

Higher Education In Brazil: Contextualizing The Business Administration Teaching And Higher Education Institutions

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Abstract: This paper analyzes part of the higher education system in Brazil so as to identify the students assessment process, also known as ENADE, as well as contextualize the Higher Education Institutions (HEI) assessment by especially focusing on Business Administration College Courses. It also demonstrates the position of the government agencies linked to the system responsible for the authorization, regulation, supervision and assessment of HEIs. Its main goal is to collect data in order to propose a further scientific research culminating in a curriculum model for Business Administration course programs based on innovation and trends that favor a better position for undergraduate students so as to meet the demands of a constantly changing job market. Data were therefore collected by the INEP, which enabled robust conclusions that will subsidize an empirical study followed by a further scientific research to be focused on the matters of education and curricular programs.

Keywords: Higher Education. Institutional Assessment. Business Administration Courses. Curricular Programs.

Resumo: Este artigo analisa parte do sistema de educação superior no Brasil, identifica o processo de avaliação dos estudantes, o ENADE, contextualiza a avaliação das Instituições de Ensino Superior-IES e se concentra, especialmente, nos cursos de Administração. Demonstra, ainda, a posição dos órgãos do governo vinculados ao sistema responsáveis pela autorização, regulação, supervisão e avaliação dos cursos superiores. Nesse sentido, foram coletados dados junto ao INEP, o que permitiu extrair conclusões que subsidiarão estudo empírico, e, em continuidade, futura pesquisa científica, concentrando-se na linha de pesquisa em Educação e Currículo. O objetivo principal do estudo foi levantar dados para propor uma pesquisa científica que culmine em um modelo de currículo para os cursos de Administração, voltado para a inovação e as tendências que favoreçam melhor posição para os egressos da área de Administração, visando, ainda, atender às demandas do mercado de trabalho em constante transformação.

Palavras-chave: Ensino Superior. Avaliação Institucional. Curso de Administração. Currículo.

Resumen: Este artículo analiza parte del sistema de educación superior en Brasil, identifica el proceso de evaluación de los estudiantes, el ENADE, y establece la evaluación de las Instituciones de Educación Superior - IES; centrándose, especialmente, en los cursos de Administración. También demuestra la posición de los organismos gubernamentales relacionados con el sistema responsable de la autorización, regulación, supervisión y evaluación de la educación superior. En este sentido, los datos fueron recogidos por el INEP, lo que permitió sacar conclusiones para subvencionar estudio empírico y, a seguir, la futura investigación científica, centrándose en la línea de investigación en Educación y Currículo. El objetivo principal del estudio fue recolectar datos para proponer una investigación científica que culminase en un modelo de currículum para los cursos de Administración orientados a la innovación y las tendencias que favorezcan una mejor posición para los egresos en el área de Administración, con el fin de cumplir mejordemandas del mercado de trabajo en constante transformación.

Palabras clave: Educación Superior. Evaluación Institucional. Curso de Administración. Currículum.

I. Introduction

Brazil's education has been marked by a vertex of tensions and changes including the advances arising from decisions made both by its civil and political societies which corroborate the continuous process of revision and contradiction of the country's teaching and education.

Above all, Brazilian education has been characterized as one of the country's most complex and risky issues. Scientific papers on education have been written, researches have been conducted, phenomena have been investigated and the country's education laws have been studied on a daily basis. It could not be otherwise once education is the starting point for the formation of citizens and their responsibilities.

Government, society and families are committed to education from early child education to higher education, which means that social and emotional learning complements the academic experience: their sum

equals integral education (GOLEMAN, 2015). Goleman points out that the basis of empathy is to understand people's feelings and people's perspective about the world through social skills, cooperation and teamwork.

New knowledge and advances are built by this triple alliance so as to articulate an education requiring a better teaching quality through social skills and institutions' cooperation, as well as the work of their teams, which are based on compliance with state laws.

As an example there is the recent adoption of the National Education Plan (NEP, 2014/2024) in accordance with the Brazilian law 13,005 enacted on June 25th, 2014 involving more than 5,000 cities as well as 26 states and the Federal District. According to the plan, each institution in partnership with its municipality is committed to educational projects.

Each municipality has an education plan with a strategic focus on the three systems (federal, state and local) and adopts educational policies and guidelines by following the National Plan's principles. Here is the complexity and amplitude of education in Brazil.

