



ANALYSIS OF THE IMPLEMENTATION OF PNAES AT UTFPR AND UFSB



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ABSTRACT

Dropout in higher education is a Brazilian problem, for which public policies have been created with the aim of reducing these rates. The objective of this article is to collect data and analyze the Student Aid Program (PAE) of UTFPR and the Student Assistance Program to Support Permanence (PAP) of UFSB during the period 2021, 2022 and 2023. This research is important because it provides information that helps to understand the two programs, since they are included in the budget of UTFPR and UFSB and that in 2023 a budget of R\$ 19,091,481.26 and R\$ 3,043,000.00 were recorded, respectively. Based on the data collected from the two institutions, a qualitative analysis and a comparison between the scenario and the reality of both institutions was carried out, in order to demonstrate that even though they are federal HEIs, created by law, with similar objectives, there may be variations in regional realities that influence budget revenue and execution. After the analyses, we came to the conclusion that there is a difference in revenue and number of students covered by the PNAES between UTFPR and UFSB. We conclude this from the fact that UTFPR is an institution that is already consolidated and has a larger structure, while UFSB is a new institution that seeks its consolidation and expansion.

Keywords: Student Aid, Budget, Dropout in higher education, PNAES, Democratization of Education.

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INTRODUCTION

Dropout in higher education is not only a Brazilian problem, for (SILVA FILHO et al., 2007) it is an international problem that affects the results of educational systems, whether social, academic or economic, and that it is a matter of public resources.

invested without the due return, in the case of the public sector. And that, both in the public and private sectors, leads to idleness of teachers, employees, equipment and physical space. (SILVA; SAMPAIO, 2022, p. 603) state that "Dropout in higher education is an issue of global interest and, to reduce it, several policies have been created to encourage students to remain in universities". Some policies created in Brazil, such as the Support Program for the Restructuring and Expansion of Federal Universities (REUNI) and the National Student Assistance Program – PNAES, have shown, according to (SENGER et al., 2018), an increase in the number of professionals to work in higher education, such as the hiring of social workers, whose work takes place directly in student assistance actions, with priority attribution in the planning and execution of the PNAES, and in the execution of student assistance actions. The PNAES was created with the purpose of expanding the conditions for young people to remain in federal public higher education, according to Article 1 of Decree 7.234/2010, which also assigned to the MEC (Ministry of Education) the responsibility for its execution of the program (BRASIL, 2010).

In this context, this study seeks to make a correlation between two similar programs – the Student Aid Program (PAE) of UTFPR and the Student Assistance Program to support Permanence (PAP) of UFSB – both based on PNAES, Decree No. 7.234/2010. The revenues of this program are transferred by the MEC to the educational institutions, which are responsible for its execution in the financial years.

The objective of this study is to analyze the PAE and PAP during the periods 2021, 2022 and 2023. This research is justified so that we can analyze the information and understand the importance of this policy, since it is a program included in the budget of UTFPR and UFSB and that only in 2023 corresponded to the amount of R\$ 19,091,481.26 and R\$ 3,043,000.00, respectively. The intention of the study is to make a comparison between the two institutions studied, based on the information collected on the budget execution of revenues from the PNAES, to investigate the similarities and differences in the types of aid available, in the selection processes and financial resources executed in the financial years proposed for this study. It is worth mentioning here that the Federal HEIs have administrative autonomy, as ensured by article 207 of the Federal Constitution of 1988, "Universities enjoy didactic-scientific, administrative, and financial and patrimonial management autonomy, and will obey the principle of inseparability between teaching,

research and extension" (BRASIL, 1988). Therefore, since the revenue comes from the same source and with the same purpose, the institutions have the management of how its execution will be carried out, and it is what we intend to observe and compare how each one executes its budget.

The present work was divided into 5 sections, the first being the introduction, in the following section a bibliographic review is made in order to bring the main points of studies previously carried out on the PNAES program in the Federal HEIs, its creation, purposes, responsibilities of management and the implementation of the program in the institutions. Section 3 presents the data collected in the institutions studied. Information on the execution of the selection processes, the number of students benefited are presented in the form of tables and graphs and explanatory texts. Soon after, in section 4, the comparison analyses between the institutions are made and what is similar and what differs in the processes of execution of the PNAES is highlighted. Finally, in the last section, the conclusions of the analyses performed on the data are presented.

