




ANALYSIS OF THE PNAES BUDGET TO MEET THE DEMANDS OF THE FEDERAL UNIVERSITY OF SOUTHERN BAHIA

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ABSTRACT

This article, constructed in the form of a documentary research conducted from data analysis, seeks to analyze the context of reduction of budgetary resources from the National Student Assistance Program (PNAES) between the years 2014 and 2023 and the existence of a possible relationship with the student dropout rate faced by the Federal University of Southern Bahia. The article addresses the evolution of higher education expansion policies in Brazil, highlighting the implementation of the Program for the Restructuring and Expansion of Federal Universities (REUNI) in 2007 and the creation of the Quota Law in 2012, which reserved 50% of vacancies in federal institutions for students from public schools, with specific criteria. The objective is to understand the socioeconomic profile of UFSB students and the importance of affirmative policies centered on student aid as a strategic tool for the access and permanence of low-income students in Brazilian universities.

Keywords: Dropout. PNAES. Student Assistance. Budget. Quotas.



INTRODUCTION

Under the terms of Decree No. 7,234 of July 19, 2010, the National Student Assistance Program has as its basic objectives the democratization of the conditions of access of young people in Brazilian education, the minimization of the effects of social and regional inequalities in the permanence and completion of higher education, the increase in retention rates and the decrease in dropout rates, in addition to contributing to the promotion of social inclusion through education. Although it is not the first student assistance support program in the country, its relevance in the context of Brazilian education is clear, especially if compared to previous student assistance mechanisms limited to the provisions contained in the 1996 Law of Guidelines and Bases, a context in which access to education had a perceptibly excluding character in relation to the low-income population. As well noted by Gadotti (1981, p.5), "The popular classes in Brazil have always been on the margins of power. As a result, popular aspirations in the field of education do not find resonance: education is eminently elitist and anti-popular".

The role of education, especially in a country of continental dimensions with an equal proportion of social inequality, is a fundamental element for the development of the nation. It is in this context that student assistance gains special relevance. It is imperative to consider it, above all, as a mechanism for the materialization of social rights, *in casu*, education, but without, of course, being limited to it, since an effective and quality education can open doors for the individual's ascension and, consequently, access to other fundamental and social rights.

The need to implement and apply student assistance policies became even more relevant in the early 2000s, as Brazil made efforts to expand access to higher education, especially after the creation of the Program for the Restructuring and Expansion of Federal Universities (REUNI) in 2007 and the enactment of the Quota Law (Law No. 12,711/2012) in 2012. These initiatives aimed not only to expand the supply of vacancies, but also to promote the inclusion of historically marginalized groups. In a constant process of improvement, including recently, the Quota Law was updated to Law 14,723/2023, including quilombola, indigenous and disabled students, in addition to the promotion of adjustments in the inclusion criteria based on family income, which started to consider the reservation of vacancies for students from families with an income equal to or less than 1 (one) minimum wage per capita.

The expansion of higher education, especially evidenced by the increase in federal universities in the country, brought challenges related to the permanence of students, especially those from the most vulnerable strata, since due to the lack of conditions to



support them to continue studying, they were forced to abandon their undergraduate studies to seek insertion in the labor market.

As a response to student dropout resulting from the lack of financial conditions of these low-income students and, in line with the guidelines of inclusion and social integration from access to higher education, the National Student Assistance Program (PNAES) emerges.

Implemented in 2010, this program emerges as a response to the need not only to expand access, but also to ensure the academic success of low-income students in federal institutions of higher education. It is a program with a strategic focus on the permanence of students through the provision of various forms of student assistance such as scholarships, food assistance, student housing, health services and academic support.

In this context of Higher Education in the country, the Federal University of Southern Bahia (UFSB), founded in 2013 in a region lacking federal institutions of higher education, has adopted policies even more comprehensive than those provided for by the Quota Law, reserving most of the vacancies for quota students, which, for certain courses/segments, reaches the level of 85%.

When analyzing the PNAES budget between 2014 and 2023, the focus of this study, there is a discrepancy between the inclusion policy adopted by UFSB and the resources available to support students. In other words, this University has expanded the opportunities for access to low-income students or even those in situations of social vulnerability, through its quota program, without budgetary support capable of financially supporting students in the same proportion. This mismatch may be one of the factors that contribute to the high dropout rate of students from the University studied, especially among quota students.

Student assistance, understood as a set of initiatives aimed at improving the conditions of access and permanence of low-income students in higher education, should be considered strategically in relation to UFSB, because, although dropout is a multifaceted phenomenon, the lack of financial resources arises as a potential factor: the decision of students to abandon their studies, according to Reid's (2009) studies on dropout, point to the economic factor associated with the absence of institutional support services for students as influencing aspects in the decision to drop out, in addition to the lack of time to study, given the need to reconcile study and work

In this context, it is imperative to analyze the problem-situation of UFSB, investigating the correlation between the scarcity of financial resources and student



dropout, in addition to proposing solutions that guarantee the effectiveness of inclusion policies in Brazilian higher education.

CHARACTERIZATION OF THE INSTITUTION

The Federal University of Southern Bahia is an autarchy with didactic-scientific, administrative, patrimonial and financial autonomy, as mentioned in its Foundation Charter and Statute (2013). This University was created on June 5, 2013, through Law No. 12,818. Initially it was identified by the acronym UFESBA, later being designated simply as UFSB.

