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Public Policies on Quotas for Entry Into Higher Education: The Case of UTFPR- Francisco Beltrão's Campus*

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ABSTRACT

In this article we deal with the implementation of affirmative action public policies for entry into higher education. These policies are the target of great discussions in academic society, as well as in society in general, especially since 2000 when several public universities began to adopt quota policies. In turn, policies such as the REUNI and the approval and promulgation of Federal Law N°12.711/2012, constituted public universities as important actions for the access of the popular classes. Thus, we analyzed how the implementation of the public politics of affirmative actions in the Federal Technological University of Paraná (UTFPR) happened - having as locus for the accomplishment of the study the Campus of Francisco Beltrão, considering especially the period of 2008 to 2016. We sought to understand how this implementation was organized, the difficulties faced and the solutions found by the agents responsible for implementing the policy at the university. The qualitative research was based on the analysis of documents and interviews conducted with 07 employees of the institution. We considered that although adjustments to the legislation are necessary, especially with regard to public investment in public policies for student assistance, human and material resources, access to higher education for a portion of the population that did not previously reach this level of education has been guaranteed. However, steps need to be taken regarding the permanence and success of these subjects.

KEYWORDS

Access to higher education. Public policies. Affirmative actions.

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Políticas Públicas de Cotas Para Ingresso no Ensino Superior: O Caso da UTFPR- Câmpus de Francisco Beltrão

RESUMO

Neste artigo tratamos da implementação das políticas públicas de ações afirmativas de ingresso no ensino superior. Essas políticas são alvo de grandes discussões na sociedade acadêmica, bem como na sociedade em geral, especialmente a partir de anos de 2000 quando várias universidades públicas passaram a adotar políticas de cotas. Por sua vez, políticas como o REUNI e a aprovação e promulgação da Lei Federal Nº12.711/2012, constituíram-se como ações importantes para o acesso das classes populares as universidades públicas. Assim, analisamos como se deu a implementação das políticas públicas de ações afirmativas na Universidade Tecnológica Federal do Paraná (UTFPR) – tendo como lócus para a realização do estudo o Câmpus de Francisco Beltrão, considerando especialmente o período de 2008 a 2016. Buscamos compreender como foi organizada essa implementação, quais as dificuldades enfrentadas e as soluções encontradas pelos agentes responsáveis pela efetivação da política na universidade. A pesquisa, de caráter qualitativo, baseou-se na análise de documentos e de entrevistas realizadas com 07 servidores da instituição. Ponderamos que embora sejam necessários ajustes na legislação, principalmente no que se refere ao investimento público em políticas públicas de assistência estudantil, recursos humanos e materiais, o acesso ao ensino superior de uma parcela da população que antes não chegava a este nível de ensino, tem sido garantido. Todavia, passos precisam ser dados em relação a permanência e sucesso desses sujeitos.

PALAVRAS-CHAVE

Acesso ao ensino superior. Políticas públicas. Ações afirmativas.

Políticas Públicas de Cuotas para el Ingreso en la Enseñanza Superior: El Caso de la UTFPR – Campus de Francisco Beltão

RESUMEN

En este artículo tratamos de la implementación de las políticas públicas de acciones afirmativas de ingreso a la enseñanza superior. Esas políticas son blanco de grandes discusiones en la sociedad académica, así como en la sociedad en general, especialmente desde el año 2000 cuando varias universidades públicas pasaron a adoptar políticas de cuotas. A su vez, políticas como el REUNI y la aprobación y promulgación de la Ley Federal Nº 12.711/2012, se han constituido como acciones importantes para el acceso de las clases populares a las universidades públicas. Así analizamos como se dio la implementación de las políticas públicas de acciones afirmativas en la Universidad Tecnológica Federal del Paraná (UTFPR) –teniendo como *lócus* para realización del estudio el Campus de Francisco Beltrão, considerando especialmente el periodo de 2008 a 2016. Buscamos comprender cómo ha sido organizada la implementación, qué dificultades han sido enfrentadas y las soluciones halladas por los agentes responsables por la efectución de la política en la universidad. La investigación, de carácter cualitativo, se basó en el análisis de documentos y de entrevistas realizadas con 07 (siete) servidores de la institución. Consideramos, sin embargo, que sean necesarios ajustes en la legislación, principalmente al que se refiere a inversión pública en políticas de asistencia estudiantil, recursos humanos y materiales, el acceso a la enseñanza superior de una parcela de la población que antes no llegaba a este nivel de enseñanza, ha sido garantizado. Todavía, pasos necesitan ser dados en relación a la permanencia y éxito de estos sujetos.

PALABRAS CLAVE

Acesso a la enseñanza superior. Políticas públicas. Acciones afirmativas.

Introduction

Public affirmative action policies are not something new in our society as well as in the world. However, in recent decades discussions on the subject have gained more visibility in our society, after the policies of quotas in public tenders, and also for the purposes of this article, when policies of quotas for entry into higher education were implemented.