LITERATURE REVIEW

The National Education Plan (PNE) 2001-2010 pointed out the need to expand public higher education and student assistance, and the government began to scale the expansion of federal public higher education from the 2000s onwards. By institutionalizing REUNI (Support Program for Restructuring and Expansion Plans of Federal Universities), through Decree No. 6,096, of April 24, 2007, one of its objectives is defined by providing federal universities with the necessary conditions to expand access and permanence in higher education. This expansion of the federal network of higher education began in 2003 with the interiorization of the campuses of federal universities, but this expansion, expansion and at the limit democratization, necessarily involves the guarantee of resources and budgets. PALAVEZZINI and ALVES (2019)

In this context, there is a need for a program that guarantees this permanence of students. For ESTRADA and RADAELLI (2014, p. 33) the importance of the existence of actions to support students is undeniable, and adds that "taking into account that an effective student assistance policy comprises actions ranging from conditions of access to the instruments necessary for professional training to the generation of minimum resources for the student's survival". Thus, the PNAES arises, which aims, according to Imperatori (2017, p. 295):

Articulate different areas and, consequently, different social policies, aiming to ensure a broad standard of social protection. It is interesting to note that the actions

are defined and not the ways of executing the actions, which results in the diversity of projects and services implemented in each Ifes (Imperatori, 2017, p. 295).

Also, according to Imperatori (2017, p. 297), "although PNAES is a program at the federal level, its execution is decentralized. Each university has management autonomy to use the resources made available, according to its needs and local specificities, which allows for greater efficiency".

Due to this characteristic of autonomy, it is important to analyze the PAE and the PAP, which are implementations of student assistance policies. According to (MACEDO, 2017, p. 20), "Student assistance was created in 2007, however, its materialization occurs with the sanction of Decree No. 7234/10, which provides for the PNAES program within the scope of IFES". And he adds that: "Student Assistance is a Public Policy that aims to offer conditions for the permanence of students in face-to-face higher education" (MACEDO, 2017, p. 16)

Within this scenario, it is possible to observe, from the studies already carried out, that the PNAES achieves its role. As an example, we can refer to (CESPEDES et al., 2021) who studied the Student Permanence Program at the Federal University of São Paulo and concluded that the program has fulfilled its objective of creating conditions for permanence and full use of the training of students in situations of socioeconomic vulnerability, and it is possible to observe that the percentage of students who drop out is lower among those who received some type of Pape aid⁶.

(ARAÚJO et al., 2019) also reinforces this position by stating, after analyzing the undergraduate students at the IFCE Iguatu campus, that the permanence of students in many aspects portrays the national context, that is, "access to student aid has caused a higher rate of permanence of beneficiaries in relation to non-beneficiary students" (ARAÚJO et al., 2019, p. 739).

We then come to understand the PNAES decree, which comprises nine articles, starting with article 2 deals with the objectives of the plan, structured around four items:

I - democratize the conditions of permanence of young people in federal public higher education; II - to minimize the effects of social and regional inequalities on the permanence and completion of higher education; III - to reduce retention and evasion rates; and IV - to contribute to the promotion of social inclusion through education. (BRAZIL, 2010).

Article 4 of the same decree states that student assistance actions will be carried out by federal institutions of higher education. Article 5, on the other hand, establishes priority

⁶ The Student Aid Program (Pape), of the Federal University of São Paulo, is intended to assist students with a per capita family income of up to 1.5 minimum wages to ensure their permanence at the university

for students from the public basic education network or with a per capita family income of up to one and a half minimum wages, and federal institutions of higher education may set other requirements (BRASIL, 2010).

Returning to paragraph 1 of article 3, it is possible to verify the areas in which the decree determines that actions must be developed by higher education institutions:

I - student housing; II - food; III - transportation; IV - health care; V - digital inclusion; VI - culture; VII – sports; VIII - day care center; IX - pedagogical support; and X - access, participation and learning of students with disabilities, global developmental disorders and high abilities and giftedness. (BRAZIL, 2010).

Due to this characteristic of autonomy, that is, the absence of specific regulation, BLEICHER and OLIVEIRA (2016, p. 546) state:

The absence of specific regulation for the actions directed by the PNAES, if, on the one hand, it allows each institution to propose activities appropriate to its local needs, on the other hand, it does not guarantee that there will be compliance with the areas established in the decree, or even a general consensus on how such activities should be organized and promoted in the institutional routine. Thus, it may happen that, while a portion of the institutions direct their health actions to promotion and prevention articulated with the network, another portion understands that offering health care is offering it only in office models, similar to a private clinic with specialized individual services (BLEICHER and OLIVEIRA, 2016, p. 546).

