

PROGRAM FOR THE RESTRUCTURING AND EXPANSION OF THE FEDERAL UNIVERSITIES (REUNI): ANALYSIS OF THE TEACHING WORK CONDITIONS AT UFPE

PROGRAMA DE REESTRUTURAÇÃO E EXPANSÃO DAS UNIVERSIDADES FEDERAIS (REUNI): ANÁLISE DAS CONDIÇÕES DE TRABALHO DOCENTE NA UFPE

PROGRAMA DE REESTRUCTURACIÓN Y AMPLIACIÓN DE LAS UNIVERSIDADES FEDERALES (REUNI): ANÁLISIS DE LAS CONDICIONES DE TRABAJO DOCENTE DE LA UFPE

Assis Leão da SILVA¹
Yego Viana Amorim de ALMEIDA SANTOS²

ABSTRACT: The paper evaluates the effects on the conditions of teaching work taking as a reference the implementation of REUNI at the Federal University of Pernambuco (UFPE). That is a qualitative and exploratory research. About the procedures, the paper was developed in two steps: bibliographical research and case study, using interview as a data collection instrument. This article was based on policy cycle (Ball e Bowe, 1992). The search results indicate to elements that make it possible to highlight a certain uniqueness in the implementation of the program in relation to other federal universities, noting that the results in its interpretative synthesis reveal that the precariousness/intensification's relation takes place through a conjunctural construction.

KEYWORDS: Education. Work. Teacher. REUNI. University.

RESUMO: O artigo avalia os efeitos nas condições do trabalho docente tomando como referência a implementação do REUNI na Universidade Federal de Pernambuco (UFPE). Trata-se de uma pesquisa qualitativa e, com base no objetivo proposto, se caracteriza como pesquisa exploratória. Em relação aos procedimentos, desenvolveu-se em duas etapas articuladas: a pesquisa bibliográfica e o estudo de caso, empregando entrevistas como instrumento de coleta de dados. Fundamentou-se na teoria do ciclo de políticas de Ball e Bowe (1992). Os resultados da pesquisa apontam elementos que possibilitam destacar certa singularidade na implementação do Programa em relação às demais Universidades Federais, tendo em vista que os achados em sua síntese interpretativa revelam que a relação precarização/intensificação se dá por uma construção conjuntural.

PALAVRAS-CHAVE: Educação. Trabalho. Docente. REUNI. Universidade.

¹ Federal Institute of Education, Science and Technology of Pernambuco (IFPE), Recife - PE - Brazil. Professor and Pro-Rector of teaching. PhD in Education (UFPE). ORCID: <https://orcid.org/0000-0002-5926-652X>. E-mail: assisleao33@gmail.com

² Federal University of Pernambuco (UFPE), Recife - PE - Brazil. Master's degree in Education. ORCID: <https://orcid.org/0000-0001-9924-1688>. E-mail: yegoviana@hotmail.com

RESUMEN: *El artículo evalúa los efectos sobre las condiciones del trabajo docente tomando como referencia la implementación del REUNI en la Universidade Federal de Pernambuco (UFPE). Este trabajo es una investigación cualitativa y exploratoria. Sobre los procedimientos, se construye en dos etapas articuladas: la investigación bibliográfica y el estudio de caso, utilizándose entrevistas como instrumento de recolección de datos. Se basó en la teoría del ciclo de políticas de Ball y Bowe (1992). Los resultados de la investigación apuntan a elementos que permiten resaltar cierta singularidad en la implementación del Programa en relación a las otras Universidades Federales, considerando que los hallazgos en su síntesis interpretativa revelan que la relación precariedad / intensificación se da a través de una construcción coyuntural.*

PALABRAS CLAVE: *Educación. Trabajo. Docente. REUNI. Universidad.*

Introduction

During the governments of President Luiz Inácio Lula da Silva (2003-2010), federal universities (UFs) experienced a unique process of expansion, democratization of access and internalization distinct from previous moments of recent history in Brazil (SANTOS, 2020).

The development of the progressive governmental agenda provided the formulation and implementation of programs aimed at these institutions, such as the Phase I Expansion Program and the Federal Universities Restructuring and Expansion Program (REUNI).

The Phase I Expansion Program served as the Lula Government's first attempt to expand the UFs. Launched in 2003, this program not only contributed to the expansion and interiorization of federal universities, but also provided new competitions for technical-administrative and teaching staff.

In order to continue the objectives of the aforementioned program, in 2007, the REUNI was set up with the objective of stimulating the growth of Federal Education. This program contributed to the emergence of *new campuses*, construction of new courses, departments, hiring of new teachers and increasing the plurality of students.

Seeking to understand the yaw in the expansion agenda of Higher Education and the interest around this expansive process through the state route, Sguissardi (2006) highlighted that the government has prepared 25 proposals and justifications to define plans for Higher Education. Analyzing these proposals, the author grouped and highlighted four essential points in this agenda:

1. expand vacancies in a manner compatible with the target of 30% of the age group by the year 2011 and reach, in the medium term, a proportion of 40% of enrollment in the public sector;
2. promoting autonomy in constitutional terms, including the choice of leaders;
3. solve the issue of inequality of regional vacancies in undergraduate and graduate school and seek a better offer of courses and vacancies in areas of knowledge that best meet the needs of the national development project;
4. modify the selection system, with attention to racial and socioeconomic minorities (quotas) (SGUISSARDI, 2006, p. 1041, our translation).