This movement has been taking place in Brazilian universities since 2002, first at the State Universities of Rio de Janeiro (UERJ) and North Fluminense's State University Darci Ribeiro (UENF), followed by the State University of Bahia (UNEB). In 2003, the University of Brasilia (UNB) was the first federal university to begin work on the implementation of policies on quotas for admission to higher education. In the same year, the State University of Mato Grosso do Sul (UEMS) also started this process.

In 2008 the Federal Technological University of Paraná (UTFPR), started working with the quota policy for students from public schools, having joined REUNI in 2007. Besides the quotas one of the goals was the expansion and internalization of federal public universities. The locus of research that deals with this article is a fruit of this internalization, the Federal Technological University of Paraná-Campus of Francisco Beltrão. We analyzed how the process of implementation of the public policies of affirmative actions took place, the difficulties faced, the solutions that were being managed by the Campus himself to overcome it. We also demonstrated how the constituted public power does not offer the necessary support for the successful implementation of public policies.

The activities in the referred Campus began in 2008, together with the beginning of the own affirmative action policies, which provided for the quotas for students coming from public schools. It was a double challenge, since, at the same time, the professionals who constituted the Campus had to perform the activities necessary for the consolidation of the institution, they also had to work with the issues of quotas for access to the university. With the promulgation of Federal Law N°12.711/2012, also called the Quotas Law, the institution left to bring its own policy of affirmative actions and adhered in 2013 integrally to the new Law.

This new period of public affirmative action policies for entry into higher education in Brazil, brings the obligation for all federal institutions of higher education, as well as federal institutes, to implement the policies of quotas, even gradually according to the Federal Law and its regulations, with a maximum deadline for full implementation in 2016.

The research is qualitative, being configured as a case study. Besides the readings on the subject, it was based on documents and interviews. The documents refer to the legislation on quotas and internal documents produced within the UTFPR. Among these, we highlight quantitative data provided by the institution, in addition to those from the Management Reports for the years 2008-2016. Seven semi-structured interviews were carried out with servers involved in the process of implementing these policies. The interviews, which took

place with the consent of the participants, were recorded and transcribed. The data were systematized and analyzed considering the following issues: the democratization of public higher education, the reparation and the conditions of permanence in this level of education from the implementation of the policies of quotas in the UTFPR, Francisco Beltrão's Campus.

From the analysis of the data, it can be seen that Francisco Beltrão's Campus, was adapting the public policies of affirmative actions of access to higher education, without, however, having a real support from the State as to the financing of the implementation of these policies, as well as by means of policies directed to the permanence of young people.

The Implementation of Affirmative Action Public Policies in Brazil

Affirmative actions¹ took a breath of fresh air in the 20th and 21st centuries all over the world, as an instrument of redress to minimize latent inequalities, whether racial, social, gender, sexual or economic. Such actions constitute State public policies, or may also be proposed by private initiative, with the aim of combating the evident situations of racism and discrimination, as well as cultural and structural discrimination that is rooted in society.

A document that has universal coverage and endorses affirmative action, is the 1948 Universal Declaration of Human Rights. It provokes innovations in terms of fundamental rights, such as that the condition of the human person was sufficient to someone who has rights and should have their dignity respected. In addition to the document to ensure the adoption of minimum protection parameters for rights fundamental in general, while expressing the content of the differences based on formal equality. As Piovesan points out:

It is, however, insufficient to treat the individual in a generic way, general and abstract. It is necessary to specify the subject of law, which is now seen in its peculiarity and particularity. From this point of view certain subjects of law or certain violations of rights require a specific and differentiated response. It is worth saying, in the sphere international, if a first strand of international instruments is born with the vocation to provide a general, generic and abstract, reflecting one's own fear of difference, one perceives, later, the need to give certain groups a special and particular protection, in the face of its own vulnerability. This means that the difference would no longer be used for the annihilation of rights, but, to the contrary, for their promotion (PIOVESAN, 2005, p.46).

In the 1930s in India and 1960s in the US, public affirmative action policies were implemented. In the US affirmative action policies were implemented with the Democratic governments of John F. Kennedy (1961-1963) and Lindon Jahnson (1963-1969), as anti-discriminatory countervailing measures for the education and for work, aiming at the definitive integration of individuals Afro-descendants to their society.

¹ Affirmative action policies began in India with the leader Mahantma Gandhi because of the great differences that the caste system provided. Gandhi calls attention to how these policies could help to change this politically embarrassing picture by succeeding in 1935, with the approval of the well-known Government of India At, who came to guarantee rights to the least favored.

According to Moehlecke (2002, p. 203), a policy of affirmative action must be born from reading the needs of a portion of the population that has historically suffered from the denial of rights, restricting its access to prerogatives common to all, proven through statistical studies, social, educational, economic and cultural studies, which point to the pertinence of repair. After this diagnosis, there should be a planning of the responsible public sector, together with the organized civil society, to which the group in question belongs. Thus, a public policy of affirmative action should be directed to the approval and implementation of a law, which the rulers need to prioritize for its execution.

