
CONTEMPORARY HIGHER EDUCATION: The Concepts of Administration and University Management in Brazilian Literature Production - 2003-2013.

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ABSTRACT

This article results from a first seizure of the contributions of Brazilian bibliographical studies preferably produced between the years 2003 - 2013, in order to map the contents in the theoretical contributions that have supported the presence of the concepts of administration and management practices in the field of contemporary higher education. This reflection is part of a larger project in development that guides to a doctoral thesis in education in the post-graduate program in education, Master's and Doctorate at the Catholic University of Goiás, in Brazil.

Keywords: *Higher Education, Administration, University Management*

INTRODUCTION

In the last two decades in Brazil, one of the recurring studies themes in the field of education was directed to public school management policies covering their paradigms and its multiple dimensions and its institutional interfaces and social coverage. In the field of Brazilian higher education, studies are focused in managing or University Administration (CLARK: 2006, PEREIRA: 2008, NEPHEW: 2003, MARQUES: 2011), among others.

A curious fact worth record leads us to reflect upon the return of the administration concept in the field of school education, now under the name of management, as a matter until then theoretically excoriated in Pedagogy from the early 80s of the 20th century until then a member of the educational and settled technicalities trend as one of the Educator's qualifications: school administration (the two other existing qualifications were educational guidance and school inspection).

In this new educational context marked by the political and social climate of the 1980s (reorganization of civil society, the end of military dictatorship established in 1964), the Pedagogue becomes meaning, as Professor result of a broad social movement of reframing of this person in terms of the school pedagogical work organization.

Another element to consider is that the theories about the school management policies have taken the basic school and compulsory education as a hegemonic expression of public school.

The Brazilian higher education even if held as not mandatory (compulsory schooling covers children adolescents of 04 to 17 years: 2 years of preschool, 9 years of primary education and 03 years of high school) in these same decades experienced intense reconfiguration processes and public and private expansions

(institutional formats, curriculum, courses, vacancies, democratization, affirmative policies, and others), the studies of the school management policies gradually approached. These studies and consequent accumulation of knowledge in the field of education moves to another field, the university administration fostered by ANPAE- National Association of School of Administration and Policy and the Journal Evaluation Qualis A1 - ISSN 1414-4077.

These first elements began to give the outline of the formulation of a further research as the basis for construction of a doctoral thesis in education at PUC Goiás, which aims to address the University Management in Contemporary Brazil - theoretical and bibliographic mapping – 2003-2013 in three references sources: a) Evaluation Journal, b) Data Bank of Theses - CAPES Brazil, c) ANPAE - National Association of School of Administration and Policy – focus on Poster communication sessions at annual congresses.

The aim is to target these sources in theoretical and conceptual recurrences that are able to understand them not in its bureaucratic standardization, but in its vicissitudes considering that the Brazilian higher education in present times, covers institutional and organizational field, several recommended formats by the federal Decree n 3.860 of July 9, 2001: a) University, b) University Center, c) College, d) CEFET- Federal Center of Technological Education e) IFS - Federal Institute of Education, Science and Technology.

DEVELOPMENT

In this article we intend to approach the theoretical contributions from references seized in articles published in the Evaluation Journal 2003-2013: mapping, author (s), date of publication, the work synthesis.

Understanding the Brazilian higher education as a field in the sense attributed by Bourdieu (cf. BONNEWITZ, 2003, p. 60 and 61) its organizational and curricular modalities are ranked and compete for the hegemony of doxa that is, the relation of forces around the dispute of the field power.

The data revealed by the publication of the last Census of Brazilian Higher Education - MEC/INEP - 2013 constitute undeniable evidence that this level of education has significantly increased its offer of vacancies, procedures and enrollment. In 1980 there were 882 Higher Education Institutions (IES) (65 Universities, 00 University Centers, 815 Colleges e 00 IFS and CEFET), in 2012, were 2.416 IES (193 Universities, 139 University Centers, 2.044 Colleges and 40 IFS and CEFET). These processes require by their quantitative dimension both for its external evaluations ended up bringing the debate to question the limits of expected quality and effective. It is possible to see an intensification of concerns and debates about higher education and its future, especially the IES - Institutions of Public Higher Education, now expended with the IFS and CEFET that began offering public higher education (technological procedures, Bachelor's and Licentiate degrees) considering the need for pattern change on the pattern of consolidated organization.