One can notice several tasks being carried out from management to education just by contextualizing the education issue. Considering management, there's its inevitable interaction with the Ministry of Education (MEC). As for higher education, there's a flow of activities making up the structure of the HEIs, which must be aligned with the requirements set on Brazilian law.

Education has therefore been mistaken for management. The law itself leads us to that interpretation. Higher Education Institutions (HEIs) are today much more focused on quality management rather than on quality education.

Among the complex activities involved in education from the public bodies to the private sector there is first the teacher career path, once the national floor level minimum wage for basic education – set as a goal by NEP's article 18 and defined by the government and trade unions – seeks for advances regarding the base date, although only three Brazilian states fully comply the law: Federal District, Piauí and Sergipe. Then, in the private sector, there is the institutional assessment of both public and private HEIs.

This institutional assessment process carried out in the HEIs is also an aggravating factor when the management and education issue is at stake. Analyzing physical and pedagogical infrastructures as well as teacher career management reflects on the teaching quality management only, not on education itself. To prove it, it is well known that financial and material resources are needed in both public and private sectors.

The continuous assessment process of HEIs carried out by the Brazilian government, which requires time to prepare an optimized management of quality and therefore undermines the time available for considering the factors related to education itself, is something that takes up all the academic sector, from the HEI's director to the students of the course under analysis, that spends hours on ENADE's assessment.

According to law 10,861 (2004), the institutional assessment system for all courses programs and HEIs is defined in three dimensions that characterize the "on-the-spot" assessment process.

Furthermore, by taking into consideration my professional experience, it is possible to notice that HEIs management requires a very high investment for improving physical spaces but it can take years to obtain a financial return. Physical spaces are often created to offer up resources that are slightly used, in compliance with the accessibility law that demands spaces to cater to a clientele that, in many cases, does not even exist.

HEIs, government and society get together through individual actions for the common goal of quality education by seeking a new thinking: to build indexes in which results may reflect knowledge from different concepts. Such scenario leads to the question: What is the situation of the business administration course programs and their undergraduate students considering that the country's highest percentage of unemployment is among young adults from 18 and 24 years old?

Therefore the main idea of this paper is to investigate the higher education in Brazil, contextualizing the business administration teaching and higher education institutions; to study the curriculum guidelines of these programs; and, finally, to propose a transformer model able to meet the job market demands.

Education

The verb "to educate" comes from the Latin *educare*, which has the basic meaning of "to create", "to feed" not only children but also animals. From this idea it develops the abstract, spiritual and intellectual main sense of "to form", "to instruct". Educating also holds the sense of "to produce" especially along with the word "ground" as in the Latin expression *quod terra educat*, "what the ground produces". That is mere transmission of knowledge; yet its main sense refers to the transmission of ethical values necessary for human beings to live together and for society to develop as a whole (CASTELLO, 2007, p. 35, my own translation).

Education and Education Management are the two parameters that guide the HEIs in the context of Brazilian education.

The Brazilian law 9,394 of guidelines and bases of national education (LDB) classifies the education into two axes: basic education and higher education. Basic education embraces kindergarten, elementary school

and high school. This study has focused on the higher education axis only, in particular, on the Business Administration curricular programs and competences.

1.1 Curricular Programs And Skills Development

Skills development is a basic requirement for each level of higher education course programs. According to current legislation, they are placed on the following levels: bachelor degree, teaching degree and technical course.

Goleman (2015) points out that leadership and cooperation skills are seen among the best team members, good organizational citizens and effective leaders of the professional field. He also states that these adult skills are rooted on what we learn as children. Leadership and cooperation are requirements demanded by the job market at any educational level. These skills are rooted not only on what is learned but also on the development of professional skills, especially for Business Administration courses.

According to their educational projects and teaching programs HEIs are responsible for higher education as well as professional skills development since that “educating for the job market supports an ethical and prosperous society” (SACRISTÁN, 2008, p. 15, my own translation). Educational programs like these have a curricular base oriented according to the curriculum guidelines set by MEC. Nevertheless, HEIs are allowed to adopt a minimum course program in accordance with each region’s specificity as long as it meets the job market demands. In this sense, Sacristán states that “*a curricular program is a praxis rather than a static object emanating from a coherent model of thinking about education or about the necessary learning for both children and young people, which is not limited to the explicit part of the cultural socialization project of schools*” (2008, p. 15, my own translation).

HEIs and government are integrated into society with different purposes: the quality of teaching and the quality of education in Brazil, respectively. The education of our time is featured by knowledges and moves away from standards opposing to the processes of social exclusion and global unsustainability. High unemployment rates among young students are another variable to be considered.