A keen look at the essential points of this agenda elucidates the reasons why the Lula Government focused on the expansion and democratization of Higher Education at the end of the first and throughout the second term. The aforementioned expansion of Phase I arises as a consequence of the need for expansion and democratization, seeking to reach a new public, once invisible – racial and socioeconomic minorities.

The REUNI also corroborated this scenario of student plurality, as can be analyzed throughout the article, and the student/teacher relationship (RAP) had a significant increase, which implied the insertion of several social groups. To corroborate this, the construction of new *campuses* in non-elite areas served them for the immersion of these marginalized groups.

The main goal of REUNI was to expand Higher Education, creating the "[...] conditions for the expansion of access and permanence in higher education, at the undergraduate level, for the better use of the physical structure and human resources existing in federal universities" (BRASIL, 2007a, our translation).

To achieve this goal, guidelines were established, such as: reducing the dropout rate, occupying idle spaces and increasing the number of tickets, especially at night; contribute to implementing curricular schemes and title systems, appropriate for the construction of training itineraries; qualitative changes in teaching-learning methodologies; greater articulation between undergraduate, graduate and basic education; and improvement of inclusion policies and student assistance.

In practice, the UFs that joined the REUNI sought to create, over five years, new courses and undergraduate departments, increase the student-teacher ratio (RAP) from 12/1 to 18/1, modify the organizational culture of the institutions, among other strategies.

The implementation of REUNI generated criticism and protests from union entities, teachers and students (ANDES, 2007, 2007, 2013), because they claimed that this expansion would bring a precariousness to the conditions of teaching work. Due to these clashes and the magnitude of the program, several researchers (ANDRADE; LUCENA; BARLETA, 2018;

Guimarães; LIMA, 2017; NISHIMURA, 2012; PACHANE; VITORINO, 2015) began to problematize the theme.

Silva and Santos (2020) presented a survey of dissertations and theses on this Federal Program, emphasizing that it still arouses interest in multiple fields of study, due to its consequences, especially in the following categories of study: evaluation of public policy, educational counter-reform, access and democratization of access to higher education, Expansion of Higher Education, Management and Organization, Curricular restructuring and university teaching work.

From this perspective, this article aims to evaluate the effects on the conditions of the teaching work taking as reference the implementation of the REUNI at the Federal University of Pernambuco (UFPE). To carry out this case study, a department of humanities was chosen. In this sense, the research worked with teachers who went through the transition imposed by the Program (those who could contemplate the pre-REUNI and the post-REUNI).

The choice of the State of Pernambuco concerns its demographic, historical, social and economic importance in the Northeast region. Another aspect is that, in its origins, the Federal Universities in the State maintained an essentially elitist and coastal character, which changed at the beginning of the 21st century, from new contexts with the process of expansion and internalization of Higher Education. Thus, currently, the State presents a set of Federal Universities that have experienced, from their creations, different projects of Higher Education in the region.

REUNI at the Federal Universities of Pernambuco

The State of Pernambuco has four Federal Universities: the aforementioned UFPE, the Federal Rural University of Pernambuco (UFRPE), the Federal University of Vale do São Francisco (UNIVASF) and the Federal University of Agreste de Pernambuco (UFape). Currently, this set of Federal Universities offer 51,562 enrollments in face-to-face graduations in several campuses installed in the Northeast (INEP, 2020).

UFPE, the result of the process of federalization of Higher Education, was created through decree-law of the Presidency of the Republic no. 9,388 of 1946. If throughout the 20th century the University maintained an elitist character, the 21st century brought new challenges, among which, the need to adapt to the process of expansion and interiorization proposed in the Lula Governments.

In relation to UFRPE, its origin demand of the year 1912 with the creation of the Higher School of Agriculture, covering at first the courses of Veterinary Medicine and Agronomy. In 1940, through State Decree No. 1,741/1947, the creation of this institution was made official, uniting the schools described above and the Agrotechnical School and the Course of Magisterium of Rural Domestic Economy.

However, only in 1955 the University was federalized, through Federal Law No. 2,524. With decree no. 60,731/1967, the institution acquired its official name (ARRUDA, 2011). In the current design of its institutionality, the University has its rectory and its main campus located in the capital, but also extends throughout the state, containing Units in the municipalities of Garanhuns, Serra Talhada, Cabo de Santo Agostinho and Belo Jardim. The Garanhuns and Serra Talhada Units, created respectively in 2005 and 2006, are the fruits of the expansion project broken down in the present work.

In relation to UNIVASF, its creation refers to Law No. 10,473/2002 (BRASIL, 2002) as a way to internalize Higher Education, but its effective implementation derives from 2004. In the beginning, the University contained its headquarters in the municipality of Petrolina (PE) and two campuses in: Juazeiro (BA) and São Raimundo Nonato (PI). In 2007, he was raised to a unit also in Piau , near Serra da Capivara. With REUNI, in 2008, two more campuses are built: one more in the city of Petrolina and another in Senhor do Bonfim (BA). Finally, in 2014 and 2017, the University Council (Conuni) and the Ministry of Education (MEC) approved the creation, respectively, of the Units in the city of Paulo Afonso (BA) and Petrolina (PE).