In Brazil, according to Moehlecke (2002), the first vestige of discussion to measures that today are called affirmative actions took place in 1968 and came from technicians at the Ministry of Labor and the Labor Court, who suggested that a law should oblige private companies to maintain a percentage of "colored" employees as a possible solution to the problem of racism, however, this suggestion was not taken up. In the 1980s, this debate returned to the federal plenary:

Only in the 1980s will there be the first formulation of a project of law in that sense. The then Federal Deputy Abdias Nascimento, in its bill No 1,332 of 1983 proposes a "compensatory action", which would establish compensation mechanisms for Afro-Brazilians after centuries of discrimination. Among the shares are: 20% reserve of vacancies for black women and 20% for black men in selection of candidates for public service; scholarships; incentives to private sector companies to eliminate the practice of racial discrimination; incorporation of the positive image of the Afro-Brazilian family into the educational system and the didactic and paradidactic literature, well as an introduction to the history of African civilizations and the African in the Brazil (MOEHLECKE, 2002, p.204).

The project did not receive approval, but the social moment of redemocratization of Brazilian society, in a way, favored that questions related to the theme, were put on the agenda by social movements, then in effervescence. At the end of the military dictatorship, black social movements, as well as other minorities, brought the issue of gender and ethnicity to the discussion, together with the issues of social inequalities, charging the government that it would constitute policies aimed at meeting these needs.

Some advances were made in the 1988 Constitution, such as that observed in Article 7 of Title II and Chapter II of social rights, which established protection in the labor market for women through some incentives. Also, in Title III, Chapter IV, Article 37, which ensures in public jobs a percentage for disabled.

These achievements, besides being the result of the struggles of organized social movements, were also driven by international organizations, which used public policies as a way to maintain state control over the population. According to Filice (2011, p.109):

It is a fact that the changes in the 1988 Federal Constitution, and in the various treaties signed by governments in Brazil, although they result from the empowerment of Brazilian community leaders, are influenced by external antiracist struggles and can even be read as forms of state control.

Another action that took important proportions, the Zombie March against Racism, for Citizenship and Life, in 1995, showed pressure on public power. It was a march of protest and indignation against the subhuman working conditions of the black people. It still charged the right to education at all levels of education and public policies of affirmative action. A document was delivered to the President of the Republic, demanding actions:

The President of the Republic receives this document on November 20 1995, when it set up the Working Interministerial Group by decree - WIG-, to develop policies of valuation and promotion of the black population. Regarding the discussion on the actions affirmative, the group held two seminars on the topic in Salvador and Vitoria, from which it prepared 46 proposals for affirmative action, covering areas such as education, work, communication, health. Some of these policies have been implemented, but their resources are limited and their impact remains very limited (MOEHLECKE, 2002, p.206).

According to Filice (2011), the State, being authoritarian or democratic, throughout history has not acted to solve crises in a definitive way, aiming to meet the interests and demands of the popular classes. It has always tried to accommodate the interests and conflicts, compensate in some way for the claims, but do not has made profound changes in the social structure as a way of guaranteeing the hegemony of the national and international ruling classes. However, we can observe that in previous years as well as in the following years, several projects were presented that aimed to implement affirmative action policies, thus:

In 1993, we found the proposed Constitutional Amendment of the then Federal Deputy Florestan Fernandes (PT/SP); in 1995 the then Senator Benedita da Silva (PT/RJ) presents draft laws n.13 and 14; in the same year Bill no. 1,239 is forwarded, by the then Federal Deputy Paulo Paim (PT/RS); in 1998, the Federal Deputy Luiz Alberto (PT/BA) presents draft laws Nos. 4,567 and 4,568; and in 1999, we have Senator Antero Paes' bill 298 of Clays (PSDB) (MOEHLECKE, 2002, p.208).

The access to education, considered as an instrument of social ascension, permeated all the projects of affirmative action proposed, because it considered that there was a historical debt of the public power to these segments of society.

Although the struggles of black social movements, as well as of other segments of society for the implementation of public affirmative action policies cannot be minimized, it was evident the impetus given by international bodies, through the Durban Conference, for the implementation of these public policies. Such a proposition if It becomes even more explicit when we analyze the reheating of these discussions during this period, as already mentioned, and some government measures that gave impetus to the old discussions that culminated in federal law in 2012.

The Durban Declaration recognized that these historical injustices have promoted and still promote poverty, underdevelopment, marginalization, social exclusion, economic disparities, instability and insecurity for these groups in particular, and are even more specific in developing countries such as Brazil. Therefore, it brings in its text the need for countries to take compensatory measures:

We recognize the need to take special measures or positive measures in favor of victims of racism, discrimination racial, xenophobia and related intolerance in order to promote their full integration into society. The measures for effective action, including social measures, shall aim to correct the conditions which prevent the enjoyment of rights and the introduction of special measures for encourage the equal participation of all racial, cultural groups, and religious in all sectors of society, putting the all on equal terms. These measures should include other measures for the achievement of adequate representation in educational institutions, housing institutions, political parties, the parliaments, in employment, especially in the judicial services, in the police, army and other civilian services, which must demand reforms electoral, land reform and equal participation campaigns (UN, 2001, p.21-22).