Thus, each university adapts the notice to its needs and those of its students. An example can be observed when analyzing the UTFPR and UFSB notices. Both the UTFPR and UFSB notices describe the available grants in their first article. For the former, there are basics, housing and food, while there is food, housing and transportation to UFSB (UTFPR, 2023; UFSB, 2023). We highlight that at UFSB, other public notices are launched aimed at certain audiences, for the selection of other aids, such as: daycare assistance, for students who have small children; to serve students from the indigenous and quilombola population; and also trans people from the LGBTQIA+ community.

IMPLEMENTATION BY UNIVERSITIES

In accordance with the provisions of article 5 of the PNAES, each federal institution of higher education and the Federal Institutes of Education, Science and Technology set their requirements differently, considering the characteristics of the institution and the needs of its students. In this chapter we will identify through subsections 3.1 and 3.2 the way UTFPR and UFSB implement this process and the data on the public served.

STUDENT ASSISTANCE PROGRAM TO SUPPORT PERMANENCE (PAP) AT UFSB

At UFSB, financial aid related to PNAES budget resources is governed by selection processes, through public notices from the Dean of Affirmative Actions - PROAF through the Affirmative Action Policy Commission (CPAF). This commission was established by Consuni resolution 03/2016 and is composed of members from various segments of the academic community at UFSB, that is, pro-rector, academic coordinators, administrative technicians, professors, students from each campus and representatives of civil society. We would like to point out that, at the time of this research, the institution had some of these vague representations, which leads to infer the difficulty of community involvement, another point that may be causing this absence of some segments, especially the internal community, is the overload and accumulation of activities, as it is a recent institution, 10 years after the enactment of the law that created it, UFSB suffers from a deficit of civil servants and professors.

The selection processes for the availability of financial aid, from PNAES resources, as mentioned, are carried out through public notices. These aids are divided by purposes, such as: food, transportation, housing, daycare, permanence aid scholarship (BAP), for indigenous and quilombola people and for Trans (LGBTQIA+). The processes usually take place twice in the academic year, once at the beginning of the year and once in the period from May to July. Depending on the availability of resources, there may be more processes in the year, if the number of students contemplated in the previous processes is low and does not occupy all the scholarships available.

The student, to apply for the aid, must meet the legal requirements and be active in the PROAF register. This registry is the database and records of the Dean of Affirmative Actions (PROAF) composed of all students in situations of socioeconomic vulnerability at the Federal University of Southern Bahia (UFSB), who declare and prove gross family income per capita of up to 1.5 (one and a half) minimum wage, under the terms defined by CPAF, the control body of UFSB's Permanence Programs. The scholarships and aid offered by UFSB serve students in vulnerable situations from the institution's three campuses, namely: Jorge Amado Campus located in Itabuna, Paulo Freire Campus in Teixeira de Freitas and Sosígenes Costa Campus in Porto Seguro.

Table 1 shows the data on the selection processes for grants and scholarships that took place in the first semester of 2023 at UFSB. 5 notices were published that covered all the purposes mentioned above. Table 1 shows the number of active students per campus, the number of applicants and the number of students who were or were not included in these notices.

Table 1: Student aid and scholarship data (2023)

CAMPUS	REGULAR STUDENTS	ATTACHED	GRANTED	REJECTED
Itabuna – CJA	1476	772	292	480
Teixeira de Freitas – CPF	1402	768	351	417
Porto Seguro - CSC	1285	504	194	310
TOTAL	4163	2044	837	1207

Source: <https://ufsb.edu.br/proaf/editais>

Table 2 shows the numbers referring to the selection processes carried out in the second half of the same year. It is worth noting that during this period there was no notice regarding the BAP scholarship, but there was more than one notice referring to aid for indigenous and quilombola students and for Trans (LGBTQIA+).