From Law No. 13,651/2018 (BRASIL, 2018), the process that culminated in the autonomy of UFRPE began, creating UFAPE, from the shutdown of the Unit of the city of Garanhuns. In 2021, the Institution presents seven undergraduate courses, one specialization in agrarian issues and five master's courses.

This scenario of Higher Education in Pernambuco is the result of changes that the country has experienced in the recent past, characterized by the political project described, which encompassed a strong expansion of vacancies and enrollments in public institutions and that brought effects on infrastructure and teaching conditions, just observe the creation of new buildings, centers and courses and the insertion of new students, that still reflected after the deadline of the policies studied (UFPE, 2012, 2013).

As the delimitation of the work are the UFs, it was found that the process suffered by the four Universities (UFPE, UFRPE, UFAPE and UNIVASF) contributed to redesign the

geographical space of higher education, either through the process of internalization of public universities, the offer of graduations in semi-face-to-face modalities or distance and access and permanence policies.

As mentioned, the study was delimited at UFPE due to its national/local, social and scientific relevance, as well as internal clashes in the preparation of the REUNI. During the second decade of the 21st century, the institution is one of the best in teaching (undergraduate and graduate) and research, being the 14th best University in the country. At the international level, the institution is among the 1,000 best in the world, according to The World University Rankings (2018).³

Still on the institution's website, when researching mission, values and vision, it is possible to ascertain that there is a historical tradition that goes beyond employability, but that turns to social insertion. In this context presented, the University has an emancipatory worldview, in which values such as otherness, justice, human dignity, the right of peoples, freedom and cultural differences are priorities.

This said, the REUNI was a milestone in the history of the UFs, since this policy compacted to restructure, expand and internalize Higher Education. In the specific case of UFPE, it contributed to the weakening of the elite university's argument and its coastal cartography, allowing the internalization process. Therefore, it is unique to conduct studies on this Program and deal with its implications for the development of this institution.

Also, on the UFPE, it is possible to verify that there were disorders in the implementation of the Program, since a portion of the students of the academic community, in 2007, mobilized an occupation to the Rectory, claiming that the REUNI would bring the precariousness of academic activities, affecting, mainly, the condition of the teaching work⁴. Therefore, a case study that problematizes this theme becomes pertinent.

Conditions of teaching work and the REUNI: elements for the debate

Among the elements most criticized in the implementation process of the REUNI, are the effects on the conditions of the teaching work. In 2007, the National Union of Higher Education Teachers (ANDES) highlighted that REUNI would bring precariousness to federal universities. These criticisms persist in the present time. Pachane and Vitorino (2015),

³ Available in: <https://www.ufpe.br/institucional/a-instituicao>. Access on: 14 Jan. 2021.

⁴ Available in: <https://www.tribunapr.com.br/noticias/brasil/reitor-da-ufpe-tenta-liberar-predio-ocupado-por-estudantes-contr-o-reuni/ehttps://extra.globo.com/noticias/brasil/pelo-menos-quatro-universidades-federais-sofrem-com-ocupacoes-em-protesto-contr-o-reuni-717256.html>. Access on: 09 Jan. 2021.

Andrade, Lucena and Barleta (2018), among others, point to the increase of precarious conditions of teaching work as the capital point of criticism of the Program. The most prominent thesis in these analyses was the student/teacher ratio (RAP) that changed from 12/1 to 18/1.

ANDES stressed that the process of intensification of RAP strengthened the productivist and business concept in the UFs, which would focus on quantitative results (insertion of more students in the undergraduate courses in person or increase the number of graduates), while the tripod teaching, research and extension would be impaired.

Corroborating ANDES, Pachane and Vitorino (2015), Guimarães and Lima (2017), also criticize the 18/1 RAP ratio, claiming a qualitative interference in the teaching work. Complementing the comments of critics to some elements of REUNI, Andrade, Lucena and Barleta (2018) raise the argument that the REUNI would bring greater mechanization in the student/teacher relationship, affecting the qualitative aspects of didactics in the classroom.

The criticisms of these authors go further, as they problematize Interministerial Ordinance MEC/MPOG No. 22, of April 30, 2007 (BRASIL, 2007b). The authors point out that the ordinance created a bank of equivalent teachers and a strategy for hiring substitutes, knowing that this bank represents all effective teachers and substitutes of universities, establishing a possibility of rapid replacement of effective teachers by substitutes.

It is also noteworthy the difference between the two types of hiring teachers, because the substitute's employment contract limited him to teaching only classes. On this, the ANDES union already brought a criticism in 2007:

The substitute teacher may not assume administrative positions, develop or guide research, nor submit or coordinate projects. These tasks are being accumulated by an increasing number of effective teachers (ANDES, 2007, p. 25, our translation).

This problem of new forms of hiring teachers was also guided by Nishimura (2012), when conducting a case study of the Federal University of Rio Grande do Sul (UFRGS). In 2011, President Dilma Rousseff made budget cuts of 50 billion reais, reaching the education portfolio of 3 billion reais, which contingency to UFRGS in hiring 100 effective teachers, agreed in the Agreement of goals of REUNI with the UFs. To fill the deficit, selective processes were created for temporary teachers, with characteristics similar to the contracts of substitute teachers.

