


MULTICAMPI UNIVERSITIES UNEB AND UNEMAT: HISTORY, CURRENT AFFAIRS AND DISTRIBUTIVE FORMATIVE SOCIAL COMMITMENT

 <https://doi.org/10.56238/arev6n2-212>

Submitted on: 31/09/2024

Publication date: 31/10/2024

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ABSTRACT

This study aims to present two public, state and multi-campus universities, with their trajectories: one in the state of Bahia, the State University of Bahia (UNEB) and the other, the State University of Mato Grosso (UNEMAT) in Mato Grosso, Brazil. The methodology, of a qualitative nature, is based on the bibliographic review, especially on documentary analysis, for the understanding of the multi-campus institutional historical constitution, organization and functioning. Among the results, it is observed that the two institutions, by assuming the multi-campus, following a distributive vision, materialized in their respective territories, from the public policies outlined by the states of Bahia and Mato Grosso, the principle of democratization of access to higher education, establishing social commitments, achieving equal opportunities and seeking to overcome regional formative social inequalities. It is considered, therefore, that the multi-campus configuration analyzed in the two institutions is an organizational modality that favored the insertion of public university action in the Brazilian territory, together with regions that needed human training, territorial and socio-environmental development.

Keywords: Multicampi University. UNEB. UNEMAT. Equal Opportunities Policies. Higher Education.

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INTRODUCTION

The main objective of this study is to present two Brazilian public universities, state and *multicampus*, with their respective trajectories: one in the state of Bahia (Northeast region of Brazil) and the other in Mato Grosso (Midwest region of Brazil). As a basis, the study considers, from the reflection of institutional particularities, the *multicampus* configuration as an organizational modality that favored the materialization of public educational policies that sought the democratic and internalized insertion of public university education in the Brazilian territory, together with regions that demand human and socio-environmental development.

The first part of this work aims to: (a) situate the *multi-campus* organizational modality in the history of universities in the world and in Brazil; (b) to make considerations about the systemic articulations involved in the governance of *multi-campus* public universities and (c) to highlight contemporary challenges and perspectives that are presented to *multi-campus* public universities.

The second section analyzes the configuration and history of the State University of Bahia (UNEB), its multi-campus, trajectory and academic articulations, as well as its insertion throughout the Bahian territory and the commitment to the population.

The third part deals with the history of the University of the State of Mato Grosso (UNEMAT) and its origin as a *multi-campus* institution within a context of socio-spatial transformation of the state, as a way of embodying political actions, in order to provide access to training in higher education, meeting the needs of the various populations present in the territory.

Finally, the final considerations observe the institutional multicampia as a relationship and action of democratization of the university, due to the proximity to the popular strata and minorities of society that demand higher education. This text and reflections briefly presented here animate studies, reflections and deepening, such is the density of the field and the richness of issues derived from it.

THE MULTI-CAMPUS UNIVERSITY MODALITY IN THE WORLD AND IN BRAZIL

The multi-campus *modality* is an organizational configuration adopted by universities in several countries and that has been present since the beginning of the history of

universities. To illustrate, we highlight: (i) the University of Bologna⁴ (UNIBO), in Italy, founded in 1088, with five *campuses*, located in Bologna, Cesena, Forli, Ravenna, Rimini, as well as international headquarters in Buenos Aires, Brussels, New York and Shanghai. UNIBO has more than 80 thousand students and is considered the best prepared European university for the future; (ii) the University of Salamanca⁵ (USAL), in Spain, whose university title was conquered in 1218. USAL, with more than 30 thousand students, is structured in nine *campuses* distributed between Salamanca, Ávila, Zamora, Béjar and Villamayor, with 26 colleges and schools, 12 research centers, including the Center for Brazilian Studies, in addition to a Virtual campus; (iii) the National Autonomous University of Mexico (UNAM⁶), founded in 1910, became autonomous in 1945, present in 32 Mexican cities (six campuses in Mexico City/DF), 17 units in the metropolitan area of Mexico City/DF and six regional development centers in the states of Michoacán, Querétaro, Morelos, Baja California, Yucatán and Guanajuato, in addition to the international presence in the following countries: USA, Canada, Spain, China, Costa Rica, France, England, Germany and South Africa. UNAM has 349,515 students (204,191 in undergraduate degrees; 114,116 in bachelor's degrees, 30,310 in graduate studies and 898 for propaedeutics of the Faculty of Music), reaching, in 2019, more than 1 million direct beneficiaries through graduates, courses, workshops, seminars and conferences in person and at a distance.

In Brazil, there are also records of the *multi-campus* modality since the implementation of universities and their distribution across different regions of the national territory. To recompose this panorama, we circumscribe our approach to public universities (federal, state and municipal), considering the focus of this study; Thus, we did not include other forms of academic organization (federal institutes, university centers, colleges or schools of government).

To this end, we rely on data for the year 2020, released by the Higher Education Census⁷, as well as on the information contained in the e-MEC database, which allows the identification of the municipalities that house their units, *campuses* or university centers.

⁴ Maiores informações: <https://www.unibo.it/en>; <https://www.unibo.it/en/university/campuses-and-structures>; <https://www.unibo.it/en/university/campuses-and-structures/buenos-aires-campus> <https://www.unibo.it/en/university/campuses-and-structures/brussels-new-york-shanghai>

⁵ More information: <https://www.usal.es/>

⁶ Best information: <https://www.unam.mx/acerca-de-la-unam/unam-en-el-tiempo/cronologia-historica-de-la-unam>;

⁷ INEP. National Institute of Educational Studies and Research Anísio Teixeira (Inep). *Higher Education Census 2020*: statistical notes. Brasília, DF: Inep, 2022. Accessed on 3 Mar 2022.

This survey allowed us to visualize, temporally and spatially, the panorama of Brazil from our first universities to the year 2020.

It is important to clarify that the Higher Education Census informs⁸ the existence, in 2020, of 112 public universities and that the e-MEC database⁹ contains the registration of 114 accredited public universities, which is explained by the difference between the Census collection periods and/or the registration or publication of the regulatory acts of the universities in the e-MEC system. We emphasize that we chose to use the information from the e-MEC database (complementing it with other sources¹⁰), as this database includes the location of the units, *campuses* or centers by municipality.

The result, presented in Chart 1, groups, in the first column, the Brazilian universities existing until 1950 and, from now on, this time frame records, decade by decade, the emergence of new universities, by region, and indicates, in white, the universities that are presented, in the e-MEC, as non-multicampus :

⁸ INEP. National Institute of Educational Studies and Research Anísio Teixeira (Inep). *Higher Education Census 2020: statistical notes*. Brasília, DF: Inep, 2022. Accessed on 3 Mar 2022.

⁹ Base de dados e-MEC <https://emec.mec.gov.br/>

¹⁰ The reports released by the Higher Education Census <http://portal.inep.gov.br/censo-da-educacao-superior> do not bring the nominal list of universities, their organizational modality, spatial location, among other topics, nor do the e-government websites provide such information or, when they do, do not update them. The data presented were consulted in the E-MEC databases, available at: <https://emec.mec.gov.br/>; ANDIFES <http://www.andifes.org.br/#>; ABRUEM <http://www.abruem.org.br/>; <http://portal.mec.gov.br/pec-g/cursos-e-instituicoes> in addition to documentary research developed on state or university websites, such as projects or institutional reports (PDI, statutes, strategic planning, among others).

Chart 1 - Brazilian universities: multi-campus or not

| Until 1950 | Until 1960 | Until 1970 | Until 1980 | Until 1990 | Until 2000 | Until 2010 | Until 2020 | Region |
|-------------------------------------|------------------------------|---|----------------------------------|--------------------------------------|------------------------------------|---|--|------------|
| | UFPA | UFAM UNIFAP | | JOIN UFRR | UEPA UFT | UFAC UEA UFRA UERR UNITINS UEAP UFOPA | UNIFESSA UNIRG | NORTH |
| UFBA UFPE | UFC UFRPI UFPE UFRN | UFMA UEPB UFAL UFPI UERN UFS UEFS | UECE UESB | UEMA UNEB GRAPE URCA UPE | UESC UESPI UNEAL UNICISAL | UFCG UNIVASF UFRB UFERSA | UNILAB UFOB UFSB UFCA UEMASU UFAPE UFDPAR UNIVIMA | NORTHEAST |
| UFRJ USP UFRR UFMG UERJ | UFES UFJF | UFF UNICAMI UFSCAR UFOP UFV | UNITAL UNESF UFU UNIRIC | UEMG UNIMONTE | UFLA UNIFESP UENF | UFSJ UNIFEI USCS UFTM UFVJM UNIFAL UFABC | UNIVESF | SOUTHEAST |
| | UFG | UNB UFMS UFMT | | | UEMS UNEMAT UEG | FESURV UFGD | UFCAT UFR UFJ | CENTERWEST |
| UFRGS UFPR | FURE UFSC | UEPG FURG UFPEL UFSM | UEL EMU | UDESC | UNIOESTE UNICENTRO | UNESPAR UERGS UTFPR UENP UFCSPA UNIPAMP UFFS UNILA | | SOUTH |

Source: e-MEC, 2021.