According to the Guiding Plan, a document that serves as a guide for all stages of the creation and development of the institution that establishes the guidelines and actions necessary to ensure that the university meets its educational objectives, from physical infrastructure to pedagogical and administrative aspects, ensuring that the implementation process occurs in an organized and efficient manner, Developed in 2014, UFSB is committed to a vision of education that goes beyond conventional teaching, it is conceived as a civilizing and emancipatory force, whose purpose is to form and transform individuals. In addition to meeting contemporary educational demands, the university also seeks to incorporate the cultural, social, artistic and economic specificities of the Southern Region of the State of Bahia. According to its Foundation Charter and Statute (2013), UFSB condenses its principles into a matrix of values composed of four vectors that underpin the institutional mission: social integration, academic efficiency, commitment to Basic Education and promotion of regional development. Complementing the University's intentions, the Guiding Plan (2014) informs that the university's *raison d'être* is based on solidarity, knowledge sharing and promotion of national and international mobility among its academic community. This innovative approach seeks to transcend traditional teaching models, valuing the diversity and immaterial and material richness that make up the knowledge and spirit of the age.

Also in its Foundation Charter and Statute (2013), UFSB presents a holistic view that highlights academic training focused on strengthening critical-reflective thinking in the various types of knowledge and practices. The letter also defines UFSB's *raison d'être* with the following text:

"To offer academic training, continuing education and professional qualification in the different fields of knowledge, at the undergraduate and graduate levels, through pedagogical models and efficient and creative teaching-learning strategies, educating for social and environmental responsibility.

According to the 2020-2024 Institutional Development Plan, UFSB's physical structure is distributed in the South and Extreme South regions of Bahia, in an extension that comprises 63 municipalities, occupying an area of 40,384 km² and a population of 1,898,118 inhabitants, according to the 2022 Census. UFSB has its headquarters (Rectory) in the municipality of Itabuna, with academic units in the municipalities of Ilhéus (Jorge Amado Campus), Porto Seguro (Sosígenes Costa Campus) and Teixeira de Freitas (Paulo Freire Campus), where each unit has its subdivisions into Training Centers, Institute of Humanities, Arts and Sciences, and the network of University Colleges, the latter, marking the presence of the University in the colleges of the state basic education network.

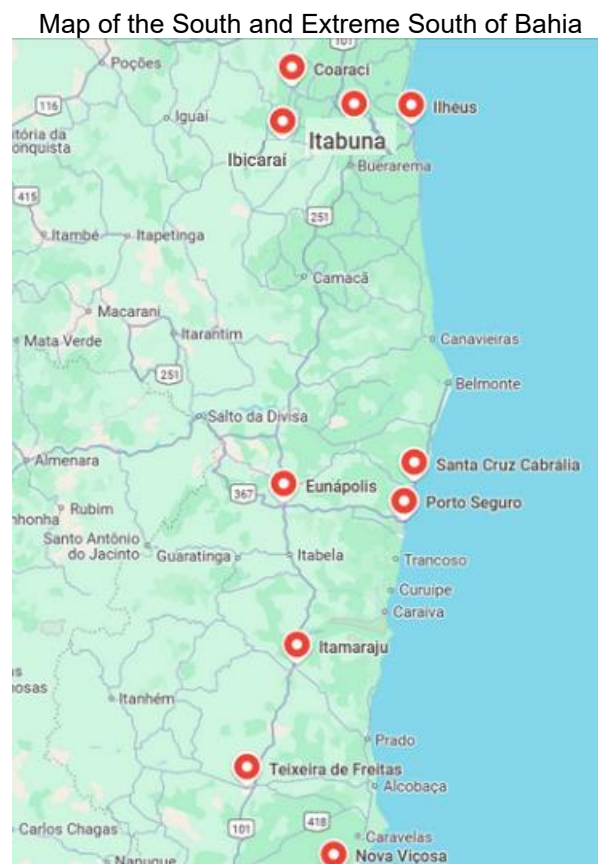


Figure 1. Prepared by the authors – UFSB University Colleges Network

According to the 2014 Guiding Plan, UFSB's pedagogical model is based on valuing active pedagogies, critically incorporating concepts and methods from contemporary cognitive ecologies and their support technologies. Aiming at a comprehensive and mature education, the model transcends mere preparation for the job market, prioritizing self-emancipation and the formation of critical and conscious citizens, committed to the principles of equity, ethics and social justice. The guiding plan highlights that the construction of university environments should be conceived as motivating spaces for a teaching-learning process permeated by the dialectic of choices and encounters. Centered

on the student's choice, the model allows him to select most of the curricular components, the pace of studies and the places of learning, maintaining, however, face-to-face meetings with teachers and tutors. In continuity with the guiding plan, temporal and spatial flexibility goes beyond the conventional boundaries of the classroom, laboratory and amphitheater, promoting an education based on student autonomy. This model, oriented towards citizen emancipation, stands out for its acceptance of diversity and multiple perspectives, fostering exchanges of experiences and sociability in the teaching-learning process.

In its Foundation Charter and Statute (2013, p.14), UFSB defends equity in access to education and knowledge with the objective of fostering the construction of a fairer and happier society, for which since its creation in 2013, it has adopted broad adherence to inclusion and affirmative action programs: ENEM, SISU and the Quota Law. It is worth noting that despite the legal obligation of full application only from 2016 (which started to require the application of 50% of vacancies for public school students), the university has already implemented the law in its first selection process and went further, symbolically expanding, allocating 55% of vacancies to quota holders, in addition to the creation of University Colleges, which provided for a reservation of 85% of the vacancies offered to quota holders. Since its effective operation with the entry of students in 2014, several important resolutions related to student assistance have been implemented. A significant milestone was the creation of the Affirmative Policies Commission in 2016, which played a crucial role in advancing affirmative action at the university. With the result of its operation, the expansion of the quota reserve to 75% of the second cycle courses in 2017 was approved. Subsequently, in 2018, this reserve was expanded to 75% of the vacancies in all first and second cycle courses, through Resolution No. 10/2018 of CONSUNI.

UFSB adopts a pedagogical model based on training cycles. The first cycle is composed of Interdisciplinary Bachelor's Degrees (BI) and Interdisciplinary Degrees (LI), which offer a broader and more flexible initial training, allowing the student to explore different areas of knowledge before choosing a specialization. After completing the first cycle, students can enter the second cycle courses, which correspond to traditional and specialized degrees, such as Medicine, Engineering, Law, among others. This model aims to ensure a more integrated education aligned with the interests and needs of students, in addition to expanding the access and permanence of historically marginalized groups in higher education.