The possibility of temporary contracting takes place since 1993, with the creation of Federal Law No. 8,745 (BRASIL, 1993), but should take place as a temporary character in

order to attend exceptional public events (environmental disasters, epidemics, etc.). However, the Dilma Government created Provisional Measure No. 525/ 2011 with an item "X" (tenth), adding up the list of exceptional public events:

admission of a teacher to meet demands arising from the expansion of federal educational institutions, respecting the limits and conditions set in a joint act of the Ministries of Planning, Budget and Management and Education (BRASIL, 2011, item X, our translation).

This problematization refers to the Marin (2010) placements on the new categories of workers, especially temporary ones, as a way of representing the precarious and intensification of working conditions. Intensification can be seen as an element of precarious process, being represented by the need to meet a greater number of demands in less time (SANTANA, 2018).

Other case studies also include previous problems, such as the journal of the Association of Professors of the Federal University of Espírito Santo (ADUFES, 2011), which brought placements of professors who demanded confidentiality in their work complaints.

The reports mainly addressed bullying. In one case, the professor was reluctant as head of department to accept teaching disciplines for more than a period when they were unrelated to his area of training: "When I was reluctant to teach a discipline that was unrelated to what I taught, he said that those who are in the probationary stage do not have the right to choose subjects, gives classes of whatever the department needs" (ADUFES, 2011, p. 1, our translation).

Authoritarianism can also be seen on other occasions in the newspaper when they expose a speech by a professor of the Federal University of Amazonas: "The rector of my university even issued a measure prohibiting teachers from leaving the municipality without communicating it, which ended up being overturned by the struggle of the category" (ADUFES, 2011, p. 1, our translation).

Ribeiro, Dantas and Silva (2014) address that the process of quantitative increase of students without the corresponding effective increase of technical servants and teachers, added to an extra journey, through the invasion of private life by work at home, accentuated by new information technologies, precarious the teaching work. They also portray that the teacher absorbs the characteristics of an apparently productive subject.

In the same research, through interviews with teachers, the data collection revealed that the issue of infrastructure was a relevant factor in the criticisms about the REUNI. In the

journal of ADUFES (2011), it is also possible to investigate the problem of infrastructure related to the working conditions of teachers, as well as in the dossier of ANDES (2013) regarding the precariousization of this work role.

The dossier cites several cases, among them, a specific deal about the University Pole of Rio das Ostras, one of the seven *campuses* of the Fluminense Federal University (UFF). The funds from REUNI became extinguished in 2010, with this, works had to be paraded, affecting the work and health of teachers:

We have difficulty in attending the pedagogical project with the improvised facilities. Lack of auditorium, adequate laboratories, etc. There is no space to achieve the completeness of university life, as spaces for research meeting and extension project. The characteristic of provisionality puts the condition of chronic irresolution, leading even some teachers to illness for not being able to perform their work activities in the expected quality", notes the professor of the Interdisciplinary Department (RIR), Ramiro Dulcich. (ANDES, 2013, p. 10-11, our translation).

Ribeiro, Leda and Silva (2015) corroborate the ANDES, as they also interviewed professors from the Fluminense Federal University and observed problems reported in the *campi* of Rio das Ostras and Nova Friburgo. These authors identified health-related problems, as well as the sudden growth of students compared to teachers.

These same researchers also covered three other Universities: Federal University of Maranhão (UFMA), University of Brasília (UnB) and Federal University of Tocantins (UFT). The authors point out that even with several UFMA campuses already existing before the 1980s, the effective expansion will be perpetuated after 2007, with REUNI.

Ribeiro, Leda and Silva (2015) point out that a disorderly growth was observed in the institution, which generated a growth of 63.8% in the number of students in face-to-face undergraduate courses, while the increase in the number of effective teachers was 43.3%. Regarding UnB, the researchers point out that there was already a proposal for pre-REUNI expansion, so the program launched in 2007 served to complement the proposal.

Six years after the UnB/REUNI pact, physical growth and a large increase in vacancies were observed. In this context, the problematization turned to the lack of planning and dialogue with the academic community to develop the goals. This generated problems such as unfinished works and overcrowded or empty rooms.

About UFT, the researchers rescued the pre-REUNI process, arguing that the institution underwent a transitory process between the institutional heritage coming from the

State University of Tocantins and the adaptation of the University to the new management model.

These authors highlight that these "management transmutations" have been requiring an extra effort from the staff in general, and the infrastructure is an element considered as precarious by the faculty. Teachers who also complain about the increased demand for work; the exaggeration of teachers' workloads and the scarcity of resources. Contemplating the previous cases, Ribeiro, Leda and Silva (2015, p. 162, our translation) still collect the following data:

The figures for the expansion of IFES (2007/2012) point to an increase of 71.5% of undergraduate vacancies (139,875 in 2007, to 239,942 in 2012), against 47.5% of the number of teachers (45,849 in 2007, 67,636 in 2012) and 10.7% of technical-administrative (88,801 in 2007, to 98,364 in 2012), which corroborates the thesis of intensification of work (SGUISSARDI; SILVA JÚNIOR, 2009) identified in the aforementioned studies on REUNI at UFMA, UnB, UFT and UFF.