According to the Brazilian Institute of Geography and Statistics (IBGE), on January, 2016 the unemployment rate between 18 and 24 years old was 18.9%. Therefore higher than the previous year, which it was 12.9%. Students are getting into higher education exactly when they are between 18 and 22 years old. In normal circumstances, this would be the closing period of the course. It is also known that this is the period when the young student is preparing for the job market.

The National Institute of Educational Study and Research Anísio Teixeira (INEP) has announced that the age group between 22 and 24 years old is the one with the highest number of unemployed students of Business Administration courses. These students face a serious problem to get into the job market, although the National Education Plan (2014-2024) has developed a strategic action to include 33% of 18-24 year olds in higher education by the year 2024. Currently, this number does not reach 15%.

Such data lead us to thought-provoking questions: Do Business Administration course programs meet the requirements demanded by the job market? What are the expectations of its students regarding their professional career?

There are more and more reasons to wonder whether the institutions are most concerned about meeting the management of their own tasks and achieving numbers to meet the institutional assessment process. How about the development and education processes? Have they been prioritized? How have educational priorities been introduced? From the perception of institutional leaders, would the government be allied to the cause of education? Or would it be indifferent? What do HEIs leaders think about the assessment practices? Have institutions been fulfilling their role as educators and managers?

All these questions are reflected both on the practices and quality of doing and knowing how to be in the everyday education life.

It is important to realize that HEIs have a fundamental role in the local, regional and national development as the government by itself is not able to meet all requirements for citizen development. In this sense, higher education is generative so that it can either lead human beings to see both themselves and the world in the projection of horizons embracing their lives or lead them to alienation. On the other hand, the advance of science and technology along with the university’s sociopolitical ideologies may bring ambiguity or uncertainties, provoking the change of values in the academic process, which results are greatly reflected on the way human beings think and act as a society (SCHIRMER, 1996, p. 6, my own translation).

In order to fulfill its role the Brazilian government has developed a complex structure for the education field so that educational institutions must observe what the state has determined “through law, control,

surveillance, regulation, inspection and assessment on the part of the Ministry of Education-MEC/INEP and its subordinate/regulators agencies” (MORAES, 2015, my own translation).¹

With the LDB the government has prioritized the institutional assessment, which according to Castro (2012, p. 06) led to high costs. Federal spending on education have increased from R\$21.2 to R\$45.5 billion between 2000 and 2010. The institutional assessment process is therefore a highly costly management process even though it is intended for education.

It is not hard to see that financial, material and human resources are needed and scarce, which has implications for teaching quality.

Teaching and educational quality has a lot to do with the type of culture developing around it, which obviously earns educational significance through the practices and codes that translate it into learning processes for students (SACRISTÁN, 2000, p.9, my own translation).

The state has well demonstrated its difficulty to fully meet the demands for education and teaching as far as higher education is concerned, reason why it delegates to private initiative.

According to INEP (2014), every 4 undergraduate students 3 are enrolled in private institutions. That seems to be one reason why the state keeps a wide control and inspection law to achieve quality indexes for teaching and education.

II. Higher Education In Brazil

The Law of Guidelines and Bases of National Education was enacted on December 20th, 1996 to define the rules for education in Brazil. Its first article states: “Education covers formative processes developing in family life, human society, at work, educational and research institutions, social movements and civil society organizations, and cultural manifestations” (my own translation). Its chapter IV, article 43, paragraphs I and II point out that:

Higher education aims to stimulate the cultural creation as well as the development of scientific spirit and reflective thinking; to form graduates in different fields of knowledge qualified to be inserted into professional sectors and to participate in the development of Brazilian society, as well as to collaborate in their ongoing training (my own translation).

Higher education in Brazil is characterized by presenting a student profile based on guidelines established by an extensive law created by the government agencies and union bodies, which goes from the federal level to state and municipal levels.

Course programs are responsible for forming citizens. For the HEIs – Universities, Colleges, University Centers, Federal Institutes – its courses, teachers and students, such profile is in accordance with the structure proposed by the Ministry of Education and its decision-makers that keep up with everything from the student’s admission to his/her academic life; from the operating authorization of the HEI to its closure (if it happens); and from the quality of courses and career to the quality of teaching activities. It is all well-structured according to MEC’s structure and assessment bodies.