Currently, UFSB offers several types of access to its vacancies, according to the undergraduate data and indicators published by the Dean of Academic Management (PROGEAC), below the table shows its retrospective over the years, along with its

percentages of representativeness, evidencing the evolution of the application of quota policies at the university and its importance in increasing student diversity.

Table 01 – Graduation data and indicators extracted from the spreadsheet prepared by PROGEAC
Number of Undergraduate Admissions by Type of Quota*

Número de Ingressos na Graduação por Tipo de Cota*											
TIPO DE COTA	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total por Tipo de Cota	%
L1 - Baixa renda e estudante de escola pública	61	55	60	54	49	98	140	118	86	721	11,32%
L2 - Pretos, pardos, indígenas, baixa renda e estudante de escola pública	218	209	268	218	312	319	386	329	196	2.455	38,53%
L5 - Estudante de escola pública	57	48	53	38	62	81	61	98	73	571	8,96%
L6 - Pretos, pardos, indígenas e estudante de escola pública	251	217	255	206	273	222	320	379	234	2.357	36,99%
L9 - Com deficiência, baixa renda e estudante de escola pública	C/I	C/I	C/I	C/I	4	1	2	2	0	9	0,14%
L10 - Com deficiência, pretos, pardos, indígenas, baixa renda e estudante de escola pública	C/I	C/I	C/I	C/I	2	0	9	7	6	24	0,38%
L13 - Com deficiência e estudante de escola pública	C/I	C/I	C/I	C/I	4	0	2	1	0	7	0,11%
L14 - Candidatos com deficiência, pretos, pardos, indígenas e estudante de escola pública	C/I	C/I	C/I	C/I	2	6	2	4	3	17	0,27%
SC - Egressos de Colégios Universitários ¹	C/I	C/I	0	6	0	1	0	4	2	13	0,20%
SI - Povos indígenas aldeados ¹	C/I	C/I	28	21	32	22	23	15	3	144	2,26%
SQ - Remanescentes de quilombos ou comunidades identitárias tradicionais ¹	C/I	C/I	0	4	7	6	12	2	2	33	0,52%
ST - Pessoas transexuais, travestis e transgêneros ¹	C/I	C/I	0	0	1	2	5	3	1	12	0,19%
SCI - Povos de origem cigana	C/I	C/I	0	0	0	1	2	0	1	4	0,06%
SP - Pessoas em situação de privação de liberdade	C/I	C/I	C/I	C/I	C/I	C/I	C/I	C/I	5	5	0,08%
Total por Ano de Ingresso	587	529	664	547	748	759	964	962	612	6.372	100,00%

Until 2015, there were only four types of active quotas for access to vacancies. The term C/I, which means "non-existent quotas", refers to ten types of quotas that were not yet in force at that time. The 2018 resolution was of great importance, as it implemented four new categories of quotas for people with disabilities, significantly expanding opportunities for this group. It should be noted that until 2015 there were only 04 active types of access to vacancies by quotas, the C/I which means non-existent quotas demonstrate the 10 types of quotas that were not yet in force, the importance of the 2018 resolution is emphasized, which implemented 04 types of quotas for people with disabilities bringing a greater number of opportunities. In addition, in 2022, five vacancies were created for people in situations of deprivation of liberty, with the aim of promoting resocialization. And the quotas that have the most representation are L2 – Blacks, browns, indigenous, low-income and public school students, which represents a total of 38.53% quota students, and L6 – Blacks, browns, indigenous, and public school students, which represents 36.99%, totaling 75.52%, a total of 4,812 quota students.



The PNAES

The National Student Assistance Program (PNAES) was a federal government initiative aimed at promoting the permanence and success of low-income students in federal institutions of higher education, created through MEC Ordinance No. 39, of December 2007 and instituted by Decree No. 7,234, of July 19, 2010, emerged in a context of expanding access to higher education in Brazil and with the creation of new universities and the expansion of the number of vacancies in federal institutions. Recognizing that access would not be enough to guarantee the academic success of the most economically vulnerable students. (BRAZIL, 2010)

The program was created to offer financial support and student assistance, emerging as a strategic initiative, aiming not only to overcome the economic barriers that hinder the academic path, but also to promote social inclusion and ensure equal educational opportunities. Providing students with adequate conditions for their academic, personal and professional development, financial support is the crucial element to achieve the objectives of this plan. Staying in education is a central focus, with mitigating dropout rates by offering assistance for expenses related to housing, food, transportation, and other costs that may affect students' continuity in the educational institution. The plan also aims to promote the health and well-being of students, encourage healthy eating habits in a way that contributes to equity in access to educational resources.

The scope may vary according to the specificities of the program and educational policies, according to the geographic extension, and may be national, state or regional, depending on how the program is structured and implemented, or institutional, assisting students from public schools, higher education institutions, technical training centers, among others. The target audience is students eligible to receive the benefits of the assistance who are in a situation of socioeconomic vulnerability, those who face financial difficulties that compromise their access to education. According to Decree No. 7,234/2010, the specific criteria to determine eligibility may cover factors such as family income, housing conditions, number of dependents, among others, and may cover from early childhood education to higher education.