Given this perspective, although the public authorities did not yet have a law to guide the adoption of these policies, some public institutions, first state and later federations, led the adoption of public affirmative action policies, making use of their university autonomy and, in other cases, through state laws.

Thus, since 2002 these actions have effectively reached higher education, through the reservation of vacancies, primarily for public school students and later with race waves. Each university, in its own way, some with an intense internal debate, others to comply with official determinations, have made public affirmative action policies a reality in the country, in the form of access to higher education since 2002.

In order to understand such processes minimally, the implementation of the quota system in each pioneer university in the country stands out. A Rio de Janeiro State University - UERJ, according to Santos (2012), was taken of assault by the state laws that instituted the quotas: Law no. 3.524/2000, no. 3708/2001, No. 4,061/2003 and later Law No. 5,346/2008. They came together to guarantee vacancies to students from public schools (20%), blacks (20%), disabled, children of military police and prison officers killed in services (5%). It should be noted that the children of military police officers and prison officers killed on duty were included in the version of the law in 2008.

The State of Rio de Janeiro, by force of the law, brought to light the old university debates such as the student selection process, the democratization of higher education, university autonomy and the issue of academic merit. The worries invaded the university mobilizing several instances in order to make viable the selection process, which culminated in some seminars.

The events were attended by the Uerj community, from representatives of social and student movements, the government state, among others. The Rectory has created a commission to organize proposals for academic and financial support to meet the benefactors of politics. This committee was set up by representatives from various sectors of UERJ and by people indicated by Educafro and by the Pre-school for Blacks and Needy (PVNC) (SANTOS, 2012, p.295).

Also, according to Santos (2012), the Commission's proposals resulted in a Student Support Program which, among other decisions, decided on the delivery of transport and food for the quota students, but did not take any initiative on another concern: the possible academic deficiencies that the quota students were supposed to have. Some issues, among

them the unconstitutionality of the Quotas Law, have transposed the walls of the university and the tasks of the commission and the Program. This is because some students who were unable to enter the university with grades equal to or higher than the quota holders, went to court because they felt harmed, as well as some public institutions and legislative representatives.

At the State University of North Fluminense Darcy Ribeiro (UENF), a higher education institution also affected by Rio de Janeiro state legislation, there was no mobilization in the same proportion that occurred at UERJ. However, there was also a climate of discomfort, considering that in this state quota policies were implemented, despite the great struggle of the black movement, in a vertical manner. That is, from outside the universities, without the proper participation of the academic community and the community in general, which aroused debate about the legitimacy of affirmative action policies.

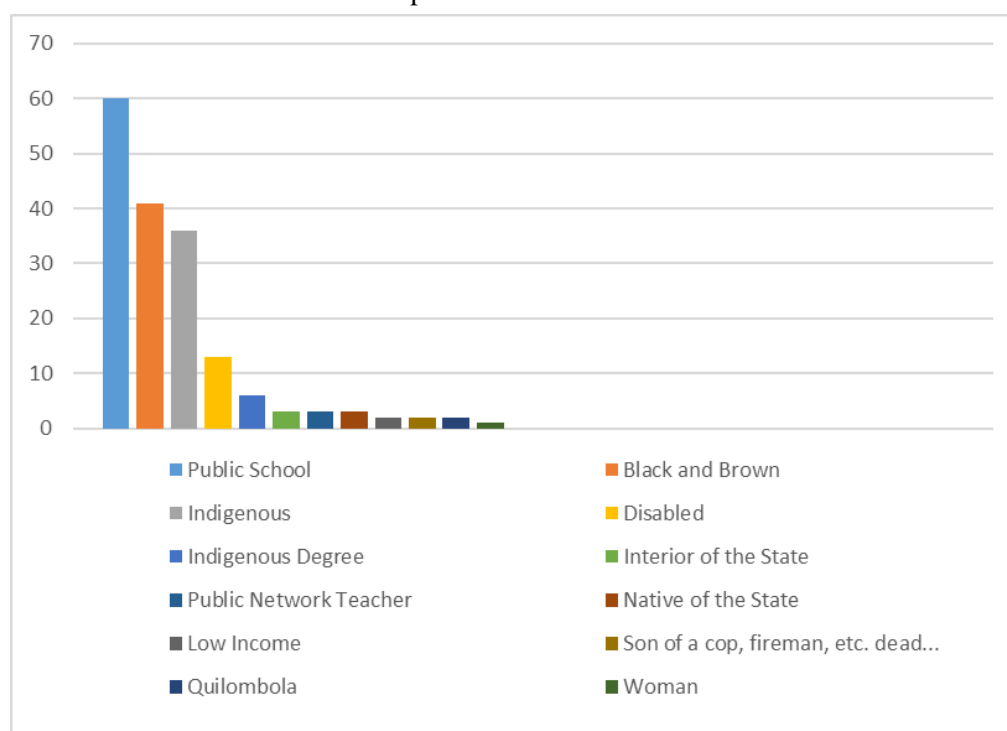
At the University of the State of Bahia - UNEB, the path was the opposite of the one followed in Rio de Janeiro, as the university was already managing the desire of the actions affirmative, so that it anticipated the state government and, by its own will, using its university autonomy through its internal decision-making forums, approved its affirmative action plan for students from public schools and afro-descendants in the year 2002. This university was even responsible for the analysis of the project in proceedings at the Salvadoran City Hall. In this sense, one can perceive the great difference between the implementations so far listed, because in Salvador the participation of several social sectors was very significant, so the criticisms, suggestions and possible changes were discussed before the implementation of the law, which provided a calmer process, even in the judicial channels.