The first step was then to identify the municipalities that are home to these 114 universities. An important result of this preliminary survey was to find that universities are rapidly changing their organizational structures with the introduction of technologies applied to the field of education, notably with the offer of courses and various academic activities in the distance learning modality, especially through the Program Open University of Brazil (UAB), which expands to several municipalities in the national territory. The organizational arrangements, therefore, began to incorporate the notion of pole and are no longer restricted to academic and/or administrative units of a university campus based in municipality(ies).

Thus, if the presence and quantity of *multi-campus* universities throughout history was already significant before, today, these changes are surprising. According to the records in the e-MEC database, only 8 universities¹¹ (UEAP/Macapá/AP, UFAPE/Garanhuns/PE, UFDPAR/Parnaíba/PI; UEFS/Feira de Santana/BA, UESC/Ihéus/BA, UNCISAL/Maceió/AL, UFCAT/Catalão/GO and UFGD/Dourados/MS) are headquartered in a single municipality and do not offer courses or other activities, through EAD and/or UAB, aimed at geographic spaces different from their locational base; the others (106 universities) either declare themselves *multicampi* and or are present in one or more municipalities.

In the following list, this set of universities is presented by region and administrative linkage, marking, in parentheses, those that are not characterized or do not identify themselves as *multicampuses*:

North Region: 16 public universities, 11 of which are *federal*: UFAC, UFAM, UFOPA, UFPA, UFRA, UFRR, UFT, UNIFAP, UNIFESSPA, UNIR and UNITINS; 4 *state championships*: UEA; (UEAP), UEPA and UERR; and 1 *municipal*: UNIRG.

Northeast Region: 36 public universities, 20 of which are *federal*: UFAL, (UFAPE), UFBA, UFC, UFCA, UFCG, (UFDPAR), UFERSA, UFMA, UFOB, UFPB, UFPE, UFPI, UFRB, UFRN, UFRPE, UFS; UFSB, UNILAB and UNIVASF; and 16 *state universities*: UECE, (UEFS), UEMA, UEMASUL, UEPB, UERN, UESB, (UESC), UESPI, (UNCISAL), UNEAL, UNEB, UNIVIMA, UPE, URCA and UVA.

Midwest Region: 12 public universities, 8 of which are *federal*: (UFCAT), UFG, (UFGD), UFJ, UFMS, UFMT, UFR and UNB; 3 *state*: UEG, UEMS and UNEMAT; and 1 *municipal*: FESURV.

Southeast Region: 29 public universities, of which: 22 *federal*: UFABC, UFES, UFF, UFJF, UFLA, UFMG, UFOP, UFRJ, UFRRJ, UFSCAR, UFSJ, UFTM, UFU, UFV, UFVJM, UNICAMP, UNIFAL, UNIFEI, UNIFESP, UNIRIO, USCS and USP; 6 *state*: UEMG, UENF, UERJ, UNESP, UNIMONTES and UNIVESP; and 1 *municipal*: UNITAU.

South Region: 21 public universities, 13 of which are *federal*: FURB, FURG, (UFCSPA), UFFS, UFPEL, UFPR, UFRGS, UFSC, UFSM, UNESPAR, (UNILA), UNIPAMPA, UTFPR; and 8 *state*: UDESC, UEL, UEM, UENP, UEPG, UERGS, UNICENTRO and UNIOESTE.

¹¹ Base de dados e-MEC <https://emec.mec.gov.br/>

This survey also proved to be extremely complex when it verified the diversity of *campuses* by university and the meanings attributed to the terms *multicampusi* and *campus*. Universities that declare themselves *multicampuses*, for example, (a) when they are based in the same municipality and call *university campus* the academic unit or group of academic units located in different neighborhoods; (b) because they have their headquarters in one municipality and, in another, their academic unit(s); (c) because they are present in several municipalities, with administrative and/or academic units; (d) because they have an 'advanced *campus*' and (e) because they are characterized as virtual universities, reaching broad territorial bases, configured as poles.

Thus, the *multi-campus* modality still poses a challenge, both conceptual and pragmatic, despite presenting itself as a consecrated model, present throughout the history of our universities, as well as in the various regions of Brazil, regardless of its administrative connection to the federal, state or municipal system.

From a pragmatic point of view, the *multicampus* university imposes reflections on university governance and management, even at a time, as now, when technologies attenuate distances and resignify physical and virtual spaces. The *multi-campus* modality emphasizes the direct implication of the university with the regional, urban and/or rural territory, given the interrelationship with different social, cultural, historical, economic realities, etc., constitutive of the very context(s) in which it is based.

The pragmatic dimension, in the action of developing the academic mission and promoting externalities, points to the possibilities of the *multi-campus* university to act on such realities and/or to limitations to its action, since it is also conditioned by the levels of development of its physical-locational bases.

THE UNIVERSITY OF THE STATE OF BAHIA: MULTICAMPIA, TRAJECTORY AND SYSTEMIC ARTICULATIONS

To begin the reflection on the university and its position within an educational system, it is worth remembering that the Federal Senate recently approved a ¹²bill that creates the National Education System (SNE), a kind of "SUS of education", on March 9, 2022. The idea is to establish collaboration between the federal, state and municipal education

¹² FEDERAL SENATE. *Approved in the Senate, the National Education System project goes to the Chamber*. Source: Senate Agency. Accessed on: March 09, 2023. Available at: <https://www12.senado.leg.br/noticias/materias/2022/03/09/aprovado-no-senado-projeto-do-sistema-nacional-de-educacao-segue-para-a-camara>

systems, which aims at the integration of public policies and educational actions of the Union, States, Municipalities and the Federal District. Among the objectives of the SNE are the universalization of access to quality basic education, the guarantee of adequate infrastructure for public schools and compliance with the national professional salary floor for public basic education teachers.

In the case of Bahia, the Bill on the creation of the State Education System is also in progress. These are legal provisions – as well as the Education Plans (in particular, the State Education Plan of Bahia) – that define levels of co-responsibility between Universities and the State, and that imply policies for basic education and for state universities, for the advancement of knowledge and the development of communities, municipalities and regions.

Therefore, contemporary problems confirm the *multi-campus* modality in its systemic dimension of university governance and management, of experience and articulation with multiple realities and problems faced by their communities, of knowledge production, and of the externalities that universities leave and or stimulate in their local and regional bases.

UNEB is a university that is part of the state system of higher education in Bahia, is included in the Constitution of the State of Bahia¹³, from 1989 – Art. 262, and is present in all regions of the state and in 26 of the 27 identity territories. UNEB¹⁴ emerged in the 1980s with a project conceived by Professor Edivaldo Machado Boaventura, who conceived it according to three dimensions: (1) qualification of basic and higher education systems, through teacher training and professional improvement; (2) expansion of educational opportunities, through the regional distribution of *university campuses* and (3) *commitment to the identities and cultural diversities of Bahia*.

Far from constituting a university from the gathering of isolated colleges or centers of higher education – a strategy often used in Brazil – according to Boaventura¹⁵, UNEB was the result of a project whose institutional design was based on experiences developed by national (UNESP was one of these references) as well as international educational systems and modalities:

¹³ BAHIA. Constitution of the State of Bahia (October 5, 1989). *Official Gazette [of] the State of Bahia*, Salvador, undated.

¹⁴The University of the State of Bahia (UNEB) was created by Delegated Law No. 66, of June 1, 1983 and authorized by the federal government, according to Decree No. 92,937, of July 17, 1986 - *Official Gazette of the Union*, of July 18, 1986.