2.1 The structure of MEC’s Assessment Bodies

Figure 1 shows the organizational structure of the Ministry of Education of Brazil. These are the highest representative bodies of national education, which are responsible for the law and development of Brazilian higher education profile, that is, the development of the Brazilian citizen. Laws, rules, regulations, resolutions and guidelines are defined by the organizational structure described as follows:

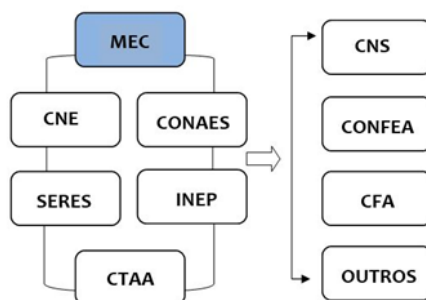


Figure 1: Assessment Bodies

Source: Adapted from INEP/ MEC – June, 2015.

¹MORAES. Mário Cesar Barreto. *Qualificação do Ensino Superior em Administração*. Lecture given at the VIII EPROCAD – Encounter of Professors and Coordinators of Management and Administration Courses, promoted by CRA/RS, PUC-RS, June 2015).

- MEC – Ministry of Education, the highest government agency of Brazilian education. It is directly linked to the Federal Government and it is mainly responsible for Brazilian educational laws. See below which government bodies are directly linked to MEC:
- CNE – National Council of Education;
- CONAES – National Commission of Higher Education Assessment;
- SERES – Secretary of Regulation and Supervision in Higher Education;
- INEP – National Institute of Educational Study and Research Anísio Teixeira;
- CTAA – Technical Commission for Monitoring Assessment;
- CNS – National Commission of Supervision;
- CONFEA – Federal Council of Engineering and Agronomy;
- CFA – Federal Council of Administration;
- Others.

Note that councils are bodies of registry, inspection and improvement of professional categories at a national level and therefore act independent of MEC. According to INEP (2015) is the “democratic search for alternatives and institutional mechanisms that allow, under each level of competence, to ensure the participation of society in the development, improvement and consolidation of national quality education” (my own translation).

The National Institute of Educational Study and Research Anísio Teixeira (INEP) is the government agency responsible for the statistical survey system regarding the assessment activities in practically all educational levels.

III. Institutional Assessment– HEIs and Sinaes

The institutional assessment system for undergraduate course programs, defined as the National System of Higher Education Assessment (SINAES), came into force on April 14th, 2004 by the law 10,861, to assess the quality of Brazilian higher education. The law includes the following: “*improving the quality of higher education, guiding the expansion of the offer; identifying both the merit and value of institutions, fields, courses and programs in the dimensions of teaching, research, extension, management and training; and promoting the social responsibility of HEIs by respecting their institutional identity and autonomy*” (my own translation).

SINAES involves the participation of the entire educational community under INEP's management. Its guidelines and instruments are approved by CONAES, which promotes the standardization and assessment processes of HEIs quality.

Since 1996, the article 9 from LDB includes to “ensure national assessment process of school performance” (my own translation). The ENADE process was therefore created for higher education assessment in 2004.

3.1 National Exam of Students' Performance (ENADE)

Law 10,861, enacted on April 14th, 2004, articles 14 and 87, sole paragraph, item II of the Constitution, and article 5 § 11, along with the MEC's Regulatory Ordinance 40 from December 12th, 2007 republished on December 29th, 2010 have consolidated the arrangement of education quality indexes, as well as the ENADE.

Higher education students take the ENADE at the beginning and at the end of the course. In case of absence, the student does not receive the diploma as a penalty. ENADE is also an index for evaluating the HEI itself, becoming a mandatory component of its management. HEIs must reach indexes that represent the quality of teaching in higher education, such as ENADE's score, according to an INEP's public note.

Note that ENADE is an exam taken only by higher education students. It is annually applied for a group of fields specified by a MEC's ordinance in every three years. For instance, the Regulatory Ordinance 3, from March 6th, 2015 has chosen students from 13 bachelor degrees as well as 13 technical courses to take the exam: 1) Bachelor in Business Administration; Public administration; Accounting; Economic Sciences; Journalism; Publicity and Advertisement; Design; Law; Psychology; International Relations; Executive Secretariat; Theology; and Tourism. 2) Technologist in Foreign Trade; Interior Design; Fashion Design; Graphic Design; Gastronomy; Commercial Management; Quality Management; Human Resource Management; Financial Management; Public Management; Logistics; Marketing; and Management Processes.

In 2012, a statistician data revealed by ENADE showed that only 11 Business Administration courses of 108 HEIs evaluated in the State of Rio Grande do Sul reached the highest score. According to official data revealed by the MEC/INEP/2012, among them there are seven private institutions and four public institutions.