Even if the academic literature on the subject reveals the existing precariousness of the teaching working conditions, one cannot forget the local context in which the educational policy was implemented, since it suffers unique interferences from it.

For this reason, the work is based on the assumption of the theoretical-methodological construction of the policy cycle (BALL; BOWE, 1992; BALL, 1994.) Ball and Bowe (1992) theorized that there are five contexts that interrelate in the policy cycle: context of influence; context of the practice; context of text production; context of results and effects; context of the political strategy.⁵

These contexts will present peculiar macro (since the creation at national policy level) and micro (regional and local clashes where policies will be implemented). Thus, it was possible to ascertain that there is no homogeneity in the implementation of a policy and a program, because from its creation to its implementation and its results, it goes through several specific elements.

Taking as an example the REUNI, it was observed that authors (RIBEIRO; LEDA; SILVA, 2015; RIBEIRO, DANTAS; SILVA, 2014; NISHIMURA, 2012; ANDRADE; LUCENA; BARLETA, 2018) criticized the development and implementation of the Program in several UFs, however, the case study of this article brought elements that complexed this national literature, since the data analysis presented peculiarities of the local context of UFPE.

⁵ For a deeper look at these contexts, read the following authors: Ball and Bowe (1992); Ball (1994); Mainardes (2006).

REUNI and conditions of teaching work at the Federal University of Pernambuco

To obtain the answers of the case study, a group of teachers from the humanities department was interviewed. As an aid for the interview, a picture of questions was constructed. The table was based on the quantitative data of the teaching union of the institution (Association of Teachers of UFPE - ADUFEPE), contemplating the conditions of the teaching work in 2013. It is worth noting that this picture also arises from the construction of Marin's theory (2010), because it is understood that conditions of teaching work are the whole exercise of the teacher's functions. That is, this set implies both physical and psychological conditions.

Table 1 – Frame of reference for analysis of the conditions of teaching work

Categories	Infrastructure
	Teaching staff
	Students
	Administrative technical staff
	Teacher autonomy as a researcher and educator
	Teacher health

Source: Prepared by the authors (2021)

Regarding the infrastructure, most of the teachers interviewed highlighted partial improvements. One fraction claimed that it did not notice any difference, while the other pointed out that there was a slight worsening. The improvement, it is worth noting, came from the creation of new buildings, the modernization of pedagogical aid material, among other factors. One of the criticisms that arises on the issue of infrastructure does not come from the REUNI in particular, but from the way the bureaucracy of the institution handled the financial resources. About this, one of the teachers reported:

The trend was with THE REUNI, because we had the resources for REUNI to make this improvement, and all projects were well done. And we had money to do that. But then what happens? The money is there, but you have to use the money with [...] a legislation of its own for this, it is a public money. And for you to make public money have to make a bid, because you have to enter a bidding database to be able to do. I did the project; I think I did a multimedia lab for the museology course that was fantastic. If you look at the project, you'll see that cool, within the resources I had to do. Happened? No. Why is that? Inefficiency of the people who make the bids and purchases (Professor 01).

This fragment raised is the result of the construction of policy cycle contexts, pointing out that the practice of a policy can be affected by the authors who apply them. Ball and Bowe (1992) already pointed out that, in the context of practice, policymakers do not have the decision-making power of what will be done, so it is up to local agents to stop the clashes. In this respect, the organizational structure of the institution was highlighted in the development of the REUNI, since the problem was not the money, but the operationalization of it.

In relation to the increase in the faculty, another element very highlighted in the national literature, it is possible to observe some problems in the interviewees' arguments. One of the teachers pointed out:

I think it improved partially because we still needed an increase in the number of teachers, right? And a larger, as I can say, more systematic support for training support since we hired people with only master's degrees. And when we released them to do the doctorate, we do not always have the support they need (Professor 05).

Here, it is possible to interpret that the REUNI contributed with a quantitative increase in teachers, not necessarily qualitative (since many teachers were masters and were still in training). And this became a quantitative hindrance, while these new teachers sought to specialize. Questioning whether these new teachers corresponded to the category of "temporary workers" (MARIN, 2010), another interviewee answered that there were competitions, but there was an overload (although limited to the scenario of the national literature):

You have a teacher overload, although they have opened many contests still have some teacher burden in relation to: teaching more classes or having more students in the classrooms. But it's not as much as we thought it was going to be, right? (Professor 06).

This speech coincides with a citation taken from the Document of ADUFEPE (2013, p. 4), when raising the main complaints of teachers: "the lack of teachers has generated overload and accumulation of activities".

Still on the same theme, Professor 02 presented:

In terms of faculty, we have partially improved. Because I believe i could have grown even more the amount of faculty available due to the expansion of the university. Did he get better? Yes! This could be like an idea that it partially worsened if I were to say that we had fewer teachers for the amount of people involved. But I think it got better because it got a lot more teachers, even if they had an increase in the relationship between students and teachers.

What is described in the statements is that the partial improvement came from an increase in the number of teachers, however, it is worth mentioning that, even with these new hires, the problems raised by the authors of the previous section (PACHANE; VITORINO, 2015; ANDRADE; LUCENA; BARLETA, 2018; RIBEIRO; DANTAS; SILVA, 2014, among others) may still be noticeable. In other words, higher demands generated overloads in teachers, which affected their working conditions.