¹⁵ BOAVENTURA, Edivaldo Machado. Memory of a teacher and moments of the teaching career. *Revista da FAEBA – Educação e Contemporaneidade*, Salvador, v. 17, n. 29, p. 185-200, jan./jun., 2008.

I got to know the education systems not only in France, but also in Belgium, Italy and Switzerland; I got to know several Canadian universities, such as York, Toronto, Mc Guil, Laval, Montreal and Concordia; [...] Portuguese universities Coimbra and Lisbon, Iberian universities in short; University of Coimbra [...], University of Porto, [...]. I visited the University of Salamanca, from the inside, especially its rich library and the Center for Brazilian Studies [...]. On several occasions, I visited major universities such as Berkeley, Stanford, Los Angeles and San Diego. I had the chance to observe the state university systems, such as the State University of New York (SUNY), California and Pennsylvania, which influenced my decision to create a *multicampus* university, the State University of Bahia.¹⁶

It was also Professor Edivaldo Boaventura's¹⁷ record about the *multi-campus* modality in the UNEB regulatory act: "There is a particularity in the authorizing decree. Perhaps for the first time the expression '*multi-campus system*' has been used in a legal document." This is an important milestone, because, since then, the multi-campus modality has been associated with the systemic dimension.

UNEB's trajectory began in 1983, when it had 2,284 students, distributed among nine *campuses* (Salvador, Alagoinhas, Barreiras, Caetité, Jacobina, Juazeiro, Paulo Afonso, Santo Antônio de Jesus and Teixeira de Freitas), making a total of 31 higher education courses, with a teaching staff consisting of three doctors, 81 masters, 24 specialists and 123 graduates.¹⁸

UNEB reached 2018¹⁹ with 30 departments installed in 24 *campuses*, 33,861 students, 2,621 professors (905 doctors, 1,229 masters, 440 specialists and 47 graduates) and 1,485 technicians (2 doctors, 28 masters, 216 specialists, 545 graduates and 694 with up to high school); 130 face-to-face undergraduate courses (73 bachelor's degrees, 56 bachelor's degrees and 1 technological), 24 graduate programs (22 master's degrees, 5 doctorates). By including the courses offered in special undergraduate programs and distance learning courses, the University's presence expanded throughout the state.

In its journey, UNEB deepened the *multi-campus* concept: the term *multi-campus*, formulated by the former rector of UNEB, Professor Edelzuito Soares, announced the daily, academic and administrative dynamics of life at the University and its special academic, spatio-temporal and functional dimensions. With wide capillarity in the Bahian territory, UNEB has exceptional conditions of geographical-spatial insertion and differentiated

¹⁶ BOAVENTURA, Edivaldo Machado. Memory of a teacher and moments of the teaching career. *Revista da FAEBA – Educação e Contemporaneidade*, Salvador, v. 17, n. 29, p. 185-200, jan./jun., 2008, p. 193 - 196.

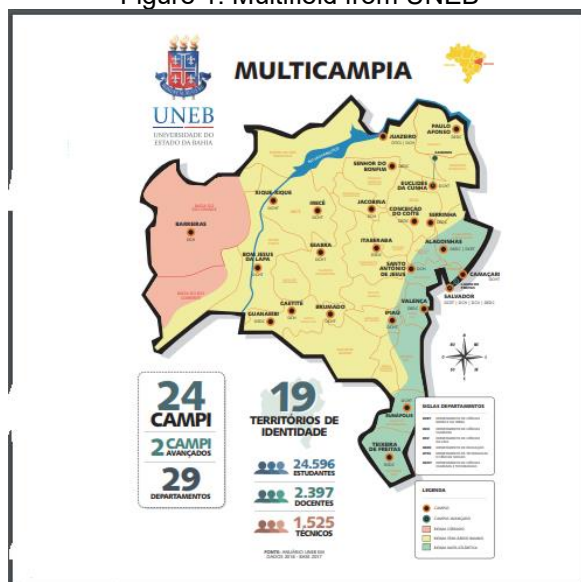
¹⁷ BOAVENTURA, Edivaldo Machado. Memory of a teacher and moments of the teaching career. *Revista da FAEBA – Educação e Contemporaneidade*, Salvador, v. 17, n. 29, p. 185-200, jan./jun., 2008, p. 71.

¹⁸ BOAVENTURA, Edivaldo Machado. *The construction of the Bahian university: objectives, missions and afrodescent*. Online. Salvador: Edufba, 2009.

¹⁹ UNIVERSITY OF THE STATE OF BAHIA. *UNEB Yearbook 2019*. Salvador, Bahia, 2019.

academic experience in dealing with management and educational, social, environmental problems, etc., faced by the municipalities.

Figure 1: Multifield from UNEB



Font: UNEB, 2022.

The presence of UNEB in the Bahian territory, from the perspective of the Territories of Identity, comprises the Metropolitan Territory of Salvador, Sertão do São Francisco, North Coast and Agreste Baiano, Sertão Produtivo, Sisal, Irecê, Piemonte Norte do Itapicuru, Piemonte da Diamantina, Itaparica, Extremo Sul, Recôncavo, Rio Grande Basin, Piemonte do Paraguaçu, Baixo Sul, Médio Rio de Contas, Velho Chico, Discovery Coast, Semi-arid Northeast II, Chapada Diamantina.

Enhanced by the *multi-campus configuration*, UNEB penetrated the semi-arid, the cerrado and the coast, in defense of basic and higher public education, committed to expanding access to university education, as well as promoting the inclusion of women, blacks, indigenous people, gypsies, lesbians, gays, bisexuals, transvestites, transsexuals, transgenders, LGBTQI+, people with disabilities, traditional communities and quilombolas, rural and water peoples, among others, in accordance with public policies that value democracy, inclusion, didactic and scientific autonomy and financial management.

Resuming a previous study,²⁰ we highlight the correctness of the perspectives of *the master* Edivaldo, based on two theses²¹ dedicated to UNEB, which addressed the relationship of the university with local development and with the training of teachers for the education systems. Written by public servants – a professor at a state university and a professor of basic education – they were even defended in doctoral programs at UNEB itself, and both had the presence of Professor Edivaldo on the respective examining boards: (a) Public financing of Bahian state universities: budget constraints, university expansion and local development (2013),²² authored by Cesar Barbosa²³, and (b) The presence of the State University of Bahia in local environments: the profile and professional insertion of its graduates²⁴, by Elisiana Rodrigues Oliveira Barbosa²⁵.

César Barbosa's thesis²⁶, carried out in 2013, confirmed the state university as a factor of significant weight for local development:

The dimension that most impacts the development potential of the municipality is the labor market for people with higher education. This means that the dynamics of the local labor market is an important factor in the fixation of the subject in the municipality where he completes his professional training. The probability of being employed in the municipality, combined with the chance of being employed in a formal activity, are fundamental conditions for attracting and retaining qualified labor. There is a strong association between the presence of a higher education institution and the potential for development. These institutions are based in spaces of moderate, high or high development potential, which allows us to say that there is a difference in the development potential in spaces where there is a public offer of higher education in relation to unassisted spaces. Although the labor market for people with higher education and social aspects are the dimensions that most impact the potential for local development, with 39.4% and 29.3% respectively, we cannot neglect the

²⁰ FIALHO, Nadia Hage. Edivaldo as an institutional builder, manager and proponent of educational public policies: a matter of justice and recognition. In: BAIARDI, Amílcar (Org.). *EDIVALDO MACHADO BOAVENTURA Multipurpose academic, institutional builder, manager and proponent of educational policies*. Salvador: Edufba, 2020. (p. 17-50).

²¹ Both theses – as well as many other studies provided by researchers from state universities – contain a much higher volume of data and qualified information than the one presented here.

²² Examining board: Edivaldo Machado Boaventura – UFBA, Elias de Oliveira Sampaio – UNEB, Silvio Humberto dos Passos Cunha – UEFS, Carla Liane Nascimento dos Santos – UNEB and Nadia Hage Fialho – UNEB (advisor).

²³ BARBOSA, Cesar. *Public financing of Bahian state universities: budget constraints, university expansion and local development*. 2013. 164 f. Thesis (Doctorate in Education and Contemporaneity) – Department of Education – State University of Bahia, Salvador, 2013. (p.111-112).

²⁴ Examining board: Edivaldo Machado Boaventura – UFBA/UNIFACS, Norma Lúcia Vídero Vieira Santos – UESC, Sérgio Henrique da Conceição – UNEB, Ivan Luiz Novaes/UNEB and Nadia Hage Fialho – UNEB (advisor).