The University of Brasilia - UNB was the first federal university to adopt the law. the quota systems and from the beginning worked with racial quotas. The process of this university took place in a similar way to Bahia. In 2003, in the enjoyment of his autonomy, the Council for Education, Research and Extension - CEPE approved what was entitled Plan of Goals for Ethnic, Racial and Social Integration, with its three guiding axes. In the undergraduate courses, 20% of the vacancies would be reserved for black candidates; in partnership with the National Indian Foundation - FUNAI would admit indigenous people; and there was the strengthening of support for public schools. The experience lived at the State University of Mato Grosso do Sul – UEMS brings with it a difference in the issue of affirmative action: it is a pioneer in the reserve of vacancies for the indigenous population. However, the process of implementation in Mato Grosso do South departed from outside the university through state law. The first law No. 2,599, of December 26, 2002 and the second Law No. 2,605, of January 6, 2003, first the quotas for indigenous people, then the quotas for black people. The university was taken by surprise by the legislation, and the short period of adaptation - 90 days was the time stipulated by the then Governor José Orcírio Miranda dos Santos (Zeca do PT) so that if it fit the law. The process took twice as long, however, as the university felt the need for debate with the internal and external community.

From this debate with society, a relevant point was raised in the discussions: the question of the need to implement a student assistance program aimed at the permanence of the quota holders, as well as their success in higher education. In order to successfully address these concerns, according to Santos (2012), some programs were created, such as the Afroatitude, Uniafro, as well as a Nucleus of Afro-Brazilian Studies - NEAB.

The experiences of these universities were important in stimulating the national debate and, at the same time, highlighting the need for public policies for access to and permanence of public higher education for those who have historically been excluded, as can be seen in the graph below:

Graph 1. Number of Universities (N=70) according to the Type of Beneficiary of their respective Affirmative Actions



Source: Graph produced by the author with data, In: DALFON, Verônica Toste. JUNIOR, João Feres. CAMPOS, Luiz Augusto (2013, p.310).

From the graph we see that diversity is in focus, in the Brazilian case we observe the predominance of social quotas due to the great economic and social inequalities. And, in its great majority, they are combined with racial quotas: handicapped people and quilombolas, among others, as can be seen in a wide range of beneficiaries. There is also a substantial advantage for public school graduates, followed by blacks (formed by blacks and mulattoes). This great variety of combinations of quotas only attests to the great inequality and diversity of the country, and public policies are needed to guarantee the access and permanence of those who, historically, have been excluded from university benches.

According to Dalfon, Junior and Campos (2013, p.310), it can also be seen that the preference for public school leavers occurs given the structural aspect of Brazilian public education, which is very deficient in basic education, unlike public higher education, which is of better quality. According to the authors, "this situation denies poor students educational opportunities, since public basic education does not prepare them for intense competition with the middle and upper classes for a place in public higher education of quality".

What needs to be pointed out in this issue is that in countries such as India and the United States, where affirmative action policies were implemented in two different ways: with class criteria and race/caste/ethnicity criteria, it could be verified that when the option was purely by class and/or income criteria the historically discriminated ethnic populations were not successful in accessing, being visibly diminished. When the option was to work with quotas using ethnicity issues, more visibility was given to these groups, destabilizing the elites constituted in the universities, achieving more effectively the objective of bringing diversity into higher education.

In Brazil, the law that regulated the issue of affirmative action in federal universities was Law No. 12,711, sanctioned by President Dilma Rousseff in 2012, combining social and racial quotas. This happened after a long period of controversy over the constitutionality of these policies. These controversies were dispelled, at least legally, after the Supreme Court, through Reporting Justice Ricardo Lewandowski in 2012, unanimously attested to the constitutionality of these actions, a decision made in ADPF 186/DF, which was proposed by the Democrats (DEM), alleging unconstitutionality of these public policies of affirmative action on racial quotas adopted at UNB. Although it was only on October 20, 2014 that the decision was published, even with the great repercussion of the case, the publication of the news by the STF already indicated a new "precedent" for affirmative action policies on racial quotas, when it unanimously considered them constitutional.