Also according to the Decree, the program has a variety of components, highlighting the Scholarships, which provide direct financial aid to cover tuition, teaching materials and living costs. The Food Allowance aims to ensure that students have access to adequate nutrition, either through subsidies or subsidized meals. Student Housing offers affordable housing options, especially for those who need to travel to attend the educational institution. In addition, Health Services play a crucial role by providing basic medical care and mental



support to ensure the physical and mental well-being of students. The Transportation Aid aims to facilitate travel to the educational institution. The supply of Didactic Material, such as books and equipment, contributes to equal access to educational resources. Mentoring and Academic Support Programs are implemented to assist students in adapting to the academic environment and developing their skills. Additionally, Professional Development Programs offer internship, employment, and other activities opportunities to strengthen students' professional skills. Cultural and Sports Activities encourage participation in extracurricular activities, promoting personal and social development. In some cases, assistance is directed to specific groups, such as students with disabilities, indigenous people, quilombolas, to meet their particular needs.

The clear definition of the institution's eligibility criteria, in accordance with Decree 7,234/2010, is based on socioeconomic vulnerability factors, such as per capita family income (with a maximum ceiling of one and a half minimum wages) and origin in public schools. The decree meets ten axes: housing, food, transportation, health care, digital inclusion, culture, sports, daycare, pedagogical support, and access, participation and learning of students with disabilities and global developmental disorders.

A transparent selection process, constant monitoring, and effective evaluation systems are key to measuring program performance over time. Transparency and accountability are principles that not only foster trust in the communities served, but also foster a culture of responsibility.

A student-centered approach is essential. This involves considering the individual needs of students, promoting personalized care, and ensuring that assistance is tailored to specific circumstances. Making continuous adjustments based on feedback and evolving student demands is a crucial practice to maintain the relevance and effectiveness of the program.

Expanded access to education is one of the most noticeable results, contributing directly to the reduction of educational inequalities. The observation of a lower school dropout rate reveals not only the increase in access, but also the effectiveness of the program in keeping students in the institution, triggers tangible improvements in academic performance, demonstrating its direct impact on the quality of education received by the beneficiaries. The promotion of equal opportunities becomes evident, ensuring that all students can enjoy educational resources and opportunities, regardless of their socioeconomic background. On a broader level, it can positively influence local communities, creating a virtuous cycle of development. Poverty reduction is an intrinsic goal, since the program offers financial support to vulnerable students, allowing them to



break the cycle of deprivation, there is also an increase in the self-esteem and confidence of the beneficiary students, who feel supported and empowered to overcome challenges.

The implementation of the program faces significant challenges, with budget limitation being one of the most recurrent, according to (Santos, Abrantes, and Zanta, 2021), constitutional amendment No. 95 (EC-95), which amended the Federal Constitution of 1988 (CF-88), establishing the budget spending ceiling, strongly affected the permanence policies of Brazilian federal universities, which could compromise their scope and effectiveness.

The lack of periodic review of the criteria and the absence of awareness and dissemination campaigns can also hinder the success of the program. Therefore, it is necessary to develop effective communication strategies, promote constant dialogue, and highlight the mutual benefits of participation. These actions can become fundamental to overcome the challenges and ensure the effectiveness of the program.

Integration with other public policies can become a prominent strategy strengthening the program, ensuring a holistic response to the needs of students in vulnerable situations. Overcoming regional inequalities is an important consideration for the future of PNAES, adopting specific strategies to address the particularities of different regions of Brazil, ensuring that the benefits of the program effectively meet local needs. Strategic partnerships with the private sector and non-governmental organizations (NGOs) can play a significant role by bringing additional resources, expertise. Continuous evaluation and constant improvement of the PNAES are imperative, identifying areas for improvement, adjusting strategies according to changes in the country's socioeconomic and educational conditions. The future of PNAES will depend not only on consistent policies, but also on the continued commitment of all stakeholders to building a more inclusive education in Brazil.

The distribution of PNAES resources, as established by the headquarters and regulated by Ordinance No. 748, of September 22, 2021, follows criteria outlined in Decree No. 7,233, of July 19, 2010. This matrix, which is part of the distribution of discretionary resources, is based on parameters that consider indicators such as the number of students enrolled and graduating in undergraduate and graduate courses, efficiency and quality of courses, among other aspects.

However, it is crucial to note that the established criteria, although based on relevant metrics, may result in a distribution that does not favor universities with a more inclusive profile. Decree No. 7,233, in its paragraph 2, highlights criteria such as the institutionalized production of knowledge, results in national and international evaluations, as well as indicators of master's, doctoral, and extension programs, these criteria, although valuable



for measuring academic excellence, can inadvertently marginalize institutions that prioritize social inclusion and diversity in their student bodies. Universities with a more inclusive profile, which seek to serve historically underrepresented populations, may not be fully covered by indicators such as the number of patents, results in specific evaluations, and renowned graduate programs.

Thus, it is important to consider a review of the PNAES resource allocation criteria to ensure that universities that promote inclusion and equity have an adequate allocation of resources. In this way, the program will be able to fulfill not only its role of promoting academic excellence, but also of fostering diversity and inclusion in higher education institutions, contributing to a fairer and more egalitarian educational environment.

THE PROBLEM SITUATION

In the early 2000s, Brazil adopted a policy to expand the supply and access to places in higher education, first through the Program for the Restructuring and Expansion of Federal Universities, REUNI, launched in 2007, whose objective was to expand and improve the infrastructure of Brazilian federal universities, according to (Camargo and Medeiros, 2018), With this policy, 18 new universities and 173 university campuses were created by 2014.

Then, in 2012, the Quota Law was created, Law No. 12,711 of 2012, which intended to promote the inclusion of historically marginalized groups that did not see higher education as something that belonged to them. This Law established that federal institutions of higher education should reserve 50% of their vacancies for students from public schools, provided that they had completed their high school education in these institutions. And in addition to this criterion, the issue of inclusion of black, brown and indigenous students should be foreseen. Recently, the Quota Law was changed to Law 14.723/2023, and the main changes were the inclusion of quilombola students, reduction of family income for the reservation of vacancies that went to a minimum wage.

According to Chris Bueno, 2023, REUNI, the federal higher education network, went from 45 universities to 63 universities in 2014, according to the bulletin prepared in 2022, by the Federal University Network (RUF), there are 69 federal universities and since the creation of the quota law, 1 million students have already entered the public higher education network between the years 2012 and 2022.