²⁵ BARBOSA, Elisiana Rodrigues Oliveira. *The presence of the State University of Bahia in local environments: the profile and professional insertion of its graduates*. 2016. 211 f. Thesis (Doctorate in Education and Contemporaneity) – Department of Education – State University of Bahia, Salvador, 2016.

²⁶ BARBOSA, Cesar. *Public financing of Bahian state universities: budget constraints, university expansion and local development*. 2013. 164 f. Thesis (Doctorate in Education and Contemporaneity) – Department of Education – State University of Bahia, Salvador, 2013. (p.111-112).

contribution of the public offer of higher education, which accounts for 28.9% of the development potential.

At the same time, the doctoral studies of Elisiana Rodrigues Oliveira Barbosa²⁷ confirm Professor Edivaldo's perspective regarding the contribution of the state university to the education systems. The author noted the reach of UNEB in "[...] about $\frac{2}{3}$ of the Bahian territory",²⁸ and examined the training (2010 data) and labor (2014 data) instances, when UNEB trained 2,880 professionals, of which 1,854 graduated from undergraduate degrees (64.4%) and found that 1,126 of these graduates "[...] were occupying some teaching position in basic education institutions in 2014"²⁹ in the municipal, state and federal networks. The relevance of these findings goes further, as the author herself³⁰ expressed: "[...] if we took other years, there would not be a single area left without the registration of a UNEB graduate."

THE UNIVERSITY OF THE STATE OF MATO GROSSO IN THE CONTEXT OF THE TERRITORY

Located in the center of South America, the state of Mato Grosso (MT) is, in territorial dimension, the third largest in Brazil, representing 10.61% of the country's area, consisting of the biodiversity of the Pantanal (6.8%), Cerrado (39.6%) and Amazon Forest (53.6%) biomes. Due to the extension, there are municipalities and cities that are approximately 1500 km away from the capital. There are difficulties in access and precarious interconnection conditions, with many unpaved roads still. The state has 142 municipalities, and currently has 3,658,813 inhabitants³¹, which corresponds to approximately 1.7% of the national population, characterizing low population density and unequal distribution in the

²⁷ BARBOSA, Elisiana Rodrigues Oliveira. *The presence of the State University of Bahia in local environments: the profile and professional insertion of its graduates*. 2016. 211 f. Thesis (Doctorate in Education and Contemporaneity) – Department of Education – State University of Bahia, Salvador, 2016, p. 62.

²⁸ BARBOSA, Elisiana Rodrigues Oliveira. *The presence of the State University of Bahia in local environments: the profile and professional insertion of its graduates*. 2016. 211 f. Thesis (Doctorate in Education and Contemporaneity) – Department of Education – State University of Bahia, Salvador, 2016, p. 62.

²⁹ BARBOSA, Elisiana Rodrigues Oliveira. *The presence of the State University of Bahia in local environments: the profile and professional insertion of its graduates*. 2016. 211 f. Thesis (Doctorate in Education and Contemporaneity) – Department of Education – State University of Bahia, Salvador, 2016, p. 88.

³⁰ BARBOSA, Elisiana Rodrigues Oliveira. *The presence of the State University of Bahia in local environments: the profile and professional insertion of its graduates*. 2016. 211 f. Thesis (Doctorate in Education and Contemporaneity) – Department of Education – State University of Bahia, Salvador, 2016, p. 63.

³¹ IBGE. *Synthesis of social indicators: an analysis of the living conditions of the Brazilian population*. Rio de Janeiro. Brazilian Institute of Geography and Statistics, 2023.

territory, concentrated 30% in the metropolitan region of Cuiabá (capital) and Várzea Grande (municipality integrated into the capital).

With regard to socioeconomic and cultural issues, what can be seen is that 44% of the population (550 thousand families) is in a state of social vulnerability³², a statistic that manifests a situation of high social inequality installed. This portion of the population, despite the state being a major producer and exporter of food, had to be supported by social programs from national public policies in recent decades, and still faces difficulties due to the difficult post-Covid19 economic situation in terms of labor and income (re)insertion.

With regard to the socio-cultural issue, the state is the scene of a wide diversity resulting from the form of occupation of the territory, either by the presence of native societies (45 indigenous peoples who still maintain their cultures and languages in 75 Indigenous Lands and the Xingu Indigenous Park), or by migratory flows resulting from occupation processes since the colonial period with the Portuguese, Spanish and African communities (there are many quilombola communities in Mato Grosso), until the recent contemporary occupation that began in the 1970s and which constituted new cities after the policy of economic integration of the Midwest and the Amazon. Also, in relation to the indigenous issue, according to official data, there are about 58,231 indigenous people (1.59% of the state's population), in addition to those who have not yet been officially contacted³³.

Economic development is hegemonically characterized in occupied area and economic volume by the so-called agribusiness (large-scale commercial agriculture of grains – soybeans and corn – and the production of cattle raising, pigs and poultry – *agricultural commodities*), but there is also the timber industry, mining and family farming (more than 500 rural settlements with diversified food production), in addition to a growing picture of agro-industrialization linked to the production of grains (soybeans and corn) and fibers (cotton). Many cities have intense economic dynamism (industry, commerce and services linked to the so-called agribusiness), as well as those that are stagnant, and some that have experienced peaks of mineral exploration (gold and diamonds) and forest

³² UNDP BRAZIL. *Mato Grosso reduces extreme poverty, but social vulnerability is still a challenge*. Available at: <https://www.undp.org/pt/brazil/news/mt-reduz-extrema-pobreza-mas-vulnerabilidade-social-ainda-%C3%A9-desafio> Accessed on: June 27, 2022.

³³ IBGE. *Synthesis of social indicators: an analysis of the living conditions of the Brazilian population*. Rio de Janeiro. Brazilian Institute of Geography and Statistics, 2023.

extraction (wood) and today have a low rate of employability. Tourism, although there are exuberant scenic beauties both in the Pantanal, in the Cerrado and in the Amazon, is still incipient and lacks investments.

Extensive cattle ranching is practiced especially on large estates, as well as technical agricultural production. The immensity of land without population dominates the landscape in several regions, evidencing a model of high concentration of land, income and power. The production of *commodities* meets the flow of business in the national/global market and exports have a strong connection with transnational corporations, which exert strong political-economic pressure on a large part of the territory. However, family farming resists in more than 500 rural settlements.

As a result of the model of the production process installed, several socio-environmental problems have occurred since the 1960s and 1970s, having been intensified in recent decades: high rate of deforestation, fires, substantial changes in biomes, degradation of the soil, fauna, flora and water resources, as well as socio-environmental conflicts over land between indigenous people, quilombolas, farmers, large economic enterprises, squatters and the landless. conflicts over water between fishermen, riverside dwellers and the energy frontier of HPPs and SHPs and waterways.

The state is characterized by territorial largeness with structural difficulties (part of precarious highways), *housing* deficit and basic services, especially in the urban peripheries, education and health services that need improvement, high environmental diversity with processes of alteration of biomes that result in socio-environmental conflicts, by sociocultural heterogeneity and diversity, low population density, concentration of land ownership and high social inequality, with an economic model focused on agricultural *commodities*.

THE MULTIFIELD ORIGIN OF UNEMAT

The origin of the University of the State of Mato Grosso dates back to 1978 in the city of Cáceres. But its emergence, as a *multi-campus institution*, is directly related to the socio-environmental issues of the state, especially education and the need for teacher training, and the environmental issue that has emerged since the 1990s in Brazil.

According to Siqueira³⁴, "With the post-1970 migratory flows, in the economic integration program of the Midwest and the Brazilian Amazon developed by the federal government of Brazil, many cities emerged". Some existing ones, such as Cáceres, the university's headquarters and city of origin, had rapid growth in this period, which demanded public services, one of them being essentially education, which should be offered publicly. With the demand, local civil society mobilized to guarantee this right.

Faced with the need to offer higher education, the current university emerged, first as the Institute of Higher Education of Cáceres (IESC) linked to municipal policy, in 1978, as the University Center Foundation of Cáceres (FUCUC).