Since the approval of the First Statute of the Brazilian University, 1931, the existing Brazilian higher institutions had to conform to standards set by the Federal Government, maintaining its structures, since they were involved by the forces of political and bureaucratic interests. Moreover that also the law n.5.540/1968, known as the Military University Reform, under the "liberal" modernization discourse, has set itself a bureaucratic model of single administration covering design, objectives, institutional mission and curriculum organization. This setting also determines much organizational forms of several Brazilian Institutions of Higher Education nowadays.

Regarding to this question, Cunha (1999) makes critical reference to the overview of the University field described by Clark, drawing attention to the belief that any organization should have control unity, carry out its rational choices among the set of alternatives and establish priorities execution. However, at the University, monopoly power is a series of threats to this organization that brings together expert contributors in various areas. To clarify this situation, Clark uses the metaphor of the University as an anarchy organized in higher education institutions - IES.

With the University Reform Law, 1968, it is possible to check the application in the IES of the factory production organization design established by Taylor on Rational Labor Organization, expressed in two guidelines: 1) avoidance of duplication of means for identical or similar purposes; 2) separation of the design and implementation activities. These guidelines are the structure and functioning of most Brazilian universities to the present day, as noted in departmental arrangements, division of undergraduate courses in bachelor's, licentiate and technological degrees, the credit system, the instrumental-professional character, the separation theory and practice; among others.

The departmentalization resulted in the creation of a new level in the organization of the IES - coordination and the course collegiate. Complementing the departmentalization and division of undergraduate courses, the credits scheme arises. All these procedures thus results in the rationalization of production of Brazilian IES regardless of them public or private nature.

Act professionally in educational requires mediate working with scientific knowledge (teaching and learning) management practices aimed at formation of citizens for social transformation. In the IES, this union acquires own outlines by also involve research and extension, making it even more relevant relations between management and educational and pedagogical work practices. However, in general, management methods which are in IES in Brazil are those that are characterized by stronger resemblance to the methods of industrial production, focusing on rationalization of production, a position contrary to the educational and pedagogical training for the exercise of citizenship. As defended Paro (1986), education will only contribute to social transformation, in the dominated groups; it serves as an instrument for overcoming class condition.

Paro (1986, p. 11-12) draws attention to the existence of two views about the School Administration problems: "One defends the need for the existence of a school administration while another denies it. These antagonistic positions incur a same error: none of them identified with a dedicated school administration for social transformation".

I share the view that the administration is a human practice that should be performed in all types of organizations, regardless of the branch in which they enter, including the school. However, in a school organization that promotes formation and human development the distinctive element refers to the organizational policies and management practices that must turn to social transformation.

Indeed, to the extent that the practice of school administration is treated from the standpoint of 'purely' technical, are omitted its links with the economic, political and social structures, obscuring the analysis of education conditions. The technical and administrative rules that are proposed as standards for the operation of the school system are a product of those conditions. However, they are adopted and implemented as if they were autonomous, free of social-economic determinations (PARO apud FELIX, 1984 p. 81-82).

Also according to Paro (1986), a School Administration focused on social transformation follows some basic assumptions, such as:

- a) Assumption 1- "the specificity of the School Administration."
This specificity can only happen from the moment it is opposed the capitalist business administration. In political terms, the specific aspect in a school administration focused on social transformation must be antagonistic to how to manage the capitalist enterprise, since the capitalist purposes are contrary to social transformation;
- b) Assumption 2- "The relationship between school administration and social rationality".
A School Administration focused on social transformation must take into account the social rationality or external rationality, verifying the extent that the school conducts or develops repercussions in society. The objectives of the School Administration must serve the interests of the working class;
- c) Assumption 3- "Internal rationality at school".
The external rationality depends on the practice of internal rationality, which is the rational use of resources to achieve certain purposes. The development of a new School Administration, effectively appropriate to its nature and objectives transformers, is imposes as a task that needs to be permanently held, seeking to raise from a spontaneous praxis to a reflective praxis;
- d) Assumption 4 - "The relationship between School Administration and community involvement".
The proposed objectives aimed at social transformation and the effective realizations of those are crucial aspects for a transformative practice. This practice will be held with the cooperation of the people, in which everyone involved in the school, directly or indirectly process, can participate in the decisions related to the organization and the school operation, abandoning the traditional model of authority concentration in the hands of a single person, the "Director".

In the exercise of complex construction of the thesis subject matter, and seek subsidies in the ideas of Paro, we resorted to the Theory Historical - Cultural, among including Vygotsky, Leontiev and Engestrom. In this theoretical perspective, activity, whose highest expression is the work (creative human activity, productive), is the main mediation between the subject and the objective world.

In human practice (work) gives the dialectical movement in which originates psychic activity and human consciousness. This human activity is included in the company's system of relations in which the subject performs actions in a continuous process of interaction with the environment, consolidating in the social environment in which it appears. The relations between subject and community are performed by a set of "mediator's artifacts", considering the "rules" governing the procedures taken for granted among community members in which the subject is inserted.

These approaches to the Activity Theory and the Engestrom Activity System led us to some thoughts such as:

- a) In the IES, pedagogical practices and management practices need to have common objectives;
- b) These objectives should be linked to the principle that school organizations have a social commitment to education they offer their students, contributing to their development and also for social change;
- c) In IES management practices take place in a context in which are necessary mediators artifacts, rules establishing the organizational policy and hence the division of labor among the participants of the activity system.

To question the administration and contemporary Brazilian University management is very important, since this issue has been seldom treated in the productions of the field of education / focus on public policy of school management. An analysis of university management can contribute significantly and qualitatively in critical reflection about the organization and identification of elements that help in understanding this Institution in the context of rapid expansion, as now a day on this level of education. The investigation of this problem may also enable better understanding of pedagogical practice in IES, particularly with regard to organization and management practices.

An authoritarian management, among other things, restricts the involvement, participation and commitment to the organization itself; disregards the reflection of pedagogical practice, since there is no concern at the continuing education of teacher and, when there is, this comes down to technical or bureaucratic aspects, not contributing to the quality of teaching/learning.

In a first approximation virtual theme knowledge of the state selected in this article, it was found that it is being investigated by Brazilian researchers. However, notes that the focus has generally fallen in the creation of new universities in Brazil and expansion of higher education, its future prospects and other aspects. When it comes to management, especially in democratic and participatory perspective, studies include only basic education. There are few studies that discuss higher education with regard to the study of management.

From all the research found, the following stand out:

HORA (1994) handled the democratization process of administrative relations within the school and its relationship with the community in a public school of basic education.

WANDERLEY (1998) writes about the creation of new universities since the authorization process to run the courses to its recognition, and many of these IES remain years without minimum quality conditions due to conservative dynamics of our public administration.

CUNHA (1998) in "The Brazilian University between Taylorism and anarchy", reflects on the internal organization of the Brazilian public Universities, particularly the federal network. The author shows that the specificity of the University, with its own culture, facilitates the rushed diagnosis and superficial characterized by irrationality. This leads to erroneous predictions as to its management, clinging to a parallel professional management to the academic body, separating the core activities of support activities.

TRINDADE (1999) researched the University in perspective: society, knowledge and power, talking about the dynamics and history of the University, the problems faced by the University as a result of scientific and technological development produced by the industrial revolution.

MENDONÇA (2000) gives an overview of the history of higher education in Brazil from 1920 to 1968, critical years for the history of the IES that institutionalized assuming its current configuration.

FORTUNA (2000) investigated the democratic management in public school, considering the subjective and every day dimensions and the participation of individuals in the school management.