This decision is considered to be a paradigmatic decision, that is, one that can be used not only in relation to the issue at stake in such litigation, but that has the capacity to affect other possible litigation under the same paradigm. Any other body of the Judiciary and the Public Administration that follows the STF's decision otherwise runs the risk of its decision being revoked by the STF itself.

Therefore, as of 2013 affirmative actions for access to higher education will become a reality in all federal public institutions, which had until 2016 to fully comply with this new legislation. We analyze below how this process took place at the Federal Technology University of - Francisco Beltrão's Campus.

Implementation of Affirmative Action Public Policies at the Federal Technology University of Paraná (UTFPR) Francisco Beltrão's Campus: Own Affirmative Action Policies of Entry

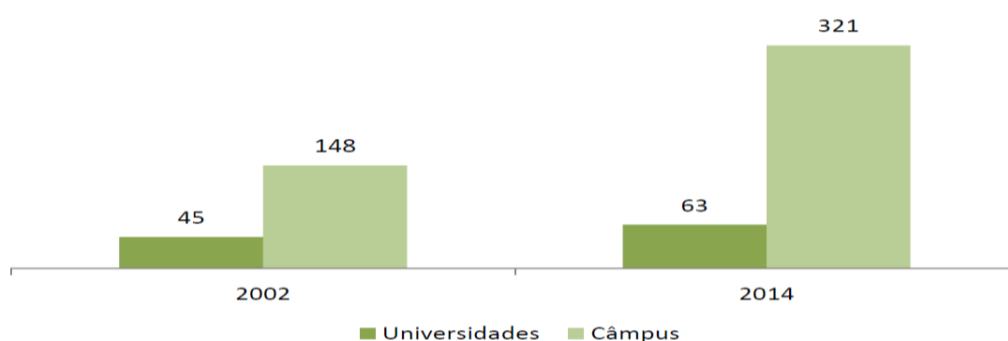
In 2007, the federal government launched the Federal University Restructuring and Expansion Plan Support Program (REUNI), which had its implementation time from 2008 to 2012. A public policy of affirmative action that was very important for the expansion and internalization of federal universities, which allowed them to reach places unimaginable until then. According to Carvalho (2015, p.86):

The policy of extensive federal expansion in the Lula administration aimed to reduce geographical distances and regional inequalities in higher education. The government program materialized into concrete action as federal universities opened new campuses within the states as part of expansion projects agreed with the Ministry of Education (MEC) through Reuni. In addition, new federal universities were created in interior cities.

According to Mancebo (2015), the REUNI² became the largest public policy for the expansion of higher education - a period in which this study is proposed - and was responsible for the increase of 60.05% in face-to-face enrolment in the federal network from 2007 to 2012.

The public policies of affirmative action adopted in the country in the years 2000 brought an increase in access to higher education, in terms of number of institutions, which now cover the national territory. The aim was to attend the great Brazilian diversity and those who really did not have conditions of access to university outside their city or state, thus, many began to have opportunities to attend higher education close to home. As shown in graph 2:

Graph 2. Expansion of Federal Universities and Campus



Source: SIMEC/MEC In: (MEC, 2014, p.32).

² The REUNI was instituted by Federal Decree No. 6,096 of April 24, 2007.

With the increase in universities and campuses, the number of courses has increased, so has the number of enrolments and, consequently, bringing higher education closer to more people. The southwestern region of Paraná was one of the beneficiaries of this policy of expansion, with the creation of several universities/schools such as: Federal University Southern Border (UFFS); Federal University of Latin American Integration (UNILA), Federal Technological University of Paraná - Francisco Beltrão's Campus (UTFPR-FB).

The UTFPR is one of the federal universities created by the governments of Lula and Dilma. Although it seems recent, its history goes back more than a hundred years, going back to the period when it was not yet working with higher education. Initially, in 1910 its function was to teach poor adolescents a trade, such as tailoring, shoe making, carpentry and locksmithing, aiming at the end of the four-year period that these adolescents would be able to fully exercise their profession.

At the beginning of 1930, with the industrialization that had become a reality in the country, it was necessary to review the formation of these young people, so that they could meet the interests of the industrialists of that time. In this way, the school was no longer restricted to students from the capital of Paraná; it was already considering receiving young people from the interior of the state to offer professional qualification.

In 1942 its name was changed to Technical School of Curitiba, and it also began to attend what at the time was called high school (qualification + schooling) It offered two cycles: one for basic industrial education, craft and apprenticeship, and the second linked to technical and pedagogical.