In mid-June 1978, in the spaces of the State School of II Grade "Raimundo Cândido dos Reis", known as the Technical School of Commerce, for offering the professional course "Technician in Accounting", the directors Edival dos Reis and João Porto Rodrigues, respectively director and vice-director of the school institution, affected by the manifestos in favor of the creation of a college, together with professors Luttgards Saavedra, Miriam Menezes and Neuza Zattar, began to reflect on the possibility of creating a private higher education institution, in view of the significant demand of graduates of professional courses offered in public schools in Cáceres and Region, who were unable to attend, in other municipalities or states, higher education. This idea signaled the break with the obscurantism of the city which, in the year of its bicentennial, still did not provide a center for higher education courses, as in other Brazilian cities of its size. Once the proposal was consolidated, Mr. Ernani Martins, on July 20, 1978, signed Decree No. 190, officially instituting the creation of the Institute of Higher Education of Cáceres. At the end of 1985, after exhausting the possibilities of taking over the IESC by UFMT, as a result of the validity of a prohibitive decree, attention was turned to the Government of the State of Mato Grosso, in view of the statements of Governor Júlio Campos published in newspapers about the possible stateization of the Institution. These issues caused a shift in the discussions about the direction of the IESC, instituting a new political scenario that preliminarily involves the articulation of the municipal Mayor and the political group of which she is a part and the Cacerense and regional society.³⁵

In 1985, however, it was constituted as the Cáceres Higher Education Center Foundation (FCESC), achieving participation in state politics.

Thus, through State Law No. 4.960, of December 19, 1985, the Executive Branch establishes the FUNDAÇÃO CENTRO UNIVERSITÁRIO DE CÁCERES, an autonomous foundational entity, linked to the Department of Education and Culture of the State of Mato Grosso, with the objective of "promoting research and study of the

³⁴ SIQUEIRA, Elizabeth Madureira. *The contribution of Mato Grosso in the constitution of Brazilian nationality*. In: Journal of the Historical and Geographical Institute of Mato Grosso. Ed. Comemorativa dos 500 anos do Descobrimento do Brasil, Cuiabá: Editora IHGMT, v.58, 2000, p. 25.

³⁵ ZATTAR, Neuza Benedita da Silva. A summary of the History of the University of the State of Mato Grosso. *Management Proposals Book 2015 - 2018 - UNEMAT: together we are strong*. 2014. Available at: <https://cms.unemat.br/storage/documentos/bloco-documento-arquivo/4PibLyPBmuPO6GZ07mNJKeADNhx9I2tWRU1eMDL9.pdf> Accessed on: 13 Mar. de 2021, p. 188.

different branches of knowledge and scientific, technical, and cultural dissemination".³⁶

In 1989, due to the need to adapt to Brazilian federal legislation, it was renamed Centro de Ensino Superior de Cáceres. In 1992 it was founded by the Mato Grosso Higher Education Foundation (FESMAT), and finally in 1993 it was established as a University Foundation.

In 1989, through State Law No. 5,495 of July 17, 1989, Law No. 4.960 of December 19, 1985, for "adaptation to the norms of the Federal Legislation that regulate the matter, according to the recommendation contained in the Opinion of the Federal Council of Education, so that the University Center of Cáceres is renamed CENTER OF HIGHER EDUCATION OF CÁCERES." In 1992, through Complementary Law No. 14 of 16/01/92, the Higher Education Foundation of Cáceres is renamed HIGHER EDUCATION FOUNDATION OF MATO GROSSO – FESMAT, whose organizational structure, changed by Decree No. 1236 of 02/17/92, was implemented as of May 1993, with the appointment "pro tempore" of the Coordinator, Prof. Carlos Maldonado, and the filling of the other advisory and administrative positions of the Institution.³⁷

In this sense, to understand the stateization and expansion, it is necessary to observe the process of contemporary occupation in the northern region of the state. With the advance of the capitalist agricultural-urban-industrial frontier in the Mato Grosso Amazon, there was the emergence of cities and rapid population growth. This situation, in the early 1990s, gave rise to a specific demand in the context of the city of Sinop, which replicated what happened in Cáceres: the need to train teachers to meet the growing migrant population that sought Basic Education.

In 1990, the Regional Education Delegation promoted in Sinop, MT, a public act to discuss the implementation of an extension of the Cáceres Higher Education Foundation. In the same year, the Commission for the installation of the Sinop Higher Education Center was formed, which, based on its work, defined to direct the request to the training of teachers (Letters, Mathematics and Pedagogy). The courses were offered from September 1990, at night, enabling the insertion of workers in Higher Education³⁸.

³⁶ ZATTAR, Neuza Benedita da Silva. A summary of the History of the University of the State of Mato Grosso. *Management Proposals Book 2015 - 2018 - UNEMAT: together we are strong*. 2014. Available at: <https://cms.unemat.br/storage/documentos/bloco-documento-arquivo/4PibLyPBmuPO6GZ07mNJKeADNhx9I2tWRU1eMDL9.pdf> Accessed on: 13 Mar. de 2021, p. 188.

³⁷ ZATTAR, Neuza Benedita da Silva. A summary of the History of the University of the State of Mato Grosso. *Management Proposals Book 2015 - 2018 - UNEMAT: together we are strong*. 2014. Available at: <https://cms.unemat.br/storage/documentos/bloco-documento-arquivo/4PibLyPBmuPO6GZ07mNJKeADNhx9I2tWRU1eMDL9.pdf> Accessed on: 13 Mar. de 2021, p. 189.

³⁸ CUNHA, Marion Machado. The work of professors and the State University of Mato Grosso in Sinop/MT in the 1990s: the collective sense. 2010. 296 p. *Thesis* (Doctorate in Education) – Graduate Program in Education of the Faculty of Education - UFRGS. Porto Alegre, 2010, p. 167.

According to Cunha³⁹, Sinop was the "pilot" campus for the realization of the *multi-campus organization* of UNEMAT; because: "the intention of the president of FCESC, Carlos Alberto Reyes Maldonado, leaves no doubt that the implementation of Sinop was experimental to serve the purpose of expansion of FCESC and the future creation of a state university in Mato Grosso".

According to Zattar⁴⁰, the institution took the initial step to expand its area of operation, installing the first center in the northern region of the state, in the city of Sinop, 500 km from Cuiabá, and 735 km from the headquarters located in Cáceres. The internal Caburé newsletter brings the interview of the president of the Institution, portrayed in Cunha's study⁴¹:

Sinop is a decisive step in the life of the Foundation, in the construction of the State University of Mato Grosso. Sinop enters into a conception of a University atomized in several municipalities, with several Nuclei distributed throughout this state attending, on the one hand, the needs and demands of the professional qualification of our state resources and, on the other hand, the enormous difficulty due to the very dimensions of the state and the difficulties that we encounter due to this, of communication and contact, to install a central University; or even the financial impossibility of installing several small universities in developed nuclei. So, Sinop already gives us a safe direction of the path to be traced by the Foundation, in that trajectory of the search for the construction of the State University of Mato Grosso.

With the expansion of courses and the creation of educational centers, it sought to increase access to higher education in a more equitable way throughout the regions of the state, in addition to providing the expansion of the involvement of various social actors, as Zattar records⁴²:

[...] It is produced within an expanded political framework, whose regional participation is constituted and consolidated in pro-higher education social practices, involving different discourses and different social actors. [...] A new paradigm is installed: that of making the institution plural, not only in the sense of geographical location, of being inserted in various regions of the state, but of coexisting, in a broader way, with different cultures, creeds and ideological conceptions; to be open to the student population seeking professional training and also to enable the training of education professionals, through differentiated teaching modalities, among other possibilities that the expansion of education in the state can offer.

³⁹ CUNHA, Marion Machado. The work of professors and the State University of Mato Grosso in Sinop/MT in the 1990s: the collective sense. 2010. 296 p. *Thesis* (Doctorate in Education) – Graduate Program in Education of the Faculty of Education - UFRGS. Porto Alegre, 2010, p. 173

⁴⁰ ZATTAR, Neuza Benedita da Silva. *From IESC to UNEMAT: a plural history, 1978-2008*. Cáceres: UNEMAT Press, 2008.

⁴¹ CUNHA, Marion Machado. The work of professors and the State University of Mato Grosso in Sinop/MT in the 1990s: the collective sense. 2010. 296 p. *Thesis* (Doctorate in Education) – Graduate Program in Education of the Faculty of Education - UFRGS. Porto Alegre, 2010, p. 172.

⁴² ZATTAR, Neuza Benedita da Silva. *From IESC to UNEMAT: a plural history, 1978-2008*. Cáceres: UNEMAT Press, 2008, p. 81.