Talking about conditions of teaching work means addressing RAP, which includes the student category (Chart 01). Most of the interviewees pointed out or that the growth in the student staff was beneficial, since there was a difference in diversity and social inclusion. The increase in RAP was not a major obstacle to be observed. From these statements, we return to dialogue with Sguissardi (2006), because the author pointed out that the Lula Government sought to insert marginalized social groups within the UFs, dialoguing with the PNE.

Only one teacher pointed out the worsening of the students' staff, however, did not mention the quantitative increase in RAP, but referred to the quality of the student. In other words, their technical and scientific capacity. This placement corroborates the new clashes that intensified within the university communities, the new faces collided with a structure that was not accustomed to them.⁶

Continuing the analysis of table 01, on the technical-administrative staff, most of the interviewees point out or that the REUNI did not bring many changes in the context of the institution studied. It is worth noting that some teachers pointed out that the lack that the continuous deficit of administrative technicians (going through decades) corroborates the

⁶ Available In fashion: <https://www.unicamp.br/unicamp/ju/noticias/2019/11/19/racismo-no-mundo-academico-um-tema-para-se-discutir-na-universidade> and <https://noticias.uol.com.br/reportagens-especiais/cotistas-e-ex-cotistas-relatam-preconceitos-e-dificuldades-na-universidade-publica/#cover>. Access on: 05 Jun. 2021.

intensification of the teacher's work, since the teacher ends up accumulating more attributions. About this, one can highlight the speech of the teacher 03:

We had some positive surprises in the secretariat, especially. Other aspects are less, but our problems with administrative technical staff in parts remain the same, but fortunately some very positive experiences in the secretariat.

Professor 05 was what deepened in the criticism of the technical-administrative staff:

[THE REUNI] didn't affect anything. It did not affect because we continue with employees in small quantity, still without having an adequate division of responsibility and assignments and activities that the employee has to do. And we still don't have the slightest rigor about their faults that are constant, leaving us all in hand. And also, it was not thought at any time to create a specific management or specific head for employees, teacher is not to head employee! We in the coordination activity is to work with pedagogical issues and not with administrative activities.

Professor 04, however, comes to a similar conclusion to teachers 05 and 02, but brings a more positive approach:

The administrative technical staff also think that [the REUNI] has not affected anything. It's the same people who've been taking the university on their backs and who've been working like crazy. Of course, there are always those people who work less, the leadership does not have the same control over the employee or who are employees who practically do not work because they have union activities. But it always happens, it's a heavy structure, but most are all very good people and the University owes them a lot. I don't see that the REUNI has changed anything about that.

Another element pointed out by teachers as persistent after the REUNI was the autonomy of the teacher as a researcher and educator. Teachers 02, 03 and 04 observe that the REUNI did not affect the free exercise of their activities, because they quietly planned their research activities and their pedagogical/didactic material. Teachers 05 and 06, on the other year, said that autonomy decreased.

It is worth highlighting, however, in this regard, the argument presented by professor 06: "It is not the REUNI, do you understand? You have more demand from all sides: CNPq, Capes, University because of REUNI! It is the period of expansion in general, with policies that are in vogue." The placement of professor 06 is in line with the economic construction that the world has framed after the 1980s. With the crisis of Capitalism and the rise of neoliberalism, the State has undergone reforms that have affected/affect various instances, which includes higher education.

Ball (2001) deals with new technologies of social control through the new conception of the State, which are: efficiency, quality and effectiveness of services. From this point on, the policies generated are affected by all this logic, which is not only restricted to the REUNI, but to a whole conjuncture of the 21st century.

Thinking about this conjuncture and how the policy cycle is directly influenced, teachers also raised some positions on their health. While two teachers pointed out that the REUNI contributed directly to higher charges that affected health, three individuals did not observe changes from the REUNI, since these new pressures were already being built over the previous years.

The statements of the teachers of the present case study brought a greater complexity to the debate about conditions of teaching work/REUNI, pointing out that the relationship precariousness/intensification occurred, and still gives, a conjuncture construction. In this analysis of the REUNI at UFPE, some negative elements similar to that of the national literature were perceived. On the other hand, the teachers' perception pointed out that the positive balance should not be neglected. For example, RAP, one of the elements most criticized by the authors surveyed (PACHANE and VITORINO, 2015; GUIMARÃES and LIMA, 2017, etc.) was seen as positive by the professors of the case study, since the quantitative increase brought a qualitative improvement: diversity and insertion of marginalized social groups.

Final remarks

This article aimed to evaluate the effects on the conditions of the teaching work taking as reference the implementation of the REUNI at the Federal University of Pernambuco.

At first, the scenario of the Federal Universities in the State of Pernambuco was characterized, composed of UFPE, UFRPE, UNIVASF and UFAPE, highlighting its historical, geographical aspects and the insertion of the REUNI Program in the environment of operation of these institutions.

Also in this first moment, attention was drawn to the case of UFPE, punctuating its creation project, its initial coastal cartography, the internalization process and its local, regional and national insertion. The choice for this institution for the case study was because it is the oldest and most relevant UFs in the region, as well as due to the tensions that occurred during the implementation of the REUNI.