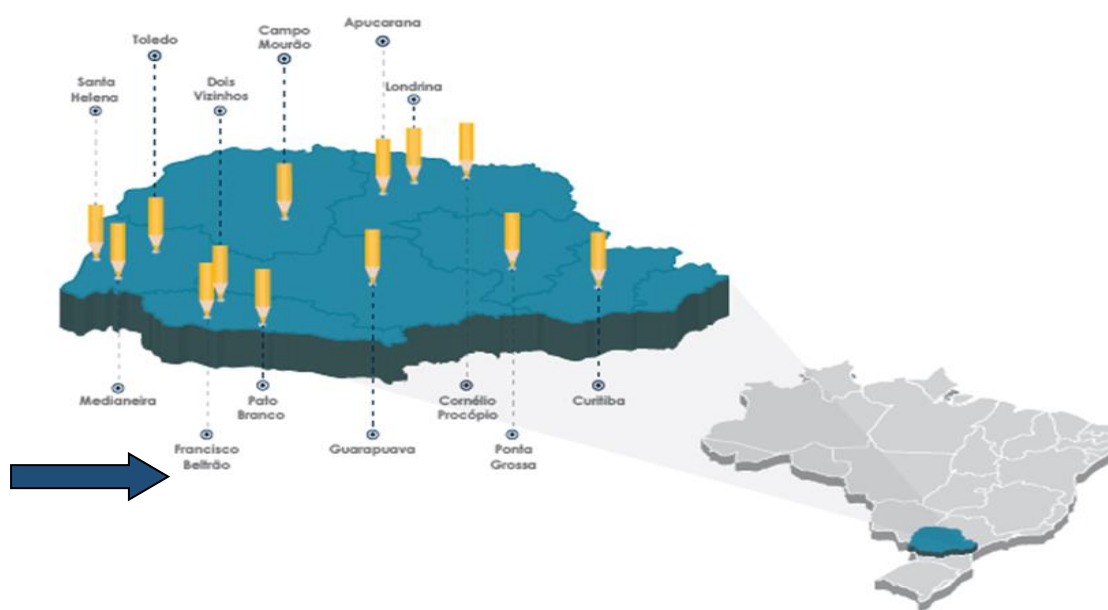
The period in the country was one of effervescence in the capitals. Industrialization was present in the main cities, making political and social processes more intense and more complex. The social issue was treated as a police case and should be fought with violence and work. These structural phenomena were taken into account and mainly influenced by the great industrialists of the time, who demanded a reformulation of the learning method in the early 1930s. Thus, the Federal Industrial Education Network was created (DURAT, 2013, p.87).

Later on, the school was chosen as a Teacher Research and Training Center, being responsible for training the professionals so that they could later transmit this knowledge of education in the industrial model. With the enactment of Law no. 3,552/1950, it became the Federal Technical School of Paraná. Due to its great visibility throughout the country, it was authorized to teach short courses of higher education by Decree Law No. 547/1969. Ten years later it became the Technological Education Center of Paraná - CEFET-PR.

From 1990 on, the CEFET/PR began to expand into the interior of the state, until in 2005 the community applied for a university degree. Due to its history of development, always focused on technology, as well as engineering courses, it was renamed Federal Technological University of Paraná - UTFPR and the decentralizations were elevated to lightning.

Currently, the UTFPR is a multi-campus institution, with 13 campuses covering several regions of the state. Each Campus has its courses planned according to regional needs, being technical, undergraduate and graduate courses. In the following image, the cities where the campuses are located:

Image 1. Distribution of the UTFPR's Campuses in the State Regions



Source: Site UTFPR: <http://portal.utfpr.edu.br/estrutura>

Each Campus has the same structure, follows the decisions and regulations of the Central Campus of Curitiba. Decisions are also made through commissions formed by employees of all the campuses involved.

The Francisco Beltrão's Campus³, located in the rural area of the municipality, more precisely on the Santa Bárbara Line, was incorporated to the UTFPR in 2008, being part of the actions of internalization of the federal universities proposed through the REUNI, which sought to foster the permanence of young people in their regions, their social, economic and cultural development.

The Francisco Beltrão's Campus began its work with the Food Technology course, which was chosen to be the first to be offered, due to the significant presence of food industries in the region and was later replaced by Food Engineering; in 2009 the Environmental Engineering Course; in the second semester of 2011 the Computer Science Degree Course, and today it also has the Chemical Engineering Course. It also offers *Stricta Sensum* specialization courses (Master's Degree): Graduate Program in Environmental

³ The municipality of Francisco Beltrão is located in the southwest of Paraná, according to IBGE has an estimated population (2019) of 91,093 inhabitants, and in the last sense (2010) had 78,943 inhabitants.

Engineering: Environmental Analysis and Technology; Graduate Program in Food Technology. Latos Sensum Specializations: Computational Intelligence; Production Engineering; Applied Mathematical Methods.

In 2008 and 2009 the selection of scholars took place through vestibular. In 2008 joined REUNI and since 2010 selects students for graduation through the Unified Selection System - SISU.