Each day the quality indexes evaluated by INEP, such as ENADE, show that the changing process of teaching quality in the academic sector includes results from the performance of students and institutions.

Higher education students must be careful, otherwise, they may suffer harsh penalties, such as losing a public tender because they have no higher education diploma for not taking the ENADE due to several possible reasons, including: 1) do not subscribe for the exam; 2) to face a last minute traffic jam and lose the exam time; and 3) there is another variable: the students who contest such assessment and either refuse to take the exam or hand it in blank. If subscribed students do not attend the exam or refuse to take it, they will be in an irregular situation on ENADE.

Students who do not attend to the exam end up reducing the assessment score of the HEI. This has been a frequent issue of many debates in forums, meetings and congresses.

In the IX Brazilian Congress of Private Higher Education, carried out in April, 2016 issues related to ENADE were widely discussed. It has been mentioned that the government is planning to place the exam score on the student's diploma.

ENADE is not only important for the student, but also for the HEI's assessment. 55% of the HEI's assessment score corresponds to the final performance of students on ENADE, that is, the score of almost graduated students on ENADE (20%) and the score of the difference index between observed and expected performances (35%).

Knowledge and education in citizen's life is a fragmented complexity oriented by laws, rules and regulations that develop the profile of professionals for the job market through curriculum guidelines legislated by MEC and adapted by HEIs according to the characteristics of each region. Which brings us to question: What kind of citizen do we want to form?

Morin (2003) states that:

“The problem of knowledge should not be restricted to philosophers. Education is everyone's problem and each one of us should take it into consideration much early and explore the possibilities of error so as to be able to see the reality, because there is no magic formula (MORIN, 2003, p. 37, my own translation).

That indicates that errors exist so that we can correct them. Given such a reality, the following sections expose the practice seen in Brazilian higher education.

3.2 The repercussion of ENADE

ENADE is an index calculated since 2004 having as a goal the government policies, with reference to the seeking of quality indexes for undergraduate courses.

It brings questions on general and specific knowledge regarding the field of knowledge of the course program under assessment. For example, if the Business Administration course is under assessment, the specific knowledge will be focused on the field of Administration.

In Brazilian law 10,861, article 5, first paragraph, it is stated that:

“ENADE will assess students' performance in relation to the course contents set in the curriculum guidelines of their higher course program, as well as their ability to adjust to the demands arising from the development of knowledge and their skills to understand issues external to the specific context of their profession linked to both the Brazilian and world reality and other fields of knowledge” (my own translation).

According to INEP, the student's score on ENADE is distributed as follows: 75% for specific knowledge and 25% for general knowledge. INEP considers the ENADE's exam a compulsory college curricular component. In undergraduate courses, it is part of the student's college records and it states whether he or she is in a regular situation with ENADE. However, the score is not disclosed, not even placed on the student's record. The final score is personal and it is known to the student only, although it serves for sampling and census procedures since 2009. Therefore, the assessment of undergraduate students' performance in Brazil include: an exam and a perception survey of students and coordinators.

The continuous seeking for improvement and educational quality led the State to stipulate criteria for the concept of course, providing it with a qualitative assessment and setting as parameters the following criteria: contributing, measuring, enabling and evaluating as shown in the table below:

CONTRIBUTING	MEASURING	ENABLING	EVALUATING
To the assessment of undergraduate course programs through the verification of skills, abilities and knowledge developed by the students.	Students' performance as regards the usage, synthesis and integration of the knowledge acquired throughout the course.	Course programs to follow up the results of their educational activities.	Comparatively the HEIs' training of students of the fields under assessment.

TABLE 1: Qualitative Indexes

Source: INEP²

² INEP. National Institute of Educational Study and Research Anísio Teixeira;

All courses are evaluated every three years. It starts with the ENADE, which is applied to students of fields defined each year by a MEC's ordinance. Right after that, the "on-the-spot" assessment of the evaluated courses and HEIs is carried out according to Ordinance 40, article 33, 2010 therefore defining the assessment cycle of students and courses/HEIs.

Nonetheless, the goal is not always reached. The assessment process itself shows that not all HEIs follow the desired efficacy standards. Institutional assessment has shown that effort and corrective actions are essential; HEIs rated as concepts 1 or 2 in the end of the process are often suspended and therefore disqualified. Gama Filho University is an example.