In a second moment, the article reflected and understood the nuances of the national debates on REUNI and the conditions of teaching work. It is worth noting that even with considerable homogeneity in the authors' discourse on the subject, Ball and Bowe's policy cycle was used to counter the arguments at first. That is, there is no homogeneity in the implementation of a policy and a program, since its implementation and its results may present peculiarities.

In a third moment, finally, from the data collected and interpreted in the context of UFPE and triangulated with the national academic literature, it was possible to affirm that the case of the analyzed University can bring greater complexity to the problematization of this program, opening possibilities for new research, since the findings indicate that the relationship between precariousness and intensification is made by a conjuncture construction.

REFERENCES

ADUFEPE. **Condições do trabalho docente**. Recife, PE: ADUFEPE, 2013.

ADUFES. **Novos professores destacam problemas enfrentados nas universidades**. Vitória, Espírito Santo, 2011. Available in: https://wp.adufes.org.br/wp-content/uploads/2013/06/jornal_mensal_marco_web.pdf. Access on: 10 Jan. 2021.

ANDES. Sindicato Nacional dos docentes das instituições de Ensino Superior. **As novas faces da reforma universitária do governo Lula e os impactos do PDE sobre a Educação Superior**. Brasília, DF: ANDES, 2007. Available in: <http://www.anped11.uerj.br/novas%20faces%20reforma%20universitaria.pdf>. Access on: 16 May 2021.

ANDRADE, A. C.; LUCENA, C.; BARLETA, I. A. A precarização do trabalho, o REUNI e o novo desenvolvimentismo. **Revista HISTEDBR On-line**, Campinas, v. 18, n. 1, p. 234-257, 2018. Available in: <https://periodicos.sbu.unicamp.br/ojs/index.php/histedbr/article/view/8645868/17924>. Access on: 20 Mar. 2021.

ARRUDA, A. L. B. **Expansão da Educação Superior: Uma análise do programa de apoio a planos de reestruturação e expansão das Universidades Federais (REUNI) na Universidade Federal de Pernambuco**. 2011. Tese (Doutorado em Educação) – Universidade Federal Pernambuco, Recife, 2011. Available in: <https://repositorio.ufpe.br/handle/123456789/3825>. Access on: 14 Fev. 2021.

BALL, S. J. Diretrizes políticas globais e relações políticas locais em educação. **Currículo sem Fronteiras**, v.1, n. 02, p. 99-116, 2001. Available in: <https://gestaoeducacaoespecial.ufes.br/sites/gestaoeducacaoespecial.ufes.br/files/field/anexo/ball.pdf>. Access on: 10 Jul. 2020.

BALL, S. J. **Educational reform: A critical and post-structural approach.** Buckingham: Open University Press, 1994.

BALL, S. J.; BOWE, R. Subject departments and the “implementation” of National Curriculum policy: an overview of the issues. **Journal of Curriculum Studies**, London, v. 24, n. 2, 1992. Available in: https://www.researchgate.net/publication/248986176_Subject_Departments_and_the_Implementation_of_National_Curriculum_Policy_An_Overview_of_the_Issues. Access on: 21 Jun. 2020.

BRASIL. **Lei n. 8.745, de 9 de dezembro de 1993.** Dispõe sobre a contratação por tempo determinado para atender a necessidade temporária de excepcional interesse público [...]. Brasília, DF: Presidência da República, 1993. Available in: https://www.planalto.gov.br/ccivil_03/leis/L8745cons.htm. Access on: 16 Aug. 2022.

BRASIL. **Lei n. 10.473, de 27 de junho de 2002.** Institui a Fundação Universidade Federal do Vale do São Francisco. Brasília, DF: Presidência da República, 2002. Available in: https://www.planalto.gov.br/ccivil_03/leis/2002/110473.htm. Access on: 16 Aug. 2022.

BRASIL. **Decreto Presidencial n. 6.096, de 24 de abril de 2007.** Institui as Diretrizes do Programa de Apoio a Planos de Reestruturação e Expansão das Universidades Federais – REUNI. Brasília, DF: Presidência da República, 2007a. Available in: http://www.planalto.gov.br/ccivil_03/_ato2007-2010/2007/decreto/d6096.htm. Access on: 10 Jan. 2019.

BRASIL. **Portaria normativa interministerial n. 22, de 30 de abril de 2007.** Brasília, DF: MEC, 2007b. Available in: http://portal.mec.gov.br/arquivos/pdf/professor_equivalente.pdf. Access on: 12 Aug. 2022.

BRASIL. **Medida provisória n. 525, de 14 de fevereiro de 2011.** Altera a Lei nº 8.745, de 9 de dezembro de 1993, no tocante à contratação de professores. Brasília, DF: Presidência da República, 2011. Available in: https://www.planalto.gov.br/ccivil_03/_ato2011-2014/2011/mpv/525.htm. Access on: 16 Aug. 2022.

BRASIL. **Lei n. 13.651, de 11 de abril de 2018.** Cria a Universidade Federal do Delta do Parnaíba (UFDPAr), por desmembramento [...]. Brasília, DF: Presidência da República, 2018. Available in: https://www.planalto.gov.br/ccivil_03/_ato2015-2018/2018/Lei/L13651.htm. Access on: 16 Aug. 2022.

