	Reaffirms and details, among the goals of the university, the University Extension
1999	National Extension Plan	Publication of the National Extension Plan, which sets guidelines for University Extension and national extension policy

Source: Compiled by author. Brazil, [40].

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¹ “Entity aimed at articulation and definition of academic extension policies, committed to social transformation for the full exercise of citizenship and the strengthening of democracy, one facing the joint entity and defining academic policies extension” (FORPROEX, 2010).” (FORPROEX, 2010).

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