After a bad assessment, one of the most traditional HEIs of Rio, the so called Gama Filho University (UGF), and the City University Center (UniverCidade) have been disqualified on January, 2004 for presenting several irregularities and failing to comply with the deadline for the necessary adjustments as set by the law. The decision coming from the Secretary of Regulation and Supervision in Higher Education (SERES) have been published under the following reasons: "low academic quality, severe impairment of economic and financial situation along with the lack of a viable plan to overcome the problem, and the increasing precariousness of higher education offer" (INEP-MEC-2014).

This clearly shows that society, institutions (students, teachers, coordinators and leaders) and the state are committed to the ultimate goal of the educational process: to enhance the quality indexes of higher education.

In this context, ENADE has been the thermometer for evaluating students, higher education and institutions in Brazil.

IV. Higher Education Institutions (HEI) – The assessment Of Higher Education Courses

The article 9, section IX, of the Brazilian law 9,394/96, also known as Law of Guidelines and Bases of National Education, defines the Union's tasks: "to authorize, recognize, approve, monitor and evaluate higher education course programs and higher education federal system institutions". Article 2 from decree 5773, May 9, 2006 states that:

The higher education federal system includes higher education federal institutions, higher education institutions created and maintained by the private sector, and higher education federal agencies. It is ensured by the article 3 of this decree that the powers of regulating, monitoring and evaluating will be carried out by the Ministry of Education (MEC), the National Council of Education (CNE), the National Institute of Educational Study and Research Anísio Teixeira (INEP) and the National Commission of Higher Education Assessment (CONAES) (my own translation).

Thus, it is up to the federal government to authorize, recognize, approve, monitor and evaluate higher education course programs and institutions. Every HEI aiming at settling in the country must therefore apply for authorization, accreditation or reaccreditation to the Ministry of Education by the means of protocol once the process of assessment and the appraisers' forwarding programming are opened.

In accordance with the law, HEIs keep an adequate infrastructure compatible for having over the representatives of the Ministry of Education, that is, the *ad hoc* and "on-the-spot" commission of appraisers.

Undergraduate programs are evaluated in three dimensions. Dimension 1 verifies the documentation concerning the didactic and pedagogical organization of the program by setting as parameters the HEI's Institutional Development Plan (PDI), the Course's Pedagogical Project (PPC) and the National Curriculum Guidelines according to the guidelines and criteria adopted by the HEI. Dimension 2 verifies the workload, titration and the management policies concerning the faculty members. Dimension 3 verifies issues related to infrastructure: research laboratories, facilities, libraries, equipment, convenience spaces, and the physical conditions of the environment as well as classrooms, coordination room and teacher's room.

All dimensions go through an "on-the-spot" assessment carried out by two or three appraisers sent by MEC for the purposes of program authorization, recognition and renewal so that a Concept of Course (CC) is assigned. Concepts vary from 1 to 5, where 1 is very poor and 5 is excellent.

MEC considers concepts 1 and 2 as insufficient. HEIs in these conditions are informed with a deadline for implementing corrective actions under the penalty of not carry out any selection process during the next semester. They may be suspended or disqualified in case of failing to comply with the informed term.

4.1 The composition of the HEI's Assessment Score

Three percentages are considered to compose the "on-the-spot" HEI's assessment score: the dimension 1, didactic-pedagogical organization, refers to 15%; yet for dimension 2, faculty members titration and work regime, the higher the title and the longer working for the HEI the higher the percentage; finally, the percentage

of dimension 3, infrastructure requirements, is added to the percentage of dimension 2 so as to sum up 30%. The three dimensions are thus 45%, which are added to the 55% from ENADE scores therefore making 100% (INEP/MEC).

4.2 HEI's assessment indexes

There are three HEI's assessment indexes: CPC, IGC and ENADE.

The Course Preliminary Concept (CPC) is composed by ENADE's assessment scores. The Course General Index (IGC) is a quality index that evaluates higher education institutions.

HIGHER EDUCATION COURSES	HIGHER EDUCATION INSTITUTIONS	STUDENTS' PERFORMANCE
The Course Preliminary Concept (CPC). Set by the Normative Ordinance 4, from August 5 th , 2008.	General Index of HEI's course programs under assessment (IGC). Set by the Normative Ordinance 12, from September 5 th , 2008.	Concept obtained from ENADE results. Article 5 of law 10,861/2004, first paragraph.

