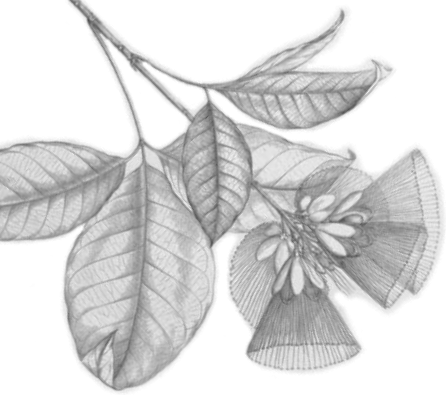

Limits of Sustainability Management at Community Universities

Paulo Fossatti [1]
Jefferson Marlon Monticelli [2]
Luiz Carlos Danesi [3]
Hildegard Susana Jung [4]

ABSTRACT

The article aims to identify, from the perspective of strategic managers, categories that participate in the establishment of an innovation culture in community universities in southern Brazil. The method is based on an exploratory, qualitative research using a multiple case study and considering a group of Brazilian universities as the analysis unit. The interviews were conducted with 67 managers from 14 higher education institutions, as well as legal provisions, documents, and scenario studies. The results point to the need for universities to work in a competitive strategic positioning; approaching academia and market *times*; guaranteeing innovation of the sustainable management principle; internationalization as an indicator of innovation; curricular inflection and formation of innovative leaderships. Our contribution lies in proposing that universities, regardless of their state, private or community status, must follow a strategic plan that is competitive in the market and boosts the innovation culture.

Keywords: University Management; Higher Education; Sustainability; Brazil.

[1] Doutor em Educação. Reitor da Universidade La Salle, Canoas/RS - Brasil e docente do PPG Educação desta universidade. Líder do grupo de pesquisa Gestão Educacional nos diferentes contextos. http://orcid.org/0000-0002-9767-5674. paulo.fossatti@unilasalle.edu.br.
[2] Doutor em Administração pela Unisinos. Professor de graduação e pós-graduação na Universidade La Salle, Canoas/RS - Brasil. https://orcid.org/0000-0002-1605-7090. jefferson.monticelli@unilasalle.edu.br.
[3] Doutor em Engenharia de Produção e Sistemas pela Universidade do Vale do Rio dos Sinos (Unisinos), São Leopoldo/RS – Brasil. https://orcid.org/0000-0002-4972-0995. luizcarlosd690@gmail.com.
[4] Doutora em Educação. Docente e coordenadora do Curso de Pedagogia, e professora permanente do PPG Educação da Universidade La Salle, Canoas/RS - Brasil. Integrante do grupo de pesquisa Gestão Educacional nos diferentes contextos. http://orcid.org/0000-0001-5871-3060. hildegard.jung@unilasalle.edu.br.

Brazil is experiencing a period of marked economic recession with a direct impact on universities since the end of 2014. It affected remarkably the Scholarship Financing Program in Brazil (in Portuguese, Financiamento Estudantil da Educação Superior [FIES]), as shown in the shortage of scholarships offered by the program (Brasil 2018a). For a Brazilian Higher Education model based predominantly on income from school tuition, the increased dropout variation and the reduced number of incoming students are relevant to the educational scenario of that country, which is still in the first steps in diversifying the sources of resources. This reality has deeply affected the budgets of Brazilian universities, whether they are state-owned, private or community universities (Fossatti, Danesi, and Andrade 2018).

One of the most impacted groups is that of the community universities in Brazil, despite a consolidated history in its economic and financial sustainability based on students' contributions. Given the relevance and the historical contribution of these universities for their communities, their location, and Brazil, it is relevant to study their sustainability when facing the challenges and perspectives of the present time (Comung 2018). Thus, this article critically addresses the sustainability of these community universities in the state of Rio Grande do Sul, Brazil, beyond the economic and financial axis. The primary and secondary and data present elements that are grouped according to the following sustainability dimensions of those Higher Education Institutions (HEIs) addressed here: management professionalization; economic and financial; social and community; and environmental. Thus, these dimensions were identified in the answers of the questionnaires, following the theoretical support.

When analyzing the literature, restricted to sustainable management, as professionalization and manager profile, we address Aparecida & Mattos (2015), while focusing on teacher and manager training; Ceacero & Folch (2010), with emphasis on professional training; Palmeiras, Sgari, & Szilagyi (2015) and Barbosa & Mendonça (2016), who argue for a managerial profile with technical in addition to academic skills. The management professionalization is also strengthened in the studies of Veliz-Briones *et al.* (2016) in the defense of processes and project management with social impact. Finally, De Brum Palmeiras & Grzybovski (2017), Martins *et al.* (2018) and Han (2017) assign management by results to the manager profile.