In 1992, the centers of Alta Floresta, Alto Araguaia, Nova Xavantina, Pontes and Lacerda began to operate, as decided at the I Seminar on the Expansion of State Public Higher Education, held in Cáceres, with the participation of representatives of 30 municipalities in Mato Grosso. Also, in 1992, the Installment Degree Project was implemented in Luciara, according to Zattar, Teixeira and Artioli.⁴³

Due to the decentralization of its actions and expansion to other municipalities in the interior of the state, "a university from the interior to the interior" was born⁴⁴, according to the document of the I Internal Congress of UNEMAT. From the creation of the University, in 1993, new courses began to be implemented, in addition to the holding of competitions to fill the vacancies of professors and technicians.

The successive demands by the Coordinator of FESMAT, Prof. Carlos Maldonado, together with the Regional Coordinators, to the State Government and to the political benches representing the municipalities that host FESMAT, combined with the political will of the Secretary of State for Education and the consolidation of higher education in the regions of Mato Grosso, were decisive for the Governor of the State Jayme Campos, in December 1993, to forward to the Legislative Assembly the message of creation of the UNIVERSITY OF THE STATE OF MATO GROSSO which, approved by the House, was sanctioned by the Executive, through Complementary Law No. 030, of December 15, 1993. On the afternoon of February 2, 1994, the definitive installation of the University of the State of Mato Grosso took place by the Secretary of State for Education, Prof. Osvaldo Sobrinho, in a ceremony held at the Cultural Center of Cáceres. In this 35-year history, UNEMAT has transformed itself and transformed the lives of thousands of people (students, civil servants and professors) for the better, under managers who, at each term, have defined policies aimed at the improvement of the Institution, and the search to constitute UNEMAT into a storehouse of intellectuals and researchers to intervene decisively in the direction of science, technology and programs that contribute to the quality of life of society and to the development of the State and the country. And to conclude, we quote what Prof. Aumeri Bampi, from the Sinop Campus, said at a CONEPE meeting, which summarizes what our Institution came from: "What would Mato Grosso be without UNEMAT?"⁴⁵

UNEMAT: STRUCTURE, ORGANIZATION AND CURRENT AFFAIRS

UNEMAT, which emerged in the context of the socio-spatial transformation of the state, is a public foundation, a legal entity governed by public law, structured to act in a *multi-campus* manner, within the territory of Mato Grosso. It is linked to the indirect

⁴³ ZATTAR, Neuza Benedita da Silva. *From IESC to UNEMAT: a plural history, 1978-2008*. Cáceres: UNEMAT Press, 2008.

⁴⁴ UNEMAT. *Final Text of the I Internal Congress of the University of the State of Mato Grosso*. Cáceres, MT, 1996, p. 3.

⁴⁵ ZATTAR, Neuza Benedita da Silva. A summary of the History of the University of the State of Mato Grosso. *Management Proposals Notebook 2015 - 2018 - UNEMAT: together we are strong*. 2014, p. 189.. Available at: <https://cms.unemat.br/storage/documentos/bloco-documento-arquivo/4PibLyPBmuPO6GZ07mNJKeADNhx9I2tWRU1eMDL9.pdf> Accessed on: 13 Mar. 2021.

administration of the state government. It is a non-profit institution, of indefinite duration, endowed with didactic-scientific, disciplinary, administrative and asset and financial management autonomy. Its organizational structure is *multicampus*, according to its Statute, with a structure according to the following bodies: University Congress; Collegiate Bodies: Board of Trustees; University Council; Teaching, Research and Extension Council. Central Administration: Rectory; Pro-Rectories; Superior Advisories. Executive, Didactic-Scientific and Regional Administration Bodies.

Although the bodies of the Central Administration are the political and administrative executors of UNEMAT, the importance of the collegiate bodies in the constitution of democratic management is highlighted in this work. The University Congress is an instance that defines the macro-structural policies of the University, being formed by the equal representation of the academic community and with the participation of society. Its decisions are subject to approval by the University Council (CONSUNI) and the Council for Teaching, Research and Extension (CONEPE), and are also endorsed by the Board of Trustees, which is a collegiate body that has the participation of citizens, government and university representatives, having deliberative, advisory and normative functions on matters related to the university. CONSUNI and CONEPE are made up of elected professors, academics and technicians. Therefore, UNEMAT has a democratic, interactive and open constitution for representativeness that strengthens the public institutional character.

The Administrative Headquarters, in Cáceres, is the locus of operation of the Rectory, Pro-Rectories and several Administrative Coordinators, as well as a regional Campus. It also has 13 *campuses* in the cities of Alto Araguaia, Alta Floresta, Barra do Bugres, Cáceres, Colíder, Diamantino, Juara, Luciara, Nova Mutum, Nova Xavantina, Pontes e Lacerda, Sinop and Tangará da Serra and ten Nuclei: Aripuanã, Confresa, Jauru, Juína, Lucas do Rio Verde, Mirassol D'Oeste, Poconé, São Félix do Araguaia, Tapurah and Vila Rica (Figure 2):

Figure 2: Locations with UNEMAT points of presence in Mato Grosso.



Source: UNEMAT, 2019.

With undergraduate and graduate courses, the university serves 117 of the 142 municipalities in the state of Mato Grosso, and eight *campuses* are located among the 20 most populous municipalities in the state. The IES has 758 technical professionals in higher education (PTES), 1,432 teachers, and approximately 22 thousand students distributed in the most diverse teaching modalities. It has 64 regular undergraduate courses, 39 special classes and 80 distance learning classes, 28 *stricto sensu graduate programs* (master's and doctorate) and 40 specialization courses. 560 extension projects and 343 research projects are developed, involving approximately 1,574 scholarship holders (PIBID, PIBIC, PROBIC, FOCCO, Culture and Extension with interface in Research). Policies and affirmative actions for student support (food, housing, digital inclusion and accessibility) are developed, which serve approximately 4014 students and, also, with actions to support the deaf and blind in undergraduate and graduate courses, in line with Decree Law No. 6949/09,⁴⁶ offering qualified professionals and appropriate materials for students with disabilities.

CONTEMPORARY VALUES IN INSTITUTIONAL EXERCISE

As a public, free, quality-seeking and socially referenced university, UNEMAT has always sought to combat what Bampi's studies raised⁴⁷, which denounced the national

⁴⁶ BRAZIL, Decree No. 6,949, of August 25, 2009.

https://www.planalto.gov.br/ccivil_03/_ato2007-2010/2009/decreto/d6949.htm

⁴⁷ BAMPÍ. Aumeri Carlos. University students in the face of Brazilian social injustice: a study of the universities of Mato Grosso. 2000, 698 p. *Thesis* (Doctorate in Reforms and Innovations in Education) – University of Santiago de Compostela, Spain. 2000.

university reality, denouncing that Brazilian higher education acted as a reproducing element of patterns of social inequality and exclusion, since in Brazil access to universities was possible for the socioeconomic elite. Few poor people had access to universities.

In this sense, contrary to the highly exclusionary view of higher education, UNEMAT promoted, through the process of internalization, the first step towards the construction of a distributive and democratic vision of Higher Education. According to the I Congress⁴⁸, the role of UNEMAT is essentially social, focused on Education and the Environment, with higher education, professional qualification and scientific production as axes. The institution, according to the document, represents a strategic instrument to support the regional human base in the affirmation of better living conditions for the population of Mato Grosso in the guarantee of ethical standards of justice and equity. "It is up to UNEMAT to respond to the demands of society, especially impoverished populations, producing relevant, socially-based knowledge, taking into account the context and perspectives of time and space"⁴⁹

For Muscará⁵⁰, "Equal opportunities are one of the fundamental purposes of educational policy in a democratic society and are related to the freedom of people and the expansion of education". Maldonado⁵¹ also advised that:

Instead of being guided by a false feeling of equality that is attached to the very idea of the entrance exam, let us recognize the social separation, and in the name of it reserve, with something more justice, a portion of our vacancies to the public schools of the municipalities where we operate [...] that we open the possibility of offering courses in periods and with the possible and necessary temporality that indicate to us the real demands of society. That is to say, if for a considerable human group it is better, more profitable, less costly and more productive, for example, a course operates on Saturdays, Sundays and holidays, or in seasonal periods, or with the reduction of days and with an increase in schedules during the week, nothing logically indicates that we should not dare in this offer.