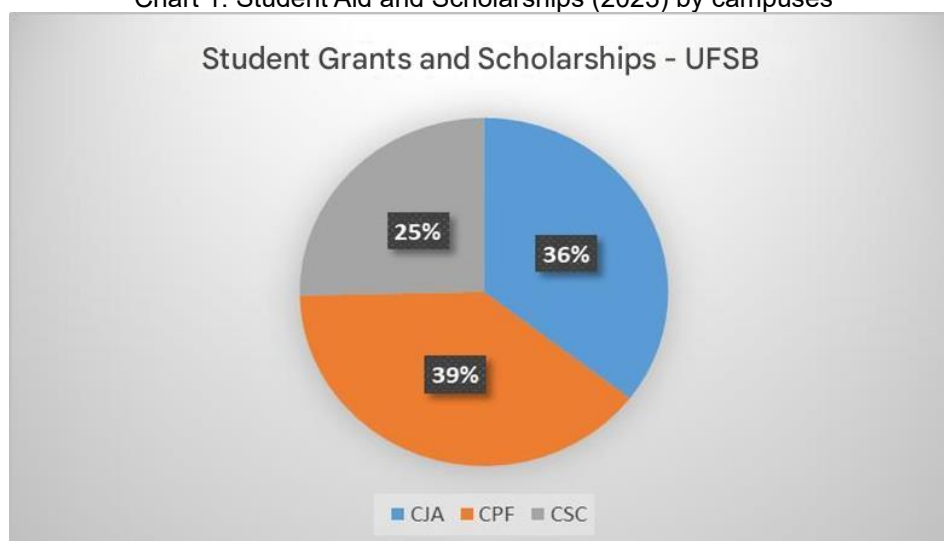
Table 2: Student aid and scholarship data (2023)

CAMPUS	STUDENTS REGULAR E S	ATTACHED	GRANTED	REJECTED
Itabuna – CJA	1476	528	173	355
Teixeira de Freitas – CPF	1402	459	163	296
Porto Seguro - CSC	1285	341	138	203
TOTAL	4163	1328	474	854

Source: <https://ufsb.edu.br/proaf/editais>

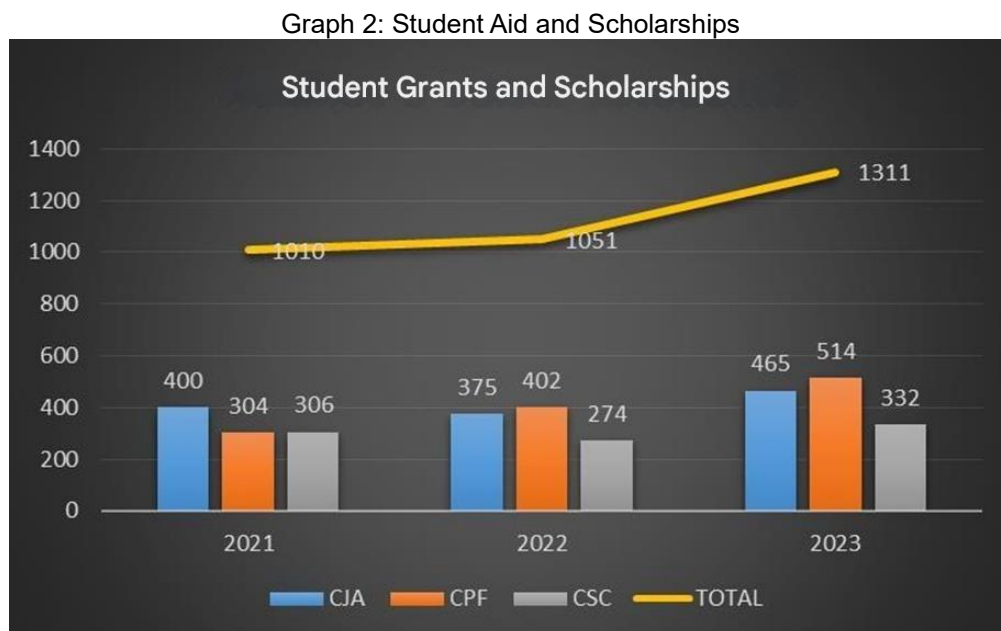
Graph 1 shows the form of the division between the three UFSB campuses, in percentage terms. It is possible to observe that the Paulo Freire Campus had more students contemplated than the other campuses and that the Sosígenes Costa Campus was the one that had the lowest quota of students benefited in the institution's aid and scholarship processes.