However, to ensure the permanence of these new students in the public network, it was necessary to strengthen the PNAES, because when it was created, its budget for investments was R\$ 125.3 million and from 2010 onwards, the budget contributions were

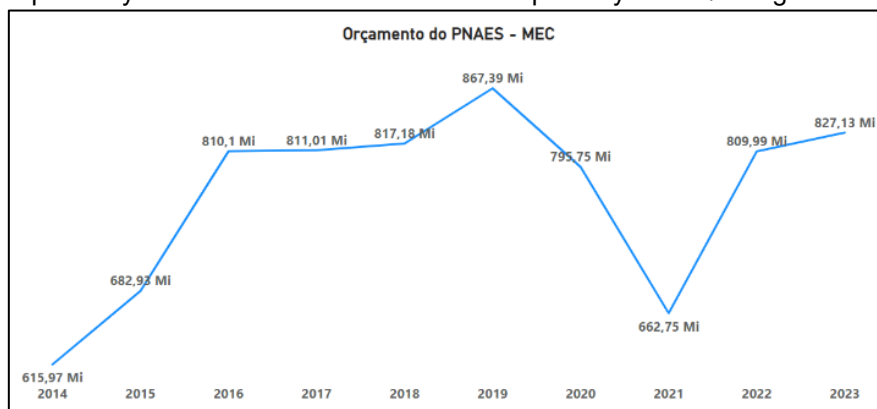
increasing due to the expansion of universities and access to public higher education. And in this scenario of expansion that our object of study arises, the Federal University of Southern Bahia and unlike many of the new institutions, it started from scratch, that is, it did not come from a dismemberment of another university, the entire structure had to be created and all policies had to be implemented, created in a region that had no other federal university, the southern and extreme southern regions of Bahia, with an HDI of 0.660 at the time of its creation in 2013.

The policy adopted by UFSB for quotas went beyond what was provided for in the quota law since its creation in 2013, but a problem arose, how to keep students? how to enforce the founding charter that precedes guaranteeing permanence, since the PNAES resources are based on a pre-established matrix that takes into account only the HDI of the region and the number of students.

ANALYSIS AND DIAGNOSIS OF THE PROBLEM-SITUATION

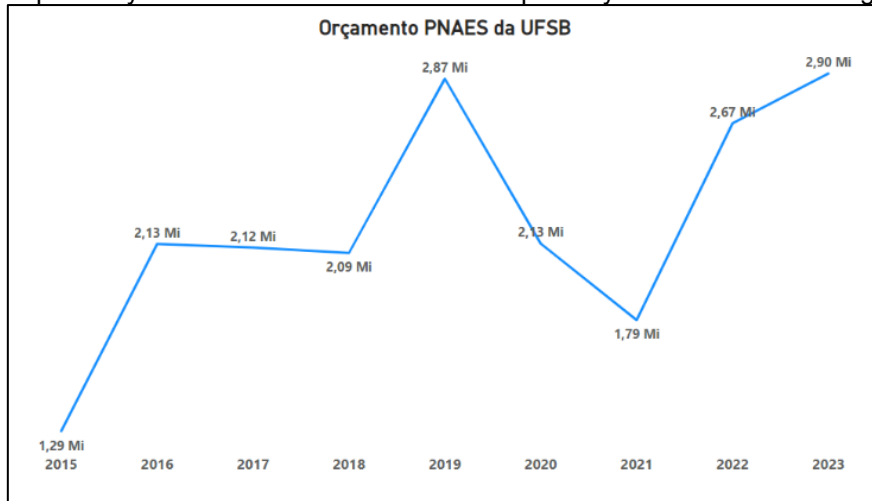
As previously mentioned, the PNAES was created in 2007, but began to have larger budget contributions from 2010 onwards, but according to the graph below, based on the period from 2014 to 2023, the period in which UFSB started operating, the PNAES had budget drops and little positive variation to keep up with the growth in access to higher education for the most vulnerable layers.

Graph 1. Prepared by the authors – Data source: Transparency Portal / Budget of PNAES - MEC



Analyzing the budget of the PNAES of UFSB, graph 2, this oscillation and the low increase in budgetary resources to ensure the permanence of quota students are also identified.

Graph 2. Prepared by the authors. Data source: Transparency Portal / PNAES Budget of UFSB



When comparing graph 2 with the data on freshmen and those enrolled from 2014 to 2023 at UFSB, it is easy to understand that the budgetary contributions of your portion of the PNAES are not following your social inclusion policy, as the total number of quota students increases every year, increasing the risk of permanence of a good portion of students, because not everyone can get help to cover their needs.

The analysis of freshmen at the Federal University of Southern Bahia (UFSB) over the years reveals important trends and challenges. The following table details the number of vacancies offered, the number of admissions, the percentage of vacancies filled, and other characteristics of the students who entered UFSB between 2014 and 2022, focusing on the profile of quota students and wide competition (AC).