There are, therefore, situations to which managers should pay special attention, aiming, above all, to ensure access to quality education for all, as there are:

Geographical inequalities: less developed regions with a small population have a sparse network of higher education and, consequently, fewer cultural opportunities.

⁴⁸ UNEMAT. *Final Text of the I Internal Congress of the University of the State of Mato Grosso*. Cáceres, MT, 1996

⁴⁹ UNEMAT. *Final Text of the I Internal Congress of the University of the State of Mato Grosso*. Cáceres, MT, 1996, p. 3.

⁵⁰ MUSCARÁ, Francisco. *On the principle of equal opportunities in education*. Revista Signorelli, v. 1, n.1, jun. 2010, p. 106.

⁵¹ MALDONADO, Carlos Alberto Reyes. *UNEMAT: a university for the 3rd millennium*. Cáceres: Edições Aguapé, 1995, p. 33.

[...] Social inequalities: At the beginning of compulsory schooling, children's aptitudes are marked by profound inequalities that are largely attributable to their families. In all countries, it is observed that people living in cities receive more education and derive more from it than those from rural areas. [...] Economic inequalities: the world is getting richer and richer, but this does not mean that all the inhabitants of the earth enjoy this wealth equally, but that while some can access luxurious goods, others lack the necessities to live.⁵²

Thus, knowledge must result in learning citizenship and social responsibility with the population of the state, which due to its configuration needs: "Igualdad de posibilidades en la política y la legislación educativa y universalizar el acceso a la educación y fostering equity"⁵³. Regarding this equality, the Project of the II Congress⁵⁴ states that UNEMAT, "in addition to being a *multi-campus* institution with an action aimed at the interior of the state – it is a university of society for society [...]"⁵⁵

In order to overcome the abyss of access to higher education, a set of strategies was constituted, among them the presence in the interior of the state. UNEMAT has always sought to achieve the ideals of democratization of access to education, constitution of training policies in diversified modalities, access policies via the Ethnic-Racial Integration and Inclusion Program (PIEER) (quotas) and permanence actions, so much so that it adhered to the issue of ethnic-racial diversity by allocating 25% of the vacancies from the 2005/2 entrance exam to Afro-descendant students in each undergraduate course or differentiated modalities and special classes, with the exception of the Indigenous Third Degree (as it was called at the time – current Indigenous Intercultural College), which is already configured as directed and specific to indigenous populations, at the request of the native peoples.⁵⁶

Its vocation focused on teacher training, the environment, popular education and the care of minorities was clearly outlined, in the 1990s, from activities such as: Environmental Seminars, indicating sustainable initiatives for the Amazon, Cerrado and Pantanal and their populations, creation of programs and undergraduate classes in modalities differentiated by the state, endorsed by its history of development and performance. Highlights include the

⁵² MUSCARÁ, Francisco. *On the principle of equal opportunities in education*. Revista Signorelli, v. 1, n.1, jun. 2010, p. 110.

⁵³ MUSCARÁ, Francisco. *On the principle of equal opportunities in education*. Revista Signorelli, v. 1, n.1, jun. 2010, p. 115.

⁵⁴ UNEMAT. *Project of the II University Congress: UNEMAT for the State of Mato Grosso*. Cáceres, MT, 8 p. 2007, p. 4

⁵⁵ UNEMAT. *Final Text of the I Internal Congress of the University of the State of Mato Grosso*. Cáceres, MT, 1996.

⁵⁶ ZATTAR, Neuza Benedita da Silva; TEIXEIRA, Danielle Tavares; ARTIOLI, Luíza Bernadete Faria. *UNEMAT 30 years: through the paths of Mato Grosso*. Cáceres: UNEMAT Press, 2008.

Full Degree Programs in Installments, the Indigenous Intercultural College, the Interinstitutional Teacher Qualification Program (PIQD) and the development of Special Classes (undergraduate and specialization), the Thematic Modules, in municipalities where there were extreme difficulties in accessing higher education for teachers. The university also developed the degree in Agronomic Sciences for Rural Social Movements (CAMOSC) and Rural Pedagogy, in partnership with PRONERA/INCRA.

It is noteworthy that most of the programs contained articulated action with the municipalities involved, which made it a training agent in partnership with state entities such as the Union, the state and the municipalities, to solve problems of higher education, especially for Basic Education. He also worked in literacy training programs in the interior of the country in the states of Alagoas, Maranhão, Goiás and in Mato Grosso itself, in partnership with the Solidarity Literacy Program, involving more than 750 educators from the aforementioned states in the training. Currently, it continues to develop degrees (several degrees and bachelor's degrees) in agreements with municipalities and municipal consortiums in small and medium-sized cities in the interior of Mato Grosso.

The first Rector, who today lends his name to the institution, was one of the protagonists in the construction of the university. Reflecting on his mission, he exposes the need for a socio-environmental treatment of training actions:

An institution that wants to be evaluated by the quality of life that it can add to the daily life of where it is. Guarantee the conditions for the reproduction of life, deal with predatory practices based on proposals for the sustainable use of natural resources. To know about the sun, the earth and the water, to propose healthy relationships between man and the environment. To be clear that a poor people needs concrete answers to the challenge of life.⁵⁷

This perception gave way to a university committed to the issues of the territory, in three biomes of high biodiversity where socioculturally diverse populations are inserted. Likewise, the university's committed action with Basic Education and the perception of school education as an essential space for contemporary socialization have always been very strong. Thus, it has prioritized its initial activities to teacher training in different areas of knowledge, in different places in the state, in addition to carrying out numerous activities of qualification, improvement, events, congresses and seminars, in different regions, continuously, since its emergence.

⁵⁷ MALDONADO, Carlos Alberto Reyes. *UNEMAT: a university for the 3rd millennium*. Cáceres: Edições Aguapé, 1995, p. 10.

Not abstaining the institution from the technological trends that permeate the present, Maldonado is quoted⁵⁸, recalling the importance of "that we rescue the priorities of institutional action, since 1990 defined as Education and Environment" which are the parents of the *multi-campus* organization of UNEMAT. Thus, the original motto *education and environment* was a continuous element of strength in the context of the university's actions. Education, in the sense of enhancing human action individually and collectively, through access to knowledge in an equitable way, and the environment through the need to take care of the immeasurable wealth of natural common goods present in the ecologically and socially diverse territory that the state shelters, and from which different populations constitute survival, existence and seek human and social development.

In the process of organic construction, in 1996, the I Congress was held, and the theme was the role of the university in society. In the final text, two guiding principles were highlighted: social commitment and democracy. In the text of the II UNEMAT Congress⁵⁹, held in 2008 and entitled "UNEMAT for the state of Mato Grosso" these principles were reaffirmed:

[...] the two principles that consolidate the role of UNEMAT, social commitment and democracy, are not contradictory in nature, but in reality they are convergent, which makes it possible to dream of a university engaged in social struggles, escaping from being an elitist and welfare institution. Reaffirming this institutional role means being in permanent harmony with society in the search for the insertion of comprehensive and critical thinking capable of enhancing achievements in the process of political clashes to promote greater social justice (emphasis added).

According to the Project of the II Congress of UNEMAT⁶⁰, the objectives of its realization aim at the "construction of University Projects thought collectively":

Such university projects must respond to the challenges that HEIs, particularly public ones, are going through, seeking through problematization and debate with community segments (internal and external), issues that move towards the consolidation of a Public, Free, Secular and Quality University (emphasis added).

As for its role in the state, UNEMAT is being configured, building and intervening within its limits and perspectives for the social, cultural, scientific, technological and

⁵⁸ MALDONADO, Carlos Alberto Reyes. *UNEMAT: a university for the 3rd millennium*. Cáceres: Edições Aguapé, 1995, p. 34-35.

⁵⁹ UNEMAT. Project of the II University Congress: UNEMAT for the State of Mato Grosso. Cáceres, MT, 8 p. 2007, p. 5.

⁶⁰ UNEMAT. Project of the II University Congress: UNEMAT for the State of Mato Grosso. Cáceres, MT, 8 p. 2007, p. 2.

economic development of the state, aiming to serve the population of Mato Grosso in an equitable and egalitarian way. It seeks to respond to the "great challenge of the university, which is to contribute to finding forms of inclusion – socializing opportunities – and adding value to its natural wealth, agricultural and industrial production, promoting sustainable development",⁶¹ sharing knowledge.