Ávila, Madruga, & Beuron (2016) address the tripod of sustainability based on social, economic, and environmental dimensions. Also, in a limited way, Kruger *et al.* (2018) approach the segment of students, emphasizing the environmental sustainability, followed by social sustainability, with little importance to the economic and financial sustainability. In turn, community sustainability is the research topic of Ferrer-Balas *et al.* (2010). Also, Rodríguez & Hernández (2016) assign social

responsibility to the students when they are involved with humanitarian causes. For Pinto (2012), social responsibility is an individual commitment of all individuals involved in a university community. Vallaeys, De la Cruz, & Sasia (2009) further this knowledge by proposing policies of University Social Responsibility. Navas Rios & Romero González (2016) are limited to reflect it on the current society, which requires people who are more responsible and engaged with the social group. Mtawa, Fongwa, & Wangenge-Ouma (2016) in their case study at an African university address the different meaningful forms of commitment between universities and communities. In addition to their social and economic relevance, they emphasize the local and regional development through teaching and research. They conclude for the success of the university-community commitment in social and economic development as a result of university policy.

Given the literature that shows several fragmented faces of the concept of sustainability (Ávila, Madruga, and Beuron 2016; Kruger et al. 2018), our research focuses on the issue of sustainability management in the community universities of Rio Grande do Sul. We aim to discuss the different sustainability dimensions of these universities, as described above. Our look at the literature review details fragmented initiatives, restricted concepts of sustainability, sometimes focused on economic and financial aspects, or social responsibility and, at other times, on environmental sustainability. Therefore, our paper contributes to understanding the concept of sustainability that aims to discuss the sustainability indicators in its broad sense: professionalization of sustainable management, economic and financial, social and community, and environmental. Similarly, we advance by proposing sustainability policies in different dimensions until reaching a sustainable university culture.

Our study is a qualitative, exploratory research, characterized as a multiple case study with 14 universities in Southern Brazil. The primary data focus on the interviews and an online questionnaire with 67 managers of the studied universities. The secondary data were collected through literature revision; analysis of the legal devices; document analysis; and study of scenarios.

The article is structured as follows: introduction; methodology; analysis and discussion of the results, where the four dimensions are addressed. Finally, we present four conclusive considerations as knowledge advance, resulting from the research, namely: manager training policies; economically and financially sustainable research; training of people and leaders with a social-community profile; and sustainable; and sustainable environmental management as a sustainable university culture.

METHODOLOGY

This is a case study where the quantitative approach supports the qualitative approach. According to Stake (1998, 62, our translation), "[...] a greater emphasis on the qualitative aspect usually means finding good moments that reveal the unique complexity of the case". For the author, this type of study is directed towards "[...] the study of the particularity and complexity of a particular case, to reach an understanding of the activity in important circumstances" (Stake 1998, 11, our translation).

This investigation includes 15 institutions of higher education that are part of COMUNG, which have the same characteristics of not-for-profit, Community HEIs (CHEI), according to the Law no. 12881 (Brasil 2013). These HEIs were chosen because we believe they present the different dimensions of sustainability management after a research with their managers. However, one university did not participate in the primary data collection. Therefore, deans, assistant deans, and vice-deans of a university center and 14 universities of COMUNG participated. The data was collected in 2018. The inclusion criterion required the participant to hold the position of Dean, Assistant Dean or Vice-Dean in any of those institutions. For this study, the exclusion criterion was the non-signing of the Informed Consent Form, which was not signed by only one of the 15 CHEI. Table 1 shows the general information of the interviews, with the code[5] of each institution and the acronym assigned to the positions of the participating managers[6].

Table 1. Average Interview Time per Position.

Position	Average time
Academic Vice-Deans (ACVD)	43:28
Administrative Vice-Deans (ADVD)	37:17
Community Vice-Deans (CVD)	33:50
Research and Post-Graduation Vice-Deans (RPGVD)	41:28
Deans (DEA)	39:52
Assistant Deans (AD)	41:32

Source: Created by the authors based on the research data (2018).

The methodological course followed 6 steps for data collection: a) literature review; b) document analysis of the legal provisions that guide the institutions under study; c) analysis of the information in the official web pages of the HEIs studied here; d) curriculum analysis of the participants; e) interview and application of an online questionnaire with closed and open questions with the representatives of the CHEIs; f) identification of the dimensions and indicators according to our primary and secondary data and the analysis of the results. Before the application of the questionnaire, were reviewed the research objectives already presented during the referral of the Free

[5] In order to guarantee the anonymity of the HEI, they received, at random, the numbering from 01 to 14. Therefore, we have HEI1, HEI2, and so forth until HEI14.

[6]. The positions received the acronyms determined from the initial letters of the words - as shown in Table 1 -, in order to guarantee the anonymity of each participant and to cite them in the data analysis and discussion.

Informed Consent Form (ICF) and the semi-structured interview with the previously described participants.

The project from which this article derives was approved by the Committee of Ethics in Research of our university. The original institution and other participating institutions, in addition to the ICF signed by each participant, also authorized the study.

The analysis of the data was based on the content analysis technique as proposed by Bardin (2016). This analysis integrates a set of techniques that, through systematic procedures of content description, make inferences about the production and/or reception of a given message (Bardin 2016). Consequently, the elements that draw attention because of their frequency in the collected data emerge as categories. The first step of the analysis aimed to choose, eliminate, and organize the data according to the research design and the categories established. Data were analyzed by paragraph with the goal to identify elements that could contribute to the discussion. Therefore, the data analysis was performed by preparing summaries of interview recordings and printed and digital materials. These materials resulted in Verbatim Transcriptions that not only attempt to capture the meanings and perceptions of data, but also the context in which these were created (Poland 1995). Thus, from the primary data associated with secondary data collected and theoretical support, were identified the categories that we used as dimensions in this research. Finally, we defined the indicators to each dimension, according to our results (Table 2).