GUIMARÃES, M. C. R.; LIMA, D. F. Notas sobre a implantação do REUNI no sertão paraibano: Dez anos depois. *In*: ENCONTRO INTERNACIONAL DE POLÍTICA SOCIAL 5.; ENCONTRO NACIONAL DE POLÍTICA SOCIAL, 12., 2017, Vitória. **Anais [...]**. Vitória, ES: UFES, 2017. Available in: <https://periodicos.ufes.br/einps/article/view/16470/11331>. Access on: 05 May 2021.

INEP. Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira. **Sinopses estatísticas da Educação Superior 2019 – graduação.** Brasília, DF: INEP, 2020. Available in: <http://inep.gov.br/sinopses-estatisticas-da-educacao-superior>. Access on: 10 Jul. 2021.

MAINARDES, J. Abordagem do ciclo de políticas: Uma contribuição para a análise de políticas educacionais. **Educação & Sociedade**, Campinas, v. 27, n. 94, p. 47-69, 2006.

Available in:

<https://www.scielo.br/j/es/a/NGFTXWNtTvXyTcQHcJFyhsJ/?format=pdf&lang=pt>. Access on: 08 Jan. 2021.

MARIN, A. J. Precarização do trabalho docente. *In*: OLIVEIRA, D. A.; DUARTE, A. M. C.; VIEIRA, L. M. F. **Dicionário: Trabalho, profissão e condição docente**. Belo Horizonte: UFMG/Faculdade de Educação, 2010.

NISHIMURA, S. P. **A precarização do trabalho docente como necessidade do capital: Um estudo sobre o REUNI na UFRGS**. 2012. Dissertação (Mestrado em Educação) –

Universidade Federal do Rio Grande do Sul, Porto Alegre, 2012. Available in:

<https://www.lume.ufrgs.br/handle/10183/61741>. Access on: 19 Feb. 2021.

PACHANE, G. G.; VITORINO, B. M. A expansão do Ensino Superior no Brasil pelo programa REUNI: Democratização da formação universitária ou apenas uma ambivalência legal? **Poiesis**, Santa Catarina, v. 9, n. 16, p. 438-456, 2015. Available in:

<http://www.portaldeperiodicos.unisul.br/index.php/Poiesis/article/view/3114>. Access on: 07 Feb. 2020.

RIBEIRO, C. V. S.; DANTAS, R. O.; SILVA, S. C. A expansão da educação superior nas IFES: Repercussões no trabalho docente. **Revista Cocar**, Belém, v. 8, n. 16, p. 81-93, 2014.

Available in: <https://periodicos.uepa.br/index.php/cocar/article/view/370>. Access on: 08 Feb. 2020.

RIBEIRO, C. V. S.; LEDA, D. B.; SILVA, E. P. E. A expansão da educação superior pública e suas implicações no trabalho docente. **Revista Educação em Questão**, Natal, v. 51, n. 37, p. 147-174, 2015. Available in:

<https://periodicos.ufrn.br/educacaoemquestao/article/view/7175>. Access on: 11 Jan. 2020.

SANTANA, K. C. **As condições de expansão da Universidade Federal de Viçosa e de implementação do programa de apoio a planos de reestruturação e expansão das**

Universidades Federais (REUNI) e suas repercussões no trabalho docente. 2018. Tese (Doutorado em Educação) – Universidade Federal de São Carlos, São Carlos, 2018. Available in:

<https://repositorio.ufscar.br/handle/ufscar/10019>. Access on: 17 Apr. 2021.

SANTOS, Y. V. A. A. **Trabalho docente no contexto de expansão da educação superior:**

O caso do programa REUNI na Universidade Federal de Pernambuco. 2020. Dissertação (Mestrado em Educação) – Universidade Federal de Pernambuco, Recife, 2020. Available in:

<https://repositorio.ufpe.br/handle/123456789/39686>. Access on: 21 Mar. 2021.

SGUISSARDI, V. Reforma Universitária no Brasil – 1995-2006: Precária trajetória e incerto futuro. **Educ. Soc.**, Campinas, v. 27, n. 96, p.1021-1056, 2006. Available in:

<https://core.ac.uk/download/pdf/193104258.pdf>. Access on: 08 May 2020.

SILVA, A. L.; SANTOS, Y. V. A. A. A produção de dissertações e teses sobre o Programa REUNI entre 2009 e 2018. **Jornal de Políticas sociais**, Paraná, v. 14, n. 05, p. 1-23, 2020.

Available in: <https://revistas.ufpr.br/jpe/article/view/69942/40308>. Access on: 12 May 2020.

How to refer to this article

SILVA, A. L.; ALMEIDA SANTOS, Y. V. A. Program for the Restructuring and Expansion of the Federal Universities (REUNI): Analysis of the teaching work conditions at UFPE. **Revista on-line de Política e Gestão Educacional**, Araraquara, v. 26, n. 00, e022160, 2022. e-ISSN:1519-9029. DOI: <https://doi.org/10.22633/rpge.v26i00.15501>

Submitted: 10/08/2022

Revisions required: 15/09/2022

Approved: 22/10/2022

Published: 30/12/2022

Processing and publication by the Editora Ibero-Americana de Educação.
Correction, formatting, standardization and translation.