To maintain its purposes, the university developed a set of strategic actions in order to fulfill its role. To this end, it was based on essential social values and practices such as: internalization with a distributive view of higher education; equality of possibilities; equity; constant approximation to social realities in their diversity and necessity; democratization of access and permanence; socio-environmental commitment in valuing and caring for peoples, cultures and biomes.

FINAL CONSIDERATIONS

In Brazil, for decades, the *multi-campus* model of university organization did not have the due importance, little contemplated by national public policies for higher education. Although little known or studied, it was carried out in the Brazilian context, mainly by state universities that meet the demands of higher education in their states, from the growth of small and medium-sized cities, within their regions, in the context of urbanization in the interior of Brazil and the needs of urban workers, rural peoples, of the forest and the waters.

In the case studied by UNEB and UNEMAT, the study manifests a harmony of the multicampia with the democratizing public policies of higher education, with the forms of social and human growth and development that the territories need, observing the peculiarities of the population distribution, which seeks to offer equal opportunities in the different cities and spaces, and not only in the large metropolises in a plastered and traditional format.

In this sense, the interiorization of UNEMAT made and makes sense with its *multi-campus organizational form*, as well as the presence of UNEB in several regions, territories and cities of the state of Bahia, with strong capillarity.

This organizational model of university was recently replicated and implemented by Federal Universities, Federal Institutes and private institutions. Public institutions,

⁶¹ UNEMAT. Project of the II University Congress: UNEMAT for the State of Mato Grosso. Cáceres, MT, 8 p. 2007. Text of the Project of the II Congress, p.4.

connected to federal policies, especially the governments of Presidents Luís Inácio Lula da Silva and later President Dilma Rousseff, began to consider multi-campus in their programs and projects of territorial expansion and interiorization, a position that was highly considered by state HEIs.

The study demonstrates that the roots and *multi-campus* performance of UNEMAT and UNEB have affinity with the principles that govern the equality of possibilities, necessary for the university to become an instrument that promotes social change. Valuing its quality is also a way to ensure isonomy in the face of an increasingly competitive context where opportunities are conquered at great cost.

However, researchers Fialho⁶² and Diel⁶³ observe that it is possible to further improve the quality and effectiveness of universities through improvements in their organizational and management model to achieve goals based on equality of possibilities and overcoming elitism in universities, as Bampi explains⁶⁴.

It is important to emphasize, however, that even in the multi-campus model, poor management, bureaucracy, centralism or disorganization can constitute means of social exclusion, given that by providing access to knowledge that is incomplete or inefficient and, in this case, for public use, in addition to constituting interference of resources, it is a means of curtailing the future possibilities of those who depend on institutional action. In order for this not to happen, it is essential that the organizational structure and standardization be designed in a way that favors access, permanence and quality training with continuous processes of institutional evaluation with community participation.

This means an alternative to cases in which it is not possible to increase financial resources, whose waste is already controlled and human resources are well qualified, but still do not have the desired social insertion. In the case of public institutions, this is relevant in the face of budgetary difficulties, of increasing resources. On the contrary, it is even common to reduce it and it is necessary to find ways, in addition to financial increase, to achieve the goals.

⁶² FIALHO, Nadia Hage. *Multicampi University: organizational modality, spatiality and functioning*. 2000. 394 f. Thesis (Doctorate in Education) – Faculty of Education – UFBA, Salvador, 2000.

⁶³ DIEI, Jeferson. Equality of possibilities through the *multi-campus* organizational model of the State University of Mato Grosso (UNEMAT). 2014, 406p. Thesis (Doctorate in Education) – Graduate Program in Education - UNCUYO – Mendoza - Argentina. 2014.

⁶⁴ BAMPI, Aumeri Carlos. University students in the face of Brazilian social injustice: a study of the universities of Mato Grosso. 2000, 698 p. Thesis (Doctorate in Reforms and Innovations in Education) – University of Santiago de Compostela, Spain. 2000.

UNEMAT demonstrated that it is an institution driven by the desire for social change, fundamentally focused on the socialization of knowledge in a comprehensive way. The institution presents several aspects that favor greater equality of possibilities, both in access and permanence in higher education for the popular classes, in addition to presenting differentiated initiatives that meet the demands of Education in the Countryside, Indigenous Intercultural College, Special Classes internalized with the municipalities, offered based on local needs. It also reveals its commitment to Basic Education by permanently maintaining its degrees, being clear about the responsibility in teacher training and its relationship with human, social, scientific and economic development and that values environmental sustainability.

UNEB, in turn, has a deep commitment to access to university education, the inclusion of women, blacks, indigenous people, gypsies, lesbians, gays, bisexuals, transvestites, transsexuals, transgenders, LGBTQI+, people with disabilities, traditional and quilombola communities, rural and water peoples and urban workers, and demonstrates its deep insertion in the Bahian territory.

Research and extension have also contributed in both institutions to the development of more affirmative actions, effectively supporting the offer of opportunities for the development of projects aimed at regional benefit, in addition to fostering a broad intellectual space for discussions related to equal opportunities, equity of access and improvements in regional educational issues and development.

For this, it is necessary to converge the concepts of the *multi-campus* model to the notion of distributive network, as it allows for a broader view of the potential for insertion, coverage and inter-regional connections. Even if it is a "decentralized" *multi-campus* organizational model, it should give greater autonomy to its constituent units. For this, it is important that the various instances are able to adapt to the need for institutional advances, such as in financial resizing that needs to be flexible to keep up with the growth of demands and changes resulting from the execution of plans, in a changing society.

Inherent to autonomy are the principles related to the various aspects of freedom and democracy cherished by the two universities studied, each with its own peculiarity, of which the pluralism of ideas, focused on the multiple dimensions of human knowledge, the dialogues for the construction of a democratic, participatory and sustainable society, in addition to the freedom to learn, teach, research and disseminate scientific, philosophical, literary and artistic knowledge in its plurality and the social knowledge present in the

territories. Also, respect for the ethical and legal principles characteristic of Brazilian legislation are fundamental for them to fulfill the role of the State in Higher Education, with better application of resources, institutionalization of projects, as well as seeking to overcome structural and planning difficulties. In addition, they need to guarantee the participation of segments of the university community in decision-making power, as it reinforces the democratic support of the university and of Brazilian society itself.

The university is an educational institution and, therefore, cannot be just an institution that reproduces the *status quo* as Bampi⁶⁵ (2000) exposed, but on the contrary, an institution that in its actions values the production of diverse knowledge (philosophical, scientific, artistic, literary, among others), considers social commitment, values democracy, the dignity of peoples and socio-environmental care. In addition, respect for diversity, plurality and equality for access and permanence also supports the proposition of decentralization of administration and the search for deep *inter-campus* interaction, without which the task of achieving the goals set becomes very arduous.

The principles established by law that govern UNEB and UNEMAT converge with the proposals of their *multi-campus organizational model*. The institutional histories were gradually and progressively constructed, giving the impression of being "improvised" at times, because they were democratically constructed by many hands, a condition that strengthened the path of consolidation through the positive aspects of the socio-spatial distribution in their territories, with a diversity of forms of teaching and a plural and broad scope that reaches both the popular strata, as for minorities.

The presence of UNEMAT in the cities where there is a *university campus* and nuclei is fundamental for the social demands inherent to the populations of Mato Grosso present in the geoelectoral areas covered to be met in different modalities, as it operates in 117 of the 142 municipalities of Mato Grosso. The presence of UNEB, in turn, in all regions of the state of Bahia and in 26 of the 27 identity territories also constitutes a firm action of democratization of access to higher education and strong social bonds.

Finally, the importance of these universities is revealed through the multi-campus in the Brazilian territory, where it is still quite difficult for populations of the popular classes and minorities to reach and remain in public higher education, due to cultural barriers (multiple

⁶⁵ BAMPI. Aumeri Carlos. University students in the face of Brazilian social injustice: a study of the universities of Mato Grosso. 2000, 698 p. *Thesis* (Doctorate in Reforms and Innovations in Education) – University of Santiago de Compostela, Spain. 2000.

peoples and cultures not encompassed by the universalization of education), geographic barriers (country of continental dimension and long distances and places with little connection), socioeconomic (evident social and socio-environmental inequalities), qualification (need to internalize and expand the quantity and quality of higher education and qualification with masters and doctors), and the country's infrastructure (need to improve the material and technical conditions for the lives of populations in their diversity).

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