Table 2. Dimensions and indicators of sustainability management at community universities.

Dimensions	Indicators
Management professionalization	Contextualization and learning, development and optimization of functions, institutional projection
Economic and financial	Budgetary issues, managers' profile, state higher education financing policy
Social and community	People management policies, community engagement
Environmental	Internal policies for environmental preservation, partnerships with institutions for environmental preservation

Source: Created by the authors based on the research data (2018).

The following topic is devoted to examining these (Bardin 2016) in light of the theory.

ANALYSIS AND DISCUSSION OF THE RESULTS

SUSTAINABILITY

The interviewees directly mention the term sustainability no less than 43 times in a mixed way, that is, while intercalating management, economic, social and environmental aspects. Ávila, Madruga, & Beuron (2016) also study this phenomenon. The authors present the tripod of sustainability: Social, Economic, Social and Environmental. They also emphasize (the presence in the Mission and Vision of

the HEIs researched) or predominance of the social dimension, especially territorial and economic aspects based on the relationship between the institution and the society.

In a study by Kruger *et al.* (2018), the student segment shows greater importance to the environmental sustainability sphere, followed by the social segment and, finally, the economic and financial sustainability of the HEI. In turn, Rocha, Pfitscher, & Carvalho (2015) argue for the broad concept of HEIs' sustainability while involving all sectors and presenting results based on tools such as 5W2H[7].

However, our data register the differential FOUND, with a concept of sustainability based on the dimensions: management professionalization; economic and financial; social and community; and environmental, as we will discuss below.

MANAGEMENT PROFESSIONALIZATION

The management topic is mentioned 280[8] times by the interviewees. Among the interviewees, we found that the need to train managers is a relevant topic that is gaining space in the institutional portfolio. The desire for staff training for Management (58) as well as inexperience in Management (20) in which many of the current interviewees were legitimized in the position by learning in the day-to-day routine of what it is to manage an HEI. They are aware that it is more and more necessary to educate towards the management and professionalization of it (Villasmil Molero and Crissien Borrero 2015; Veliz-Briones et al. 2016). When universities realized this responsibility, they started to implement their administrative and academic management processes.

In most of the universities studied, the managers have been invited to occupy their position because they were considered good professors. Thus, many of them found difficulties in the new position because they did not develop specific skills for management. Our primary data show that we cannot associate empirically and necessarily being a good professor with being a good manager or a good researcher. Each profile demands its own particular skills.

Professionalizing management necessarily demands administering management processes (182), a topic that is very repetitive in the results. The management professionalization strengthens the academic, managerial, and pedagogical processes. The term Standard Operating Process (SOP) is present as a recent vocabulary among managers. Similarly, the concepts of Organizational Development (OD), Strategic Planning, Strategy, Results, Sustainability, Endomarketing, and Loyalty of Graduates are presented in the interviews.

[7] This acronym refers to: "what?," "why?," "where?," "when?," "who?," "how?," "how much?."
[8] The numbers in parentheses next to the terms indicate the frequency that a term is mentioned by the participants.

The reality seen here is close to that of the study conducted by Ceacero & Folch (2010) in a Spanish HEI that also did not consider professional training for the election of its managers. Ceacero & Folch (2010, 165) identified three stages of managerial development:

> The first period is contextualization and learning; the second refers to the development and optimization of the assigned tasks, and the third relates to institutional projection and preparation of the relay (our translation).

The interviews show that CHEI, somehow, transit between these three stages considering the different steps of the professionalization of their management. However, most of them concentrate their efforts on the stage of institutional projection based on strategic planning. Such a position leads these HEIs to a process of campus re-engineering, especially after the implementation of Distance Education (DE) courses. This movement is justified by the need to reduce administrative costs, direct and indirect expenses, as well as to reduce the payroll and reinvention of management, including restructuring and shrinking of the institutional organization chart. Today, there is even a new concept of campus, which decreases in the built area and grows virtually. Data show at least three types of campus: large geographic area undergoing restructuring after the emergence of Distance Education; relocation to shopping malls or at least to new structures with a design similar to the big malls; and virtual campus to better serve the modality of Distance Education.

Such re-engineering has been addressed in the studies of Villasmil Molero & Crissien Borrero (2015). They understand it in the dynamics of common good and university excellence, thus contributing to its reinvention in the integration of scientific activity, based on technological innovation and human development. They also emphasize the importance of training professors, managers and other employees for organizational performance. The management professionalization is also strengthened in the studies of Veliz-Briones *et al.* (2016). The authors present university management based on processes and project management to impact society positively. Variables such as infrastructure and information management, the design of the job profiles and positions, design and redesign of the organizational structure, the integrated control system, and the set of management tools are considered in the professionalization of process and project management while always aiming at the results. In turn, Pires & De Lima (2013) address the problem of the lack of university autonomy considering the presence of political groups, disregarding the management hierarchy through professional qualification, but political indications rather than technical qualifications. Table 3 presents empirical data regarding the importance of management professionalization.