Chart 1: Student Aid and Scholarships (2023) by campuses



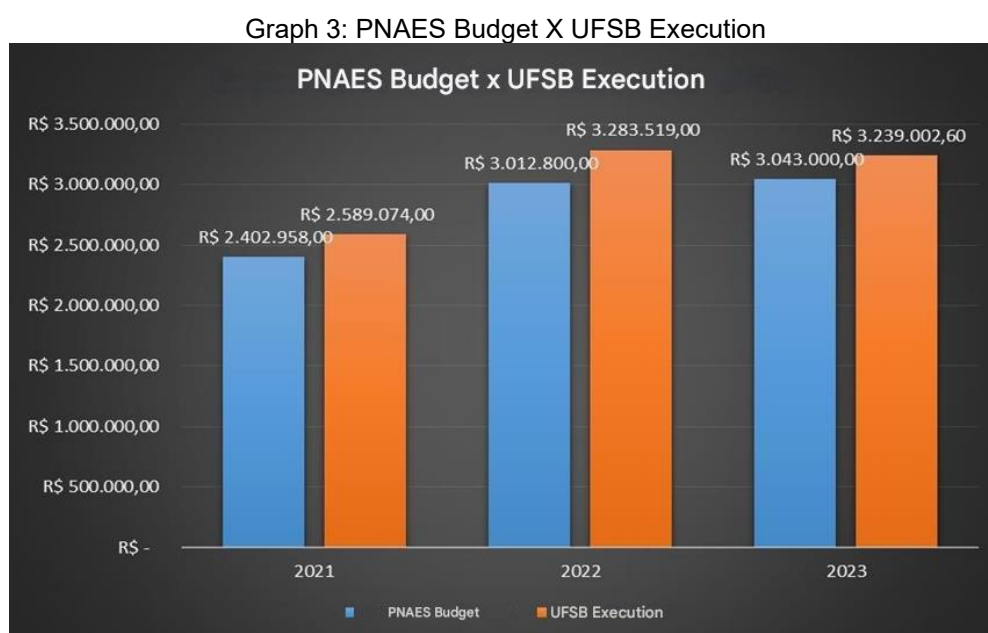
Source: Authorship

Graph 2 shows in detail the numbers of students contemplated in the selection processes for aid and scholarships in the years 2021, 2022 and 2023. As can be seen, there was an increase in the number of beneficiaries from one year to another, but it should be noted that from 2022 to 2023 this increase was greater than that from 2021 to 2022.



Source: <https://ufsb.edu.br/acesso-informacao/relatorios-gestao>

Another point to note is that the CPF Campus in the last two years had the largest number of beneficiaries to the detriment of the others and the CSC in the three years analyzed was the one that had the lowest number of students awarded aid or scholarships.



Source: <https://ufsb.edu.br/acesso-informacao/relatorios-gestao>

In the period analyzed, UFSB received R\$ 2,402,958.00, R\$ 3,012,800.00 and R\$ 3,043,000.00 in revenue from the Ministry of Education (MEC) from the source of the PNAES, respectively. According to the management reports for the years 2021 and 2022, the amounts of R\$ 2,589,074.00 in 2021, R\$ 3,283,519.00 in 2022 were allocated to student aid and scholarships and until the time of data collection, the amount of R\$ 3,239,002.60 has already been executed in 2023. As can be seen, UFSB has made more resources available from its budget for its Student Assistance Program to support Permanence (PAP). Graph 3, shown above, illustrates this scenario.

UTFPR STUDENT AID PROGRAM (PAE)

At UTFPR, the PAE follows the notice of the Dean of Undergraduate Studies and Professional Education (PROGRAD) and Student Affairs Advisory (ASSAE) and aims to select and classify students to be contemplated with food, basic and housing assistance, considering the conditions of social vulnerability. The process is divided into stages according to the situation: freshman, veteran, freshmen by a certain date. The student who chooses to apply for the scholarship must attach the documents, as required by the notice, on a portal via file upload in *.pdf or image format (*.jpg, *.png), with a maximum size of 2 MB, per file. After the first analysis, the documents receive two classifications: approved or not. Documents that are not approved must be supplemented. Complementing the documentation is understood to be the process of correcting the inconsistencies pointed out by those responsible for the analysis by uploading, on the same portal, the requested files. The deadline is three business days from the date of receipt of the e-mail pointing out the inconsistencies). If the candidate does not correct the inconsistency within this period of time - complement the documentation - the deadline for appeal is opened. In the appeal phase, the student must present elements and facts to be considered by UTFPR, and cannot send documents already requested previously. If the candidate does not send the appeal or it is not accepted, the candidate has his application classified as rejected, 5th column of table 1. If all the documentation is approved in the first phase or the candidate completes all the documentation, he has his registration deferred, 4th column of table 1. Students who have their registration deferred enter a unified list, which comprises all UTFPR campuses, according to the numerical classification of their vulnerability index. The candidates with the highest vulnerability index head the list and their classification can go from deferred to contemplated, columns 6th, 7th and 8th of table 1.