Table 2: Assessment Indexes

Source: Adapted from INEP³

CPC and IGC are indexes for evaluating higher education course programs and HEIs. For purposes of calculating them, MEC's Ordinance 530, from October 27th, 2014 and corresponding technical notes have published new guidelines regarding the changes implemented on the questionnaire answered by students during the ENADE exam.

4.2.1 Course Preliminary Concept

Course Preliminary Concept (CPC) is a quality index for undergraduate course programs.

According to INEP's Technical Note 70, the CPC "takes on the quality index role of higher education, in 2010, by the republication of the Normative Ordinance 40, as announced by the section I of article 33-B" (my own translation).

In accordance with INEP, the CPC of each evaluated program is obtained in the very next year following the completion of ENADE. It is embodied in different variables that reflect the students' performance assessment results, as well as the assessment concerning infrastructure, facilities, didactic-pedagogical resources and the faculty members of the HEIs. Index/score varies from 1 to 5, where 1 and 2 are considered insufficient according to MEC.

Students who take the ENADE are contributing both to the HEI's concept of course (CC) and the ENADE's score, which percentage is 55%, generating a new index for evaluating the HEI.

4.2.2 Course General Index

According to INEP, the Course General Index (IGC) is annually calculated by taking into consideration:

I – the mean of the last CPCs available on the HEI course programs evaluated both in the year of the calculation and in the previous two years weighted by the number of enrollments in each computed course program; II – the mean of the assessment concepts of *stricto sensu* post-graduate programs, assigned by CAPES in the last available triennial assessment, converted to compatible scale and weighted by the number of enrollments in each corresponding program; III – the distribution of students among the different levels of education, from undergraduate students to *stricto sensu* post-graduate students, excluding the Item II from institutions that do not offer post-graduate programs. As the IGC considers the CPC of the courses evaluated in the year of the calculation and in the previous two years, its disclosure always refers to a three-year period, thus embracing all evaluated programs or even the entire assessment cycle (INEP, 2003, my own translation).

The concept of assessment cycle has been defined by the article 33 of the Normative Ordinance 40, 2007. It includes the periodical assessment of higher education course programs and institutions, with reference on the triennial assessment of students' performance, which respectively subsidizes the acts of reaccreditation and recognition renewal.

It is important to remember that most often the INEP issues a Technical Note for the quality indexes CPC, IGC and ENADE that must be taken into consideration. HEIs must therefore be attentive to its dissemination so as to consider its content under penalty for not comply with the government's guidelines. It is up to the HEI to guide its students to comply with the deadlines.

For calculating CPC and IGC indexes there are several inputs deriving from HEIs, such as the number of enrollments, undergraduate students and post-graduate students (from master's degree and doctoral programs), which INEP takes as subsidy to evaluate courses and institutions.

³ INEP. Available on: <<http://portal.inep.gov.br/educacao-superior/indicadores>>.

Practical knowledge needs theoretical knowledge; the epistemology is not only about understanding science, it also appropriates the technique” (PAVIANI, 1990*apud* BRASIL, 2009, p.182, my own translation).

An HEI has a key role in the local, regional and national development. For instance, the Federal University of Goiás (UFG) has greatly contributed to the social growth and leveraged the cultural process. It is known, however, that once again managers have mistaken management for administration.

That happens when the HEI’s patrimonial resources are linked to the manager’s private patrimony or when education is mistaken for management. Mistakes are made not only by managers, but also by people and governments when budgets are not unlinked to specific responsibilities and commitments.

Drucker (2010) postulates that:

[...] But if the enterprise does not have the management it needs, ownership itself is worthless. And in enterprises that are so big or play such a crucial role as to make their survival and performance matters of national concern, public pressure or governmental action will take control away from an owner who stands in the way of management(DRUCKER, 2010, p. 45).

V. HEI’s Number Evolution From 2005 To 2013

The following table provides the evolution in the number of HEIs, courses and enrollments in higher education according to INEP data from 2005 to 2013. One can observe an increase in the offer of courses by 2005, causing the demand to reach a peak of 92.7%.

According to the analysis, the number of enrollments in higher education was 4,453,156 by 2005, an increase of 65.2% over the previous year. By 2013 that number jumped to 7,305,977. Yet the table shows a decline in the growth variable (3.8%). That same year, the number of HEIs has begun to decline, reaching less than 1%. All indicates that the economic and financial instability of the country has led people not to invest in education.

The higher education census (2013) has indicated the existence of 32,048 undergraduate courses offered by HEIs and distributed among bachelor degrees, teaching degrees and technical courses in the forms of classroom and remote learning.