DOURADO, OLIVEIRA, SANTOS and MORAES (2003) investigated the school management in the municipal school in the city of Goiânia, putting the focus on the perspective of school leaders.

ACÚRCIO and ANDRADE (2004) researched the school management considering the dynamics of social, scientific and technological changes and the requirements to the school, the school leader profile.

FÁVERO (2006) in the article "The University in Brazil: from its origins to the University Reform of 1968", located the attempts to creation of Universities in Brazil until the Reform of 1968. The author emphasizes that is necessary and urgent reconstruction of University work with seriousness and competence seeing in it a difficult undertaking, but vital; such a process, according to the author, shall be met and taken as something in permanent construction.

BOSCHETTI (2007) presents a reflection on the construction of Law n. 5.540/68, seeking to identify the structural causes that generate the University in military governments, from 1964.

BRITO and SOBRINHO (2008) developed studies on higher education in Brazil, focusing on the major trends and challenges, analyzing the changes in Brazilian higher education from 1995 to 2007, and show that higher education is in a dilemma due to uncertainties in regard to its future since it is not known if prevail logical market or social values of academic ethics.

BERTOLIN (2009) analyzes the different concepts and understandings of quality in higher education shows that the quality understanding is subjective as it depends mainly on the conceptions of the world and of higher education that emits them.

In the Evaluation Journal, period between the years 2003-2013, the following references were found:

VIEIRA (2003) examines the process of expansion of graduate school in Brazil in 90 years, identifying main policies for the sector during this period, featuring elaborate diagnoses and identifying the main policies for the sector. Thus identifies the proposals under study within the Ministry of Education and Culture (MEC) to face the major challenges in the current decade: increasing the number of vacancies and increase the quality of existing courses.

SOBRINHO (2004) discusses the main effects that globalization produces on higher education, with the overall picture of higher education without borders, and discusses the manifestations of globalization, transnational education, trade in educational services, supranational and criteria of multilateral agencies, and expose concerns about the effects of higher education becoming a product in poor countries, particularly in light of the possibility that higher education will be formally considered a well negotiable to be regulated by the General Agreement on Trade Services (AGS/WTO).

TRIGUEIRO (2004) discusses theoretical aspects regarding the importance of redefining the management structures of the Universities and other higher education institutions (IES) in the country, relying on studies on the subject institutional evaluation, with the argument that the evaluation is the process of change in the IES.

CUNHA (2005) analyzes University autonomy in three dimensions: historical, sociological and political. In the historical dimension, the essential characteristics of university autonomy are summarized from the origin in the Middle Ages, and its changes, focusing on the embarrassment sources: the Church, the State, the Party and the Market. In the sociological dimension, the concept of field, Pierre Bourdieu is examined in order to know the existence of an proper University field. In the political dimension, the vicissitudes of university autonomy in Brazil are presented and collated with the concepts presented, with the substantive autonomy and procedural autonomy.

FAVERO (2005) analyzes the principles of autonomy and democratization in the University, as nuclear problems of that institution. It assumes that, on these issues, other issues are concentrated. From this perspective, considers that the reform of the University cannot be seen simply accepted as a legal issue, but also as a matter of power. The paper concludes that there never been University autonomy in full sense in Brazil, despite the Proclamation of the Federal Constitution and in other official documents.

SILVA (2006) analyzes the organizational dynamics of the University through the articulation of the bureaucratic model and political analysis on the assumption that the regulation of organizational space can be done assuming a combined action or opponent between the bureaucracy and the political. In this sense, aspects of University organizational dynamics using different modes of regulation in the bureaucracy and politics become factors that exert significant influence on university governance.

PEREIRA (2008) analyzes the emergence of the modern University, functions and roles assigned to it or it expected the crisis of this model in current times and some of the elements that are characterizing the contemporary University. The institution which constituted a modern University originated in the organization of the University of Berlin in 1808. Two centuries later, it can be affirmed that the Humboldt formulations as well as its most general assumptions, are still taken as relevant. However, its principles have been neglected or replaced by other less noble. Today, we discuss a new project for the University that would allow us to continue being an important institution of the present time.