Table 3 shows – by campus and the total sum – the number of students: regularly enrolled, column 2; enrolled and vying for the scholarship as a candidate, column 3; in

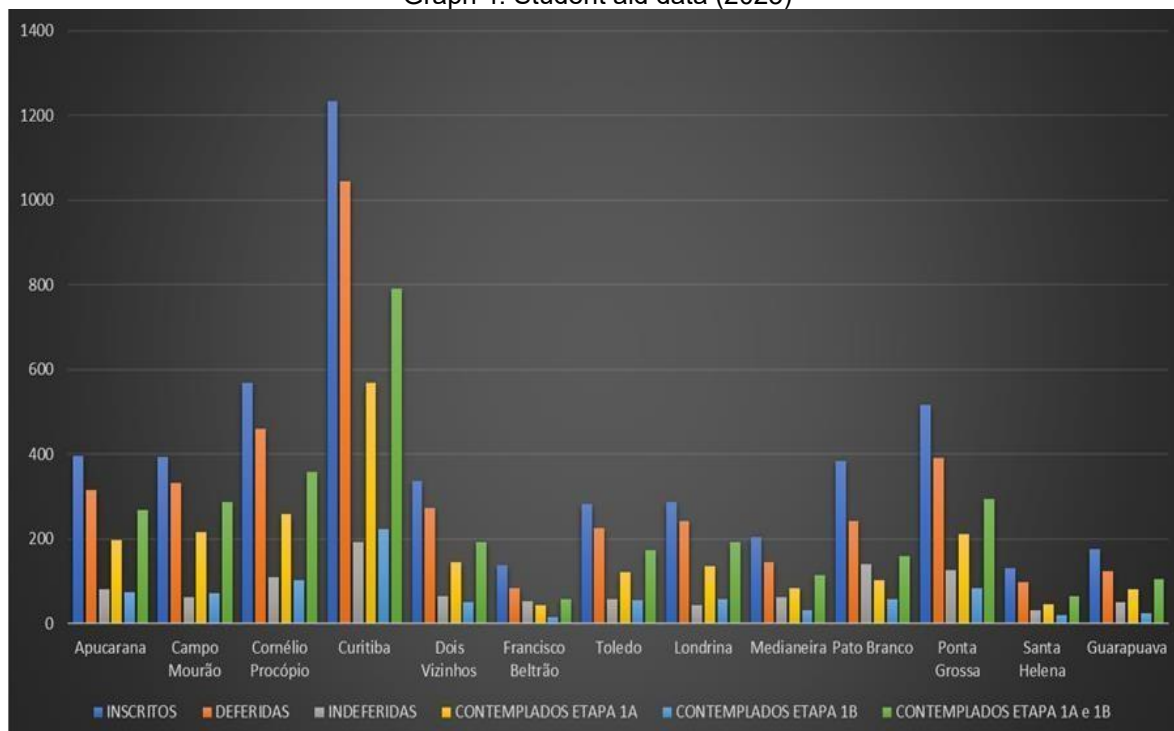
column 4 are the students who delivered all the correct documentation in the registration phase or corrected the inconsistencies in the complementation phase; in column, 5 - REJECTED APPLICATIONS - those who, even during the complementation phase, did not deliver the correct documents or had their appeal rejected; and, finally, the recipients, those who receive one less of the aid - food allowance (lunch and dinner), basic and housing.

Table 3: Student aid data (2023)

CAMPUS	REGULAR STUDENTS	ATTACHED	GRANTED	REJECTED	STAGE WINNERS 1A	STAGE WINNERS 1B	STAGE WINNERS 1A and 1B
Apucarana	1623	395	315	80	196	73	269
Field Post	1635	394	331	63	215	72	287
Cornelius Procopius	2791	569	459	110	258	101	359
Curitiba	9848	1.235	1044	191	568	222	790
Two Neighbors	1545	336	272	64	144	49	193
Francisco Beltrão	761	137	84	53	43	14	57
Toledo	1466	282	225	57	120	54	174
Londrina	1928	286	242	44	135	56	191
Mediatrix	1390	205	144	61	84	31	115
Pato Branco	2923	383	243	140	102	56	158
Ponta Grossa	3254	517	392	125	211	82	293
Saint Helena	491	130	98	32	45	20	65
Guarapuava	866	175	124	51	80	25	105
TOTAL	30521	5044	3973	1071	2201	855	3056

Source: data extracted from the Integrated Corporate Systems (Siorg) and aid registration system.