Table 02. Prepared by the authors. Data source: Public Value Panel/ Evolution of Vacancies Offered, Tickets and Profile of Freshmen by Gender, Type of School and Modality – 2014 to 2022

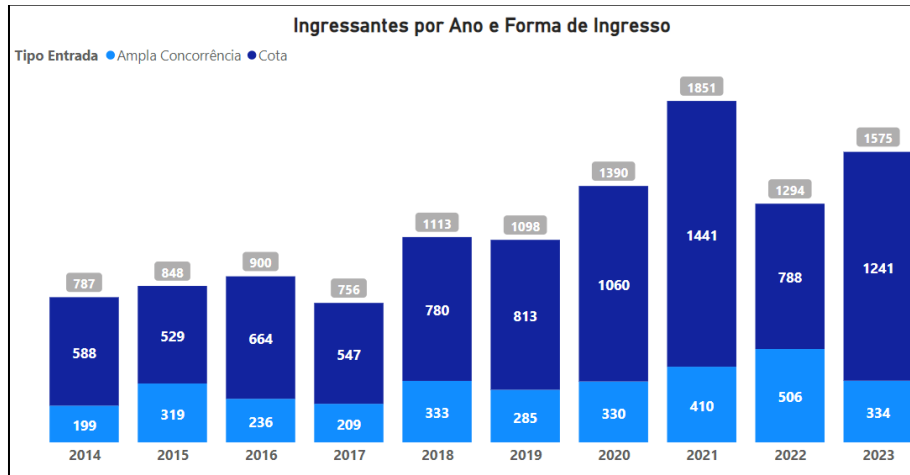
INGRESSANTES												
ANO	Vagas Ofertadas	Qtd Ingressos	% Preenchidas	Sexo dos Ingressantes		Tipo de Escola			Tipo de Vagas		Tipo de Vagas	
				M	F	Pública	Privada	N/C	AC	Cotas	% AC	% Cotas
2014	1.050	787	74,95%	396	391	423	55	309	200	587	25,41%	74,59%
2015	1.080	848	78,52%	432	416	414	66	368	319	529	37,62%	62,38%
2016	913	900	98,58%	417	483	456	100	344	236	664	26,22%	73,78%
2017	1.203	756	62,84%	349	407	603	153	0	209	547	27,65%	72,35%
2018	1.166	1.113	95,45%	474	639	955	157	1	365	748	32,79%	67,21%
2019	1.908	1.098	57,55%	477	621	963	134	1	339	759	30,87%	69,13%
2020	2.378	1.390	58,45%	588	802	1.255	134	1	426	964	30,65%	69,35%
2021	2.380	1.851	77,77%	789	1.062	1.517	243	91	889	962	48,03%	51,97%
2022	2.513	1.294	51,49%	522	772	1.141	152	1	682	612	52,70%	47,30%
	14.591	10.037	68,79%	4.444	5.593	7.727	1.194	1.116	3.665	6.372	36,51%	63,49%

There is a predominance of students from public schools, representing the majority of freshmen. The percentage of vacancies reserved for quotas, which varies over the years, is also a crucial point for inclusion and diversity at UFSB, in line with the guidelines of quota law 14.723/2023.

In graph 3, we observe the trends that reflect the profile of UFSB freshmen over the years. The objective is to highlight the evolution of the composition of these students,

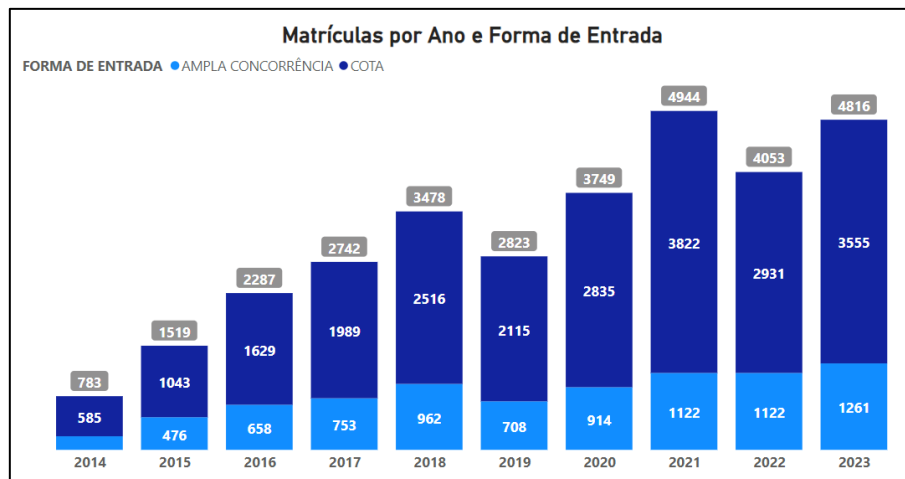
showing how the quota policy has impacted access to the university. The analysis allows us to understand how affirmative action has been shaping the institution's inclusion panorama.

Graph 3. Prepared by the authors. Data source: UFSP Portal in Numbers/Entrants by Year and Form of Admission



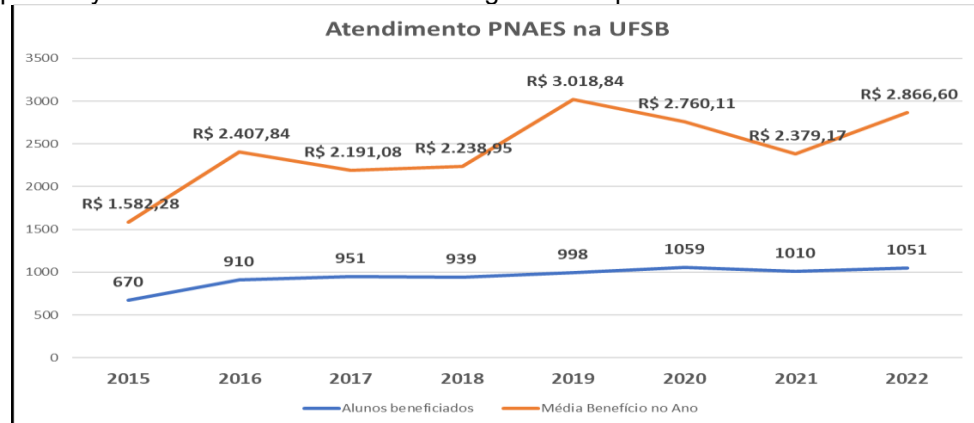
It is important to analyze not only the number of enrollments per year and the different forms of student entry, but also to consider the impact of academic dropout. Graph 4 illustrates the evolution of enrollment at UFSP, segmenting admissions by their respective forms of entry and taking into account dropout students. This analysis allows us to visualize how inclusion policies, such as the quota system, have expanded access to higher education, while highlighting the challenge of student permanence. By considering dropout rates, it is possible to identify the need to strengthen academic assistance and support policies, ensuring that the increase in enrollment actually results in the completion of courses and student success.