LIMA and MARANHÃO (2009) define the concept of active and passive internationalization in the education universe to then apply it on farther issues related to student mobility. Initially they discuss mobility worldwide and finally then place the phenomenon among Latin American countries.

GROPPO (2010) traces the relationship between the National State and the modern University, comments about the creation of the Nation's myth-reality in line with the myth-reality of the University institution, which was destined to think the Nation and its time autonomously, with the crises of the University – of hegemony, legitimacy and institutional. He lists the most serious of these crises, institutional, which threatens to make the autonomous University - autonomous institution in operating University, with the crisis of the National State in the context of the globalization of capital.

MARQUES (2011) discuss the relationship between teaching and research work, trying to explain in what aspects they differ and what aspects are closely related. Also discusses the problems of academic management, signaling the weakness of the conditions that management is giving this do not facilitate the emergence of spaces for reflection on the processes of construction and transmission of knowledge that point to innovative pedagogical practices which can clearly and strengthen the interaction required between research and teaching.

SCHLICKMANN and MELO (2011) perform an epistemological analysis of some works related to University Administration. From the reading of these they made the analysis, starting from the assumption that the epistemology of University Administration converges with the epistemology of Administration and can be considered a sub-field of this.

GARCIA and CARLOTTO (2012) analyze an empirical case of the establishment of a new campus of the University of Sao Paulo in a peripheral area of the city of São Paulo, the tensions between organizational design and institutional particularities of the University, revealing the internal contradictions to organizational concept when applied to universities.

CONCLUSIONS

This article is constituted by an initial attempt to analyze the Administration and Management in Contemporary Brazilian University based on theoretical and bibliographic mapping 2003 -2013, from three reference sources: a) Evaluation Journal, b) Data Bank of Theses - CAPES Brazil, c) ANPAE - National Association of School of Administration and Policy – focus on Poster Communication sessions at annual congresses, in particular on the Evaluation journal.

The reason for this work was to emphasize the importance of Management and Administration in the Brazilian Contemporary University since, in the case of an educational school institution it should be directed towards the development of citizenship for social change. The research focused on a specific dimension of education that is higher education, towards administrative activity linked to the production process in the business model that was applied to the University.

Realize with the mapping of the Evaluation Journal articles in the 2003-2013 period, the bureaucratic management model adopted today at the University is marked internally by the contradiction between its principles and the implementation of actions to achieve common goals and externally for falling to achieve expected results by the so-called "capitalist market", which is demanding individuals with new action capabilities in the world workplace.

Thus, we highlight some reflections from the readings of several authors of Evaluation Journal after the mapping 2003-2013 that sustains this text:

- a) The Brazilian Universities, particularly public, still use the rational management model and corporate bureaucracy, which was suggested by Atcon, in 1968, with the University Reform in an attempt to solve the problems of the time, having the main objectives the yield and efficiency of Universities, preparing graduates for the labor market.

- b) However, this management model can no longer meet the needs of capitalist society, since there were several changes in the business market, requiring a new professional profile that the institution can no longer prepare since they did not follow transformations.
- c) Considering the bureaucratic management model of Universities and the Activity System proposed by Engestrom, has within the University community a system of simultaneous activities interconnected intersect o achieve certain results.
- d) However, the contradiction of this model makes it lose its essence management, since the separate activities within the University in specific departments, placing the individuals in their work actions in conditions that isolate them from each other and of common objectives.
- e) In this sense, it is necessary that the Brazilian University search for change and transform its organizational structure and management mode from other models. Only then will give to society the expected responses towards the direction of the labor market or toward a democratic society, depending on the results that the new model will set according to the theoretical and political orientation that supports it.

Finally, this study characterizes as an initial work on the complexity of the issue and wealth that can be analyzed in the certainty that from this other thoughtful reflections will appear to contribute to this issue of paramount importance that is Administration and Management on Contemporary Brazilian University.

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