Table 3. Identified elements of the importance of management professionalization.

Interviewee	Identified elements
ACVD 03[9]	HEIs must professionalize their management to compete with the increasingly demanding market.
CVD 09	The management professionalization is required given the changes in the context of education and alignment about a new generation of students.
RPGVD 03	HEIs have a management profile of their own, as it is simultaneously public about responsibilities to the community and private about the resources.
DEA 05	The management professionalization occurs by mixing professionals from the market (firms) and academics (professors).

Source: Created by the authors based on the research data (2018).

ECONOMIC AND FINANCIAL

The economic and financial sustainability is directly related to budget aspects (22), as present in the interviews with all Community HEIs. At the time of the research, these had a variation in the commitment of the Net Ordinary Income (NOI) with the payroll ranging from 70% to 80%. Such reality compromises resources for maintenance, conservation, and investments. Following the studies conducted by De Brum Palmeiras & Grzybovski (2017), the profile of the main managers is directly related to the results of the institution. The professional training of these managers has a positive relationship with the organizational results and the management model adopted, and those graduated in the area of Applied Social Sciences, according to such study, perform better.

However, in times of economic recession, as during our research, we question other factors involved in the economic and financial fields, which are different concepts. In this case, economic sustainability is based on the assets and rights that are part of the patrimony, while financial sustainability is based on the immediate availability of resources, that is, liquidity (Fortuna 2011). According to our data, in addition to the manager profile, the lack of a financing policy for the community higher education, the incipient diversification of sources of income (mostly centered on student monthly fees), and the crisis of student financing, especially in the case of Scholarship Financing Program in Brazil, are considered responsible for the constant concern and vigilance with the economic and financial sustainability of the Community HEIs. Table 4 shows the decrease in the number of students covered by FIES in the last six years, according to the data from the Brazilian Ministry of Education (in Portuguese, MEC).

Regarding the economic and financial sustainability, the participants of the research indicated concerns about the payroll, the need for investments, revenue and financing. Table 5 shows the transcribed parts of the interviews.

[9] As mentioned above, the acronym corresponds to the position of the interviewee, and the number corresponds to the code assigned to each HEI.

Table 4. Students covered by FIES in the last six years.

Year of reference	Number of students covered by FIES
2012	371,000
2013	559,000
2014	732,000
2015	287,000
2016	198,000
2017	175,000

Source: Brasil (2012; 2014; 2015; 2016; 2017; 2018a).

Table 5. Identified elements of the economic and financial sustainability.

Interviewee	Identified elements
ACVD 06	Our biggest concern today is with the high index of pay rates, which exceeds 70% of the university's income. This reality compromises investments in the structure.
AD 03	Given the financial limitations, managers must conciliate academic quality with economic sustainability. Thus, the management problem lies in the relationship between the needs for investment in academia to reduce expenditures.
RPGVD 06	92% of the budget revenue comes from the student monthly tuition. The qualification of the infrastructure has allowed the others 8% result from services. The research has the potential to make more contributions, once the institution learns to make better use of public notices.
ACVD 08	The reduction of funds from FIES forced the institution to reopen its own credit to retain students.

Source: Created by the authors based on the research data (2018).

Therefore, the scarcity of resources (64) is a reality in the Community HEIs. Their institutions depend on the composition of resources from various sources, such as government with FIES; support of families with tuition and other expenses for student maintenance; partnerships with non-governmental entities; firms with different types of incentives and resources of the HEI itself. Government discounts are based primarily on FIES, University for All Program (in Portuguese, Programa Universidade para Todos [PROUNI]), Restructuring and Expansion of Federal Universities (in Portuguese, Reestruturação e Expansão das Universidades Federais [REUNI]), Program of Incentives to the Restructuring and Strengthening of Institutions of Higher Education (in Portuguese, Programa de Estímulo à Reestruturação e ao Fortalecimento das Instituições de Ensino Superior [PROIES]), etc., as non-refundable discounts. FIES, for example, which used to be a solution, became a problem, with its new rules and a stark reduction of resources, as pointed out in Table 5.

Other forms of funding do not meet the demands of Community HEIs, mainly due to high-interest rates. Thus, the first consequence is the low cash flow for them to meet all their commitments. Community HEIs sign to the search for new partnerships while legitimizing other sources of resources to guarantee the access and permanence of the students.

As we have already mentioned, in order to face the (un) balance of the finances (14), the interviewees present possible proposals as a discussion agenda. They propose the following: allowing the students to withdraw the Length-of-Service Guarantee Fund (in Portuguese, FGTS) government

for student purposes; income tax rebate, a kind of PRONAF[10]. For education and creation of cooperatives for student financing, as Table 6 shows.

Table 6. Identified elements of the reality lived in the Community HEIs.

Interviewee	Identified elements
ADVD 03	We need to align with the market to raise new funds and investments.
RPGVD 06	The resource management is difficult when facing the institution's "machine," which is still heavy, aggravated by evasion, mainly due to restraints in FIES.
ADVD 14	It is necessary to increase the capacity to raise new resources through connections with governments and firms.
CVD 04	We deal permanently with situations related to the scarcity of resources, thus having to find creative ways to find solutions.
DEA 02	Our main occupation is to raise financial resources, a reality that often distances us from the identity of the institution.
DEA 13	The main challenge is to deal with predatory competition with large economic groups in the area of education.
ADVD 03	Issues such as price and offer of courses are more defined by the need of the region than by the commercial vision.
ACVD 02	We are going through a moment of re-structuring the institution, where financial sustainability has been growing.

Source: Created by the authors based on the research data (2018).

Thus, the fundraising (13) would be much more than sustainability guaranteed in the traditional monthly students' fees (as in the applied research), which is already a reality in several HEIs as a source of new revenues. The primary data record other similar examples, while diversifying their growing sources of income with the provision of services to sources of fundraising. That is, the Community HEIs aim to build a new marketing design, beyond the academic logic, and alignment with the market in the mutual attendance to its demands, as in the example of the Study of the Quality of the Water conducted by laboratories of one of the researched HEI.

Another strategy used by HEIs investigated is the increase of their social benefits. These are shown in actions that solve real problems of their communities. Thus, the benefit of social capital is shown, with the development of people and community leaders, of intellectual capital in the most diverse areas of science, of cultural capital, while preserving the origins of local peoples and ethnic groups, etc. Similarly, there is a timid but emerging benefit in the development of new technologies driven to local and regional innovation and entrepreneurship. For example, the technology parks of those institutions as well as the stricto sensu programs aimed at the local and regional development in several areas of the knowledge.

The benefits also extend to local governance, as the university puts its intellectual capital at the service of the community. To the same extent, it reinvents itself constantly. The community is the

[10] The Family Agriculture Program (in Portuguese, PRONAF) is a program of support for rural development by strengthening family agriculture for job and income creation. The Program is implemented in a decentralized manner and includes family farmers and their organizations (Brasil 2018b).

university's great laboratory. Thus, the university imposes the challenge of thinking and overcoming the physical limits of the classroom, going beyond theory, which leads academics to cross-border skills (Ferrer-Balas et al. 2010). The elements reported above are shown in Table 7.

Table 7. Identified elements of the search for new resources.

Interviewee	Identified elements
CVD 07	The alignment with the market facilitates fundraising and service delivery.
ADVD 09	The institution must raise new funds to survive.
DEA 09	In addition to the students' tuition (main income), the institution seeks projects in partnership with companies, participation in public and private notices, and service delivery.
DEA 12	A proposal for the creation of a financial cooperative under COMUNG to contribute to the Community HEIs.

Source: Created by the authors based on the research data (2018).

The economic and financial sustainability is directly related to the high quality of the structure (29) of Community HEIs. The Institutional Development Plans foresee and guarantee maintenance, conservation and, in many of them, expansion of the structure beyond the regular classrooms and laboratories. What is shown as a competitive advantage is also a challenge to be overcome. This is due to the heavy maintenance, the low occupancy rates as a source of resources, the predominance of income from student fees, the increasing requirement of the quality of services provided by the public served, regardless of the social class to which they belong. Table 8 shows the elements identified in this reality.

Table 8. Identified elements of the reality of the structure.

Interviewee	Identified elements
ACVD 06	It is essential to open our structure for integration with the market and research.
AD 09	The structure of the Community HEIs should reflect a balance on the managers' side, regarding the adequate balance between teaching, research, extension, and market.
DEA 07	Ability to innovate, adapt and give answers, while maintaining its foundational essence.
CVD 11	The community objective is important, but the institution's sustainable structure is also important.

Source: Created by the authors based on the research data (2018).

Finally, the economic and financial sustainability, as well as the profile of the deans and the quality of the structure of the HEIs are directly related to the research. In Brazil, this is almost totally dependent on the relationship between managers of HEIs and financial support from the government. The importance given to research is expressed in 144 mentions during the interviews. It unfolds in the production of knowledge (53) and scientific and technological advancement (72). It is seen as a synonym for innovation (21), promotion of research groups (17), and undergraduate research fellowships (7). Crasto, Marín González, & Senior (2016) alert to the research focused on a theoretical-conceptual and social system and as a core process of university management. In their research, the authors conclude on the need to re-flexibilize the university structure to bring it closer to the social realities and to assume an ethical behavior that is palpable through the basic functions of inter-sectoral

relationships (between HEI sectors). They also conclude that teaching, research, and extension are functions that enable the development of the university by training professionals with ethical and moral values who can be part of the community order to recognize the problem and its approach through actions. Therefore, the fundamental purposes of generation and construction of thought and knowledge will be achieved, where all together, including the community, are committed to addressing, observing, imagining, reflecting and reinventing the social reality.

Calderón, Gomes, & Borges (2016) analyzed the scientific production on Social Responsibility of Higher Education (in Portuguese, Responsabilidade Social da Educação Superior [RSES]) based on doctoral theses and master's dissertations written in Brazil from 1990 to 2011. They concluded that: 40% of the studies on this subject were conducted during a professional master's degree; 66.7% come from private HEIs, and 81.2% of the studies are set in Brazil. These data show that the concern with RSES is already a reality in the postgraduate programs and the studies in the area can contribute increasingly to understanding the importance of the research in Brazilian HEIs. The elements identifying the importance of the research for the interviewees are presented in Table 9.

Table 9. Identified elements of the importance of the research.

Interviewee	Identified elements
ADVD 03	Applied research can be turned into a resource source for the university.
RPGVD 06	Strategy and future are very linked to research and post-graduation studies. Training the student is already an obligation (*commodity*).
ACVD 11	The institution's view within its strategic planning is to become a global research university.
RPGVD 03	The research works in the "being community" before the needs that aim to advance the local development socially and culturally, among others.

Source: Created by the authors based on the research data (2018).

SOCIAL AND COMMUNITY

For Ashley, Ferreira, & Reis (2006), social management currently includes not only the scope of social responsibility but also economic responsibility and especially environmental sustainable responsibility. After the National System for the Evaluation of Higher Education (in Portuguese, SINAES) was implemented in 2004, HEIs started to be better evaluated regarding social responsibility for contributing to the institutions' self-assessment.

The social identity of community HEIs extends in the deep-rooted commitment to the community. In the primary data, there is a remarkable presence of the Community Institutional Identity with a profile for social engagement and resolution of the problems of local and regional communities (201). Andrade (2016) studied a Community HEI through a social-responsibility bias and proposed an indicator panel for the evaluation of the University Social Responsibility (in Portuguese, Responsabilidade Social Universitária [RSU]) based on the monitoring of graduates, aiming to

consolidate the principles of social and community sustainability. Research data show that the community university struggles to maintain its historical bias, remaining faithful to its origins, a condition that requires constant reinvention to remain communal. It uses strategies, openness, and partnership with its environment, which guarantee that it remains loyal to the institutional principles. Among them is the assurance of an institutional culture marked by social responsibility, in addition to isolated projects and actions.

Social and community sustainability in these HEIs is presented as a mode of existence that is recognized in the affirmation of social responsibility in the constant struggle with the forces of neoliberal capitalism. Thus, it plays between the forces of the neoliberal current and state gratuity, which does not have enough resources to account for the great educational demands.

They also conclude that teaching, research, and extension are functions that enable the development of the university by training professionals with ethical and moral values who can be part of the communities to recognize the problem and its approach through actions. In this context, the social and cultural identity of their communities is forged. This identity is expressed in the formation of leadership with a community feeling committed to several sectors of the society and economy, giving dynamism to the university-community alliance. Also, Rodríguez & Hernández (2016) identified in their researches the student as an important agent in higher education institutions regarding social responsibility when implicating themselves in humanitarian causes such as human rights, gender equality, and non-discrimination, etc.

According to the data of the interviewees, Pinto (2012) assigns social responsibility as an individual commitment. However, for the institution to acquire it, it must raise awareness among all involved: professors, students, other employees, and the community. Similarly, according to studies of Vallaeys, De la Cruz, & Sasia (2009), there are five policies of University Social Responsibility: ethical management policy and institutional quality of life; responsible environmental management; socially responsible academic training; socially responsible graduates; socially useful research; and social knowledge management. For community HEIs, social and community sustainability involves all actors in the educational and social community. Table 10 presents the elements found in the interviews about this matter.

The problems of people management (83) also occur in community HEIs, despite the attention given to this topic. Training of people (58) has advanced in different stages. In all the HEIs researched, we find policies for training people, besides mere activities or training projects. These policies are unfolded into training plans, continuing education projects, and these are then unfolded

into activities. Primary data confirm the premise that caring for people has exceeded the mere professionalism of human resources. In the interviews, it is often heard the term management of people (referring to overcoming the old concept of human resources in its predominantly technical profile). Therefore, the humanization of the formative processes is systematized in their practices. The mere "employee training" is replaced by personal development focused on life and work skills.

Table 10. Identified elements of social and community sustainability.

Interviewee	Identified elements
CVD 12	Our commitment lies in the community-driven innovation.
RPGVD 12	We aim to bring the academy closer to the community. This is a two-way view.
ADVD 05	The institution does not adopt an assistance policy. Social projects must be linked to academic activities. There cannot be loose ends when it comes to projects.
AD 05	The figure of a community institution is more perceived internally than in its environment. The biggest evidence is the performance of the institution in the regional development.

Source: Created by the authors based on the research data (2018).

This training policy begins in welcoming the incoming employees and spreads in the practices of continuous and integral formation as institutional policy. Such an attitude is justified by the premise that technical capacity is necessary, however, insufficient because of the need for care with integral and inclusive human development. However, these training processes are found in different stages.

Although the discourse converges towards training policies, some Community HEIs often see themselves in specific activities, isolated projects, and constant training, also due to the high turnover rate of their employees. Such a policy is consistent with the training of people committed to a collective and sustainable project that yields positive impacts. According to Navas Rios & Romero González (2016), the current society requires people who are more responsible and engaged with the social group. Therefore, the need to train professionals, academics and researchers capable of building a future is a priority. Moreover, the interviewees state that we are living a moment of the management where it is important to measure the actions of sustainability and their impacts. Table 11 presents the primary elements of the research on the management of people.

Table 11. Identified elements of the research on the management of people.

Interviewee	Identified elements
RPGVD 09	The profiles of motivational manager and leadership require skills for strategic care of people while stimulating entrepreneurs and collaborators.
DEA 08	Community HEIs are committed to improving people's quality of life (community, professors, staff, students ...).
CVD 04	The Institution must be aligned with the mission and objectives in people management. The teamwork is highlighted, with people who are trained for their jobs and are fulfilled.
AD 04	The institutional climate is based on the concept of people who gather to make a welcoming education with a perception of values and tradition.

Source: Created by the authors based on the research data (2018).

The concern with the appropriate manager profile (17) is mentioned by the respondents. It is unanimous for the interviewees that 21st-century institutions, regardless of their nature, need managers with multiple skills, many of which are still nameless, but that can go beyond the norms of administration, governance, and management. In the care of the training of managers, the emphasis lies in the development of decision-making skills (64). The same interviewees state that the integration with the various sciences, such as neuroscience, artificial intelligence, and the mastery of digital artifacts is a necessary condition for the recognition and legitimating of the manager at present.

These data are in line the literature, such as the research by Palmeiras, Sgari, & Szilagyi (2015), who conclude that academic training is not enough to have the manager profile, as this includes a set with necessary technical skills. HEIs must be aware of the job market in which graduates will be inserted later, but it is also necessary to pay attention to the particularity of the educational scope.

This profile is constantly evolving and generates a deep feeling that, no matter how much a manager is put in the process of continuous training, works and decides collegially, accepts to make the process from teacher to manager, the incompleteness still follows. In addition to strategic and tactical issues, managers cannot shy away from daily operational issues. Often these become subtle traps that rob the best of their time and their energies. An example of this scenario is the existence of managers of COMUNG acting outside their strategic axis, being occupied with the constant changes in Brazilian legislation regarding the regulation of higher education.

Thus, the research by Barbosa & Mendonça (2016) is similar to this reality when they state that the university managers are not academically qualified to manage HEIs. The university fails in the training of professors-managers (professors who also play a role in management) to perform HEIs' administrative tasks as well as the requirement of skills necessary for the manager profile. This new scenario requires knowing how to manage people (leader's role) and evolving to apply the principles of governance while relating to society, the public entity, and leadership of movements. Amongst the managing skills, the research is concentrated in: a) technical (area of performance, management, legislation); b) human (motivational relationship, institutional climate); c) cross-sectional (all emerging topics - network, fourth helix in the dialogue with government, community, press, and emerging issues such as new technologies).

In addition to the use of new technologies and management tools (12), Waengertner (2018) draws attention to the need for creative people to facilitate creative management processes that also respond to the goals and results (28) and management insight, where amateurism is replaced by technical knowledge. In short, according to Han (2017), current managers are required to focus on

results in order to meet the expectations of the 21st-century performance society to the detriment of the 20th-century disciplinary society.

Finally, the belief that a good professor is necessarily a good manager or a good researcher is undone. Their individual profile must be developed and monitored continuously. Table 12 presents the elements identified as being part of the manager profile of Community HEIs.

Table 12. Identified elements of the manager profile of Community HEIs.

Interviewee	Identified elements
CVD 08	Collegial Decision-Making Process in the Institution, there is a culture of collegial living.
AD 08	Flexibility when making a decision. Decisions involving all should be discussed by all.
RPGVD 06	The institution is extremely collegiate. Everything is much discussed.
DEA 04	CHEIs must keep up with market speed in their decisions and count on qualified advice focused on results.
CVD 12	The institutional processes take place through policies and guidelines with defined criteria, as is the case of professors' qualifications.
ACVD 09	The fragility of the FIES forced the institution to reduce the payroll to 50% of net income while maintaining the functional quality through a meritocracy model effectively implemented.
CVD 04	The institution focuses on Strategic Planning and the organization of processes. In order to follow the strategic objective, we use the Balanced Scorecard (BSC).
ADVD 04	The adoption of a management model, in line with good governance practices, supported by strategic indicators and action plans.

Source: Created by the authors based on the research data (2018).

ENVIRONMENTAL SUSTAINABILITY

The data show the Community HEIs located at the stage of isolated activities or projects in areas of environmental care. They mention, for example, the following: courses in the environmental area; green campus; interdisciplinarity between health and education courses, as well as health initiatives and economics and education, such as solid waste collection projects; projects with cooperatives; environmental associations; partnerships with public schools; and other extension projects. These initiatives, despite their particular contribution, do not instill an environmental sustainability culture.

Similarly, according to De Paula, Da Silva, & Moreira (2014), the majority of the ones being researched (professors, students, and technicians) are less concerned about sustainability. In their survey, of the total number of interviewees, 90% said to contribute in some way to the preservation of the environment: a) proper waste disposal; b) reuse of greywater; c) use of biodegradable products; (d) separation and proper disposal of cooking oil; e) use of bicycle for commuting in the urban perimeter of the city; f) rationalization of water and energy consumption. Of those interviewed, 63.4% are open to a change of habits as long as their spending is not much increased, but they are not willing to contribute to public services. They conclude that it is necessary to think about ecopolitics, environmental education campaigns in addition to the curricular environmentalization.