Graph 4. Prepared by the authors. Data source: UFSP Portal in Numbers/ Enrollment by Year and Form of Admission



The analysis of student assistance at UFSB, as shown in Graph 5, reveals the number of beneficiaries and the average annual amount received by students. According to the data extracted from the 2015 to 2022 management report, the amount of R\$ 18,788,819.74 was allocated to the PNAES, benefiting 7,588 students, which gives an annual value of R\$ 2,476.12 per student and that distributing it over 12 months, we reach a monthly average of R\$ 206.34 (two hundred and six reais and thirty-four cents) per student.

Graph 5. Prepared by the authors. Data source. Management Reports 2015 to 2022./PNAES Service at UFSB



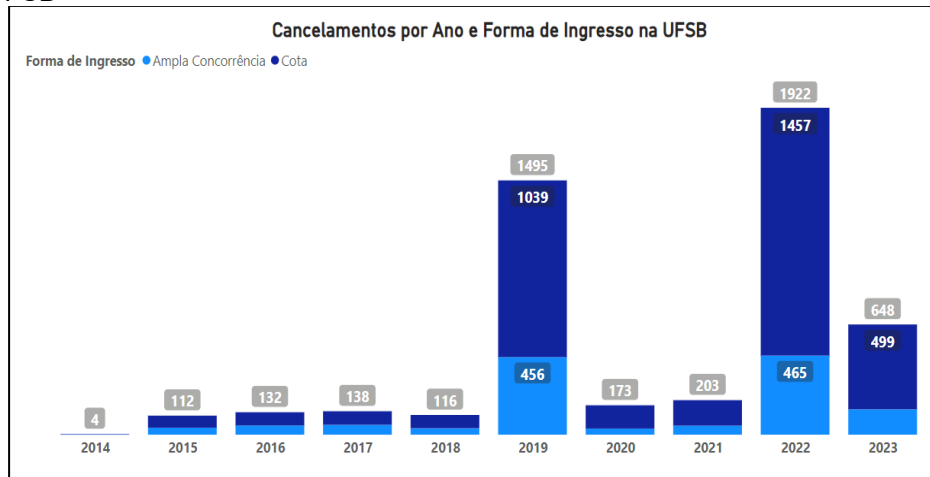
Because it was unable to support all students, UFSB established a 12-month term for the benefits granted, after which the student would have to participate in a new selection, which could sometimes cause a student to stop receiving aid from one year to the next. One of the possible consequences of the low budgetary resources to ensure that the student does not abandon his studies is demonstrated in graph 6, the high dropout of students from UFSB, especially in the quota groups.

The years 2019 and 2022 show peaks, presenting discrepant information to the other periods. This disparity is due, firstly, to a time lapse in the accounting of dismissals of students who dropped out of courses in previous years. After a task force, these accumulated dismissals were duly effected after an administrative process in 2019. During the period from 2020 to 2021, the institution through a resolution suspended the request for cancellation of enrollment in order to discourage the abandonment of studies, but with the end of the pandemic and the return to face-to-face classes, once again an administrative process was necessary to survey the dropouts and proceed with the dismissal of students in 2022.

Graph 6, referring to enrollment cancellations, we can highlight that quota students are abandoning the relationship with the institution, it is observed that in all years the percentage was above 50% of cancellations, reaching a peak of 76% in 2023. The significant amount of dropout, especially in the quota group, may not be enough to

determine that low budgetary resources are the main factor, but it demonstrates a very strong indication, so it is suggested that future studies delve into the reasons for dropout, so that UFSB can implement policies directed to each cause.

Graph 6. Prepared by the authors. Data source: UFSB Portal in Numbers/Cancellations by Year and Form of Admission at UFSB



THEORETICAL FRAMEWORK

According to Santos (2023), from 2008 onwards the world entered an economic crisis originating from the crisis in the United States real estate sector due to the uncontrolled expansion of real estate credit and Brazil could not remain immune, even with actions aimed at an export policy, causing the country to enter an economic decline.

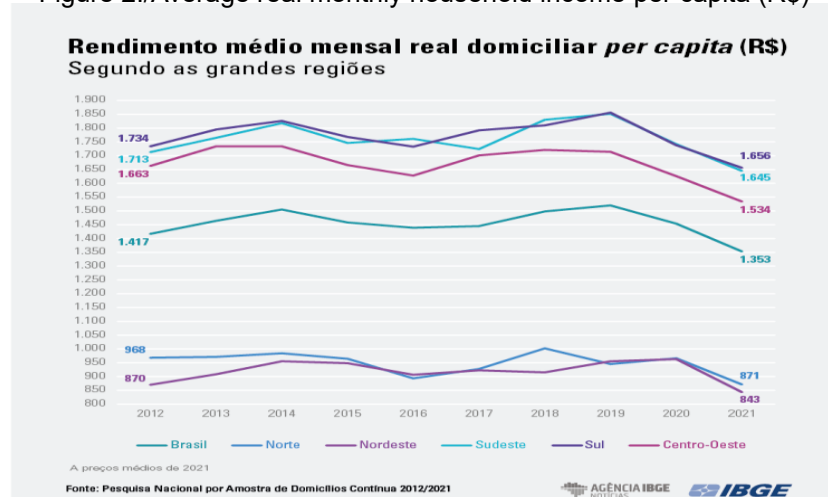
This bad economic scenario boosted strong opposition to the then re-elected government of former President Dilma Rousseff in 2014, the first year of operation of UFSB, which demanded a neoliberal policy in order to recover the economy, in which we can highlight the pension reform, the extinction and merger of ministerial portfolios and the untying of federal revenues (DRU). During this period, the budgets for higher education and the sciences began to suffer the first impacts of the new economic policy.