Graph 4: Student aid data (2023)



Source: data extracted from the Integrated Corporate Systems (SIORG) and aid registration system

In table 4 we can see – by campus and during the year 2022 and 2021 – the number of students enrolled, granted and rejected. We can compare the data in table 4 (2022, 2021) and the data in table 03 (2023) and analyze the importance of this budgetary resource for UTFPR academics, since one of the requirements to be entitled to the aid is to have a per capita income of up to 1.5 minimum wages.

Table 4: Student aid data (2021-2022)

Campus	2022			2021		
	Attached	Granted	Rejected	Attached	Granted	Rejected
Apucarana	410	315	95	406	286	120
Campo Mourão	414	320	94	423	295	128
Cornelius Procopius	613	447	166	646	478	168
Curitiba	1324	1073	251	1331	1011	320
Two Neighbors	442	266	176	521	349	172
Francisco Beltrão	180	106	74	221	134	87
Guarapuava	188	129	59	189	140	49
Londrina	334	240	94	343	237	106
Mediatrix	264	147	117	313	181	132
Pato Branco	462	274	188	496	290	206
Ponta Grossa	622	449	173	720	491	229
Saint Helena	126	85	41	132	78	54
Toledo	330	231	99	368	248	120
Total	5709	4082	1627	6109	4218	1891

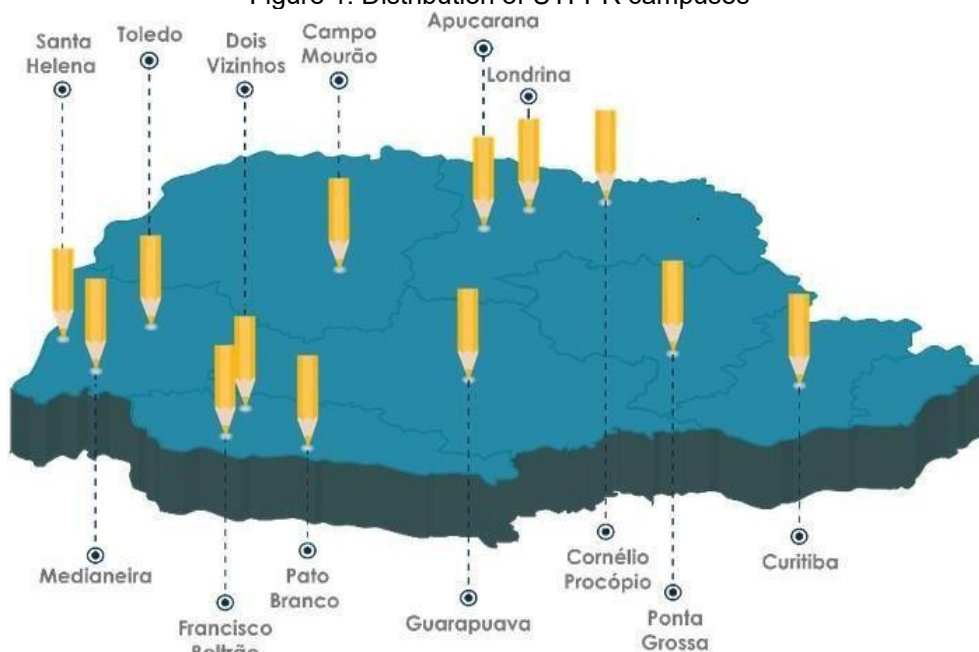
Source: data extracted from Integrated Corporate Systems (Siorg)

DATA ANALYSIS

UTFPR was transformed into a university by Law No. 11,184/2005 (BRASIL, 2005), but its origin dates back to the School of Apprentice Artificers, founded in 1909. It has 13 campuses distributed throughout the state of Paraná, as shown in figure 1.

UFSB is a recent university, created by Law No. 12,818/2013 (BRASIL, 2013), with the legal nature of an autarchy, linked to the Ministry of Education, with headquarters and jurisdiction in the Municipality of Itabuna, State of Bahia and campuses in Porto Seguro and Teixeira de Freitas. When analyzing the public notices of both universities, one can see the autonomy of resource management, pointed out by Imperatori (2017, p. 297) and cited above.