As for affirmative action policies, it complies with Law nº12.711/12 and amendments, where 50% of the vacancies in each course are destined to candidates who have attended and completed all grades of regular high school or equivalent (technical, teaching and youth and adult education - EJA) in Brazilian public schools. Also, it attends to those who have concluded based on the results of ENCCEJA or exams of competence certification or evaluation conducted by state education systems. To apply for these positions, the candidate may not have received a scholarship in a private school, nor have attended any high school in these institutions.

By joining the federal government's REUNI, the UTFPR intended to increase the undergraduate programs offered on its campuses, increase enrollment, and offer more evening classes to serve the population that needed to work during the day. It also intended to increase the number of staff, both professors and administrative staff, and to physically expand the university with renovations, expansion and new buildings to meet with quality the new demand for academics. A reality that has been experienced at the Francisco Beltrão Campus since the beginning of its operation.

An important goal that REUNI brought was to rethink the teaching learning process in universities. UTFPR sought to meet this demand from the implementation of an education department, a process that at the Francisco Beltrão Campus began in 2009-2010. The expansion of student assistance programs, so important for the permanence and success of these academics, was still being discussed. Decree 6,096, in its Article 3, provided for the allocation of funds for universities to make restructuring possible through the presentation of the respective restructuring plans. According to the UTFPR Expansion Plan:

The proposal to join the REUNI makes clear the dimensions and the quantitative advances that the Institution aims to overcome: from 24 undergraduate courses, in the modalities of bachelor's and undergraduate, offered in 2007, the proposal foresees, at the end of the Plan, a total of 56 courses, with projected enrollments rising from 6,868 to 24,743 and projected enrollments in evening courses, from 135 to 4,781 in 2012. At the postgraduate level, ten master's and one doctorate programs are initially planned, totaling fourteen master's and two doctorate programs at the end of the Plan (UTFPR, 2007, p.11).

In the search to know if these goals were achieved, we analyzed the Management Report for the year 2012, available on the institution's page, where we can see that the goals were met, and in the year in question (2012), the UTFPR had 97 courses; 32,743 enrollments; 25 master's programs; 5 doctoral programs.

Although we could not find the numerical data of the number of enrollments in the evening courses the report states: "This document portrays the achievements and challenges of the UTFPR, particularly the actions arising from the implementation of the REUNI project, which was fully accomplished what was agreed for 2012 and reflects a special moment of the institution that is to grow with quality" (UTFPR, 2012, p.32).

In September 2007, the UTFPR, through the Pro-Rector of Graduation and Professional Education, releases Resolution No. 12/2007, of September 14, which determines the use of a quota system for the courses of professional education, high school technique and graduation. The departments that were involved in the creation of this deliberation were the Pro-Rector of Graduation and Professional Education - PROGRAD, Department of Selective Processes (DEPPS), Student Assistance Office - ASSAE and the Course Coordinators.

50% of the vacancies in the selection processes (vestibular), in all courses of all modalities offered by the institution, were made available for students coming exclusively from public schools. Thus, the university already shows that it was in tune with the affirmative action policies, proposing through its collegiate courses a proposal of quotas for entry to undergraduate and technical courses.

In this way, students who entered in 2008 already enjoyed a type of affirmative action, considering, according to the Deliberation, the objectives of democratizing the access to all levels of education of socially disadvantaged populations. In addition, it sought to comply with the Federal Constitution, which provides for the formation of policies and programs that positively interfere with the eradication of poverty and reduction of inequalities.

Another novelty of this Deliberation was the possibility of using the ENEM note, provided that the candidate had made this option at the time of registration. The grade of the exam being transformed into a score, equivalent proportionally to the maximum number of possible points in the general knowledge tests. Thus, according to Deliberation n°12/2007: "§3º- If the score obtained in ENEM is higher, the arithmetic mean between this score and the general knowledge exams will be made. The resulting average will be added to the score of the specific knowledge tests and will determine the final score of the candidate."

In 2008 the UTFPR - Francisco Beltrão Campus had 113 enrolments, of which 87 opted for public school egress quotas and only 26 for wide competition. It is important to point out that this decision to work with affirmative actions is very important, however, the difference with other universities that have managed through their internal leaderships their legislation on quotas, in UTFPR was a decision that came from the Rector. Even so, it shows that the University was since then in tune with the movement of several other higher education institutions that had already made this option.

In 2009/2010, the pedagogical professionals, social workers, psychologists who composed the Department of Education (DEPED) began to arrive at the Francisco Beltrão's Campus. DEPED is one of the sectors of the Directorate of Graduation and Professional Education (DIRGRAD), being responsible for proposing improvements for the development of the teaching and learning process.

It is constituted by the Nucleus of Psycho-pedagogical Accompaniment and Student Assistance - NUAPE and the Teaching Nucleus - NUENS. NUAPE is responsible for the follow-up of the academic performance, for the psycho-pedagogical attendance and execution of student assistance programs. NUENS in accordance with