In 2016, with the economy still in crisis and strong opposition to the new term of former President Dilma Rousseff, the impeachment and inauguration of Vice President Michel Temer as the new President was decreed, bringing a neoliberalist policy that would impact health, education and social protection policies.

The first years of UFSB suffered the Brazilian economic and political impact, as the institution was created from "scratch", unlike other institutions created at the same time, it was not the result of a dismemberment of a campus outside the headquarters, the institution needed the construction of buildings, structure for students and structures for the technical and faculty staff.

The impacts suffered by educational institutions also reached families, especially in the Northeast, as shown in Figure 2, which shows the loss of income of families, directly impacting the permanence of young people in universities, as they end up dropping out of school to be able to work and help their families.

Figure 2./Average real monthly household income per capita (R\$)



Source: <https://agenciadenoticias.ibge.gov.br/agencia-noticias/2012-agencia-de-noticias/noticias/34052-em-2021-rendimento-domiciliar-per-capita-cai-ao-menor-nivel-desde-2012S>

According to data from PNAD/IBGE, the monthly nominal household income per capita in Bahia, in 2022, was recorded at R\$ 1,010.00 (one thousand and ten reais), a value that corresponds to approximately 22.43% below the current minimum wage of R\$ 1,302.00 (one thousand three hundred and two reais). This salary discrepancy highlights the financial vulnerability of young people from Bahia, directly reflected in the composition of the student community at the Federal University of Southern Bahia (UFSB), most of whom come from families with a per capita income of less than one minimum wage. This condition is in line with the profile provided for in the new quota law 14,723/2023, which establishes that 50% of vacancies must be reserved for students from families with an income equal to or less than one minimum wage per capita, as determined in its sole paragraph. "In filling the vacancies referred to in the caput of this article, 50% (fifty percent) shall be reserved for students from families with an income equal to or less than 1 (one) minimum wage per capita." As we saw earlier, students benefiting from the UFSB program receive an average monthly amount of R\$ 206.34, which represents only 16% of the minimum wage, a value far below to guarantee the permanence of students who fall into a situation of social vulnerability.

According to Morosini (2009), the main causes of dropout (abandonment of the course) are:

- a. Financial aspects related to the student's personal or family life;



- b. Aspects related to the choice of the course, previous expectations for admission, level of satisfaction with the course and with the university;
- c. Interpersonal aspects – relationship with colleagues and teachers;
- d. Aspects related to academic performance and academic tasks;
- e. Social aspects, social prestige of the course, of the university;
- f. Aspects related to the incompatibility of work x studies;
- g. Family aspects, responsibility with children and dependents; and
- h. Aspects with a low level of motivation and commitment to the course.

That said, there is a need for a budget-strengthened PNAES so that institutions can create programs that guarantee the permanence of students in institutions effectively, this topic had already been addressed by the National Forum of Pro-Rectors of Community and Student Affairs (FONAPRACE), in the publication of the commemorative magazine of the 25th anniversary of FONAPRACE:

"There needs to be investigations in relation to: the impact produced by the creation of the PNAES on the retention and dropout rates of undergraduate students; whether the budget increase has been meeting the demand generated by REUNI" (FONAPRACE, 2012)

CONCLUSIONS

The entry model based on a proposal to expand access through quotas and the numbers referring to cancellations where the quota category had the largest contingent of dismissals in all years, it can be assumed that the low budget of the PNAES may indeed have a great contribution to the evasion of UFSB.

In addition to the problem of low investment by the Federal Government, which places the National Student Assistance Program (PNAES) only in 10th place in the Ministry of Education's resource allocation ranking, with only 2% of the available budget, it is also necessary to consider a possible revision of the calculation of the PNAES Matrix. This review, as discussed in the section The PNAES, should take into account the socioeconomic and academic conditions of the students, as well as the specificities of the institution and its quota policy. Comparing the UFSB program with that of other institutions and regions may not be appropriate, given the university's unique socioeconomic and structural context. UFSB is located in a region with a low Human Development Index (HDI), with a mostly low-income population, as well as indigenous and quilombola communities, which requires broader and more focused care policies. Unlike other universities that already had infrastructure, UFSB was created from scratch, facing unique challenges of



construction and consolidation. In addition, UFSB's quota policy is more comprehensive than that required by law, further increasing the demand for resources to ensure student permanence. Regional variations, the profile of students, and cultural specificities make UFSB's needs distinct, making comparisons with other institutions inappropriate and unfair. Thus, care strategies should be adapted to the local reality, rather than following generalized comparison models.

Based on the above, a review of the current financing and distribution model is necessary and urgent, the expansion of vacancies and the continuation of quotas through the approval of the new law, requires measures that seek to achieve the objectives and goals of the PNAES program, otherwise federal institutions of higher education, such as UFSB, they will not be able to keep their quota students.

UFSB can also implement measures that mitigate possible risks and contribute to improving its performance and indicators by carrying out a thorough mapping of the specific needs of quota students and creating a plan for the allocation of more efficient resources, focusing on areas that directly impact the permanence of students, such as housing assistance, food, transportation and teaching material. It can partner with companies and NGOs to obtain additional resources, either through scholarship programs, internships, or donations that help supplement the budget allocated to the National Student Assistance Program (PNAES). Seek funding through public notices, extension and research projects that involve public or private agencies, such as foundations and development agencies, creating alternative sources of funds to invest in student assistance.

Creating a monitoring system to assess the impact of quota policies and the results of the PNAES can help identify bottlenecks and direct resources more efficiently. Constant monitoring can ensure that students in greater vulnerability receive the appropriate support. Improve tutoring programs, academic mentoring, and psychological support, ensuring that quota students have the necessary support to face academic and personal challenges, in addition to improving success and retention rates.

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