Table 3:Evolution of the number of HEI course programs and enrollments in Brazilian higher

Year	HEI	Growth (%)	Course programs	Growth (%)	Enrollments	Growth (%)
2005	2,165	86.0	20,407	92.7	4,453,156	65.2
2008	2,252	4.01	24,709	21.0	5,080,056	14.0
2009	2,314	2.8	28,671	16.0	5,954,021	17.0
2010	2,378	2.7	29,507	2.9	6,379,299	7.0
2011	2,365	-0.5	30,420	3.0	6,739,689	5.6
2012	2,416	2.2	31,866	4.8	7,037,688	4.4
2013	2,391	-1.0	32,048	0.5	7,305,977	3.8

Education from 2005 to 2013- Source: MEC/INEP/DEED (2013).

Note that the 2013 higher education census showed 2,391 HEIs; and 74% of the 7,3 million students are enrolled in private institutions. Thus, the census indicates that for every seven private HEIs, there is only one public.

Such data corroborate my initial statement about the complexity of the national institutional assessment process. Seven private HEIs among only a public one shows a low investment in higher education by the government. The federal spending which increased by over 100% (Castro, 2002) correspond to the cost of supporting the management process in the educational area, but not the education itself.

“Interpreting the desired quality management is assessing, measuring and evaluating processes quantitatively”. *Educare* is the intellectual way of “forming”, “instructing”; it means “what the ground produces”. That is mere transmission of knowledge; yet its main sense refers to the transmission of ethical values necessary for human beings to live together and for society to develop as a whole (CASTELLO, 2007, p. 35, my own translation).

VI. Conclusion

This research is part of an empirical study carried out through data extracted from INEP/MEC platform as well as from the Higher Education Census. It is proposed to keep on drafting a projection for a further study in which prognosis will aim to consider a curriculum model for Business Administration college programs. Note that it most often brings quotes in full trying as possible not to escape the interpretation of the law in order to provide, first, a clear interpretation of current rules and legislation; second, a better formatting of the text which has as one of its goals to analyze the assessments of HEIs.

Therefore, it concludes that: a) on one hand, the government regulates, determines, monitors and controls through an extensive legislation of rules, regulations, and ordinances; b) on the other hand, the HEIs are subjected to ongoing assessment processes in compliance with the law. There is also the assistance service to the business sector under the label of competitiveness and innovation policies.

As implications from the analysis of collected data it was found that the commitment of the HEIs has been more and more increasing as they continuously participate in the institutional assessment process so as to set up high organizational costs. Nevertheless, it is known that the time available to management at the expense of quality higher education is a factor to be investigated. Now, it is time to develop hypotheses regarding such data to only then support or reject them.

For this purpose, it is proposed to carry out the analyses of curriculum guidelines from Business Administration programs and their complementary activities to ensure they are meeting the expectations of both academic and business sectors through the comparative study of five HEIs from Rio Grande do Sul, Brazil, and three HEIs from the United States of America so as to build matrices for analysis and scenario models.

Its prognosis should build antagonistic scenarios to better choose the path to be followed. It is recommended to build pessimistic, realistic and optimistic scenarios; short, medium and long-term scenarios; accelerated growth and slow growth scenarios; and so on (IGNARRA, 1998, p. 65 *apud* BRASIL, 2009, p. 182, my own translation).

That said it becomes clear that the triple alliance refers to the laws that HEIs, whether public or private, must comply with in order to exist, teach and educate, aiming at enhancing educational quality by culminating with the guarantee of high efficiency indexes in education management.

So as to continue this study, it is proposed: (1) to collect data from applied research to serve as support for the comparative study of five HEIs from Brazil and three HEIs from the United States considering the research problem described above; (2) to analyze the content of the identified models from both a legal and social point of view; (3) to identify and analyze whether there is more or less government interference and whether it is positive or negative, whether it could be more or less incident; (4) to analyze the curricular base of such programs and study their models regarding the Administration field; and (5) to propose a curricular base.

Research is the expectation of bringing new and innovative resources for current generations and strengthening the process of transforming and changing regarding reorganizations and the education for a better world, overlapping the interests and goals of people whose ideas are set according to competitive strategies and paradigms.

Consolidating management and education practices in which the law prevails is not easy. However, challenges that make us to want to do a better and quality job are reinforced each day. Education is a legacy left for today and future generations.

Thus, what is proposed in continuity is a scientific study culminating in an innovative curriculum model for Business Administration programs which trends favor a better position for their undergraduate students so as to also meet the constantly changing job market demands.

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