Also, the research of Peixoto *et al.* (2013) with professors and students of two higher education courses of two institutions in the city of Patos, in the state of Paraíba (PB), Brazil, indicated that 33.3% of the professors in course A and 66.7% of those in course B discuss the topic during the classes. However, few actions are effective. Regarding the professors: 9.5% conduct research in this area, support projects in the environmental area, and 4.8% develop projects in the area of selective waste collection.

However, other HEIs have already taken more advanced steps, as shown in the data presented by Warken & Klan (2014). They studied the Federal University of Southern Frontier (in Portuguese, Universidade Federal da Fronteira Sul [UFFS]). They found 25 practices of environmental sustainability that are adopted and influenced by "innovation due to technological changes," 34 influenced by "innovation due to legislation" (coercive isomorphism), and 34 influenced by "innovation due to market force" (normative isomorphism). Needs for innovation aim at changes in both internal and external processes and activities in this HEI.

Finally, it is concluded that there is progress, however, not enough for the emergence of a university culture driven to environmental sustainability in Community HEIs. However, the data of our research are similar to those of the study of Aparecida & Mattos (2015). The authors state that the institutions' responsibility for sustainability has increased as well as teacher training due to social, regional, national and international changes.

Sustainability in the Institutional Pedagogical Project challenges the management and responsible management of resources with practices, such as those mentioned by the interviewees: indicators of water use, energy expenditure and emission of greenhouse gases; issues of consumption, suppliers, and waste disposal to identify and tailor the institution's operations to the sustainable practices. Table 13 shows the elements identified of the activities of Environmental Sustainability.

Table 13. Identified elements on Environmental Sustainability activities.

Interviewee	Identified elements
DEA 13	Our management of environmental sustainability develops actions proportional to the economic results obtained, aiming to contemplate academic needs through community practices.
ACVD 08	The environmental, academic awareness is still restricted. Environmental projects have their own resources or some public and private partnership.
AD 02	The environmental projects that are developed through courses, such as Agronomy and Biology, are very well recognized.
ADVD 04	Encouragement to volunteer in campaigns of care and preservation of natural/environmental resources, with the academic bias, but supported by the pastoral and other sectors of the university.

Source: Created by the authors based on the research data (2018).

CONCLUSIONS

Our article addressed the issue of sustainability management in community universities of Rio Grande do Sul, Brazil. We aimed to present the different sustainability dimensions of these universities critically while considering qualitative, exploratory research, characterized as a multiple case study with 14 community universities in Southern Brazil. Primary and secondary data resulted in a procedural movement of these universities in the constant search for sustainability based on the following dimensions management professionalization; economic and financial; social and community; and environmental.

We presented four considerations as a contribution to university management. The first one is about management professionalization through strategic management: HEIs of any nature must establish, as a priority, their Manager Training Policies for their institutions; otherwise, they will not be able to be strategic and competitive in a market that demands constant results.

The second consideration emerges from data on economic and financial sustainability: HEIs should be strategically positioned through Sustainable Research Policies, economically and financially, to ensure favorable conditions for the supply of new products derived from research, as they consolidate and gain space as applied science and transfer of technology.

The third consideration addresses community social sustainability: HEIs must assume a Policy for Training People and Leaders with a social-community profile and focus on results as a necessary condition for the development of their institutions and community and for meeting the principles of academic innovation.

Finally, the fourth consideration is focused on environmental sustainability: HEIs are guided to assume the Sustainable Environmental Management as a Policy, not being limited to projects or programs, but with the aim to establish and consolidate a culture of environmental sustainability. Such policies proposed here can serve as a reference for any HEI that aims to work with a Sustainable Management systemically.

As a limitation of the research, we point out its restriction to the Community Higher Education Institutions in the State of Rio Grande do Sul, as well as the primary data being only strategic managers. For future research, it is suggested to extend the study to all the Community Institutions of Brazil and to expand the primary data by including tactical and operational management. The present study also leaves other open questions for further research, such as the creation of indicators or strategies for the implementation of a sustainable university management to establish and consolidate a sustainability culture by all the actors involved.

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Limites da Gestão da Sustentabilidade em Universidades Comunitárias

RESUMO

O artigo objetiva identificar, a partir do olhar dos gestores estratégicos, categorias que participam da instauração de uma cultura de inovação em universidades comunitárias no sul do Brasil. O método é baseado em uma pesquisa qualitativa, exploratória, por meio de estudo de caso múltiplo, tendo como unidade de análise um grupo de universidades brasileiras. Foram realizadas entrevistas com 67 gestores de 14 instituições de ensino superior, além de dispositivos legais, documentos, estudo de cenários e pesquisas de mercado. Os resultados apontam para a necessidade de as universidades trabalharem posicionamento estratégico competitivo; aproximação dos times da academia e mercado; a inovação garantidora do princípio da gestão sustentável; a internacionalização como um indicador de inovação; a inflexão curricular e a formação de lideranças inovadoras. Nossa contribuição reside em propor que as universidades, independentemente de sua natureza estatal, privada ou comunitária, optem por um plano estratégico que impulsione a cultura da inovação.

Palavras-Chave: Gestão Universitária; Ensino Superior; Sustentabilidade; Brasil.

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