Figure 1: Distribution of UTFPR campuses



Source: [https:// www.utfpr.edu.br](https://www.utfpr.edu.br)

This autonomy begins with the scholarship selection process, which in the case of UFSB includes a social interview stage for students with approved applications. This interview is only conducted by UTFPR in exceptional situations and focuses on the student who is the object of the doubt.

UTFPR, in its PAE notices, offers three types of aid, as well as UFSB. What differs between universities is the type of aid. While UTFPR offers basic aid, housing and food, UFSB provides food, housing and transportation aid. The Housing Allowance in the case of UFSB is intended "for students from a municipality with a distance of more than 50 km from the campus where they are enrolled and who have taken up residence to study in the city where classes take place" UFSB (2023, p. 5). UTFPR does not set this distance

requirement, it only requires the student to prove the need to change residence to study at the institution.

As for transportation assistance, UTFPR does not offer this assistance, while UFSB provides the aid in four categories, determined by the distance traveled and the type of transportation used by the student, according to the classification below:

I - Transportation Allowance 1 (AT1) in the amount of R\$ 90.00 (ninety reais) for the use of urban transportation. II - Transportation Allowance 2 (AT2) in the amount of R\$ 140.00 (one hundred and forty reais) for the use of intercity transportation with a distance between cities of up to 30 km. III - Transportation Allowance 3 (AT3) in the amount of R\$ 240.00 (two hundred and forty reais) for the use of intercity transportation with a distance between cities of 30.1 to 50 km. IV - Transportation Allowance 4 (AT4) in the amount of R\$ 290.00 (two hundred ninety reais) for the use of intercity transport with a distance between cities greater than 50 km (UFSB, 2023, p. 5).

Alternatively, UTFPR offers basic aid — whose objective is to contribute to the costs arising from teaching materials, transportation, internet and other expenses in the form of financial resources — in the amount of R\$ 250.00 (two hundred and fifty reais) monthly, in the months established in the notice.

Regarding food aid, the concession by UTFPR is primarily in the form of credit/authorization for meals via the UTFPR University Restaurant System (RU), corresponding to lunch and/or dinner, from Monday to Friday, and on Saturdays only for lunch on the campuses it offers, and the aid for the consumption of snacks or any other type is not valid. At UFSB, taking into account that none of the campuses is served by the University Restaurant System (RU), the food allowance consists of a financial subsidy, with a monthly disbursement periodicity, intended to subsidize food expenses for UFSB students, at the headquarters and University Colleges of the Anísio Teixeira Network, with the monthly pecuniary transfer according to the student's per capita gross family income range, as follows: up to R\$ 488.25, R\$ 220.00; above R\$ 488.25 to R\$ 976.50, R\$ 200.00; above R\$ 976.50 to R\$ 1,464.75, R\$ 180.00; above R\$ 1,464.75 to R\$ 1,953.00; R\$ 160.00.

CONCLUSION

This article aimed to demonstrate the application of PNAES at UTFPR and UFSB through the Student Aid Program (PAE) and Student Assistance Program (PAP) respectively. This is justified by the amount of resources used in both programs, which in the 2023 budget were transferred the amounts: UTFPR (R\$ 19,091,481.26) and UFSB (R\$ 3,043,000.00) and by the importance it plays in the permanence of students in the institution.

When analyzing the program, it is clear that the public notices have the same objective, but implemented in a different way. For UTFPR we have basic aid, housing and food, while UFSB has food, housing and transportation aid.

Another factor is the selection process, which in the case of UFSB has a social interview phase and is active in the PROAF register, while at UTFPR, it consists essentially of documentary analysis. Regarding the amounts, UTFPR aid has fixed amounts, while UFSB's, in the case of food and transportation aid, there are ranges of amounts. Another divergent point between the institutions is the processes aimed at certain specific audiences, such as female students who have small children with daycare assistance, and the public notices that serve students from indigenous, quilombola, and LGBTQIA+ communities.

A factor that deserves to be highlighted regarding UFSB's budget execution is that it has complemented the PNAES revenue with other revenues in order to increase the number of students served with aid and scholarships. In the documents analyzed, the source of the complementary revenue is not clear, but it shows the administrative autonomy of the Federal HEIs.

This article also analyzed the importance of the aid by bringing concrete data on amounts invested and students contemplated. It is possible to analyze in future works, through questionnaires applied to students and through statistical data, how student aid contributed to avoid dropout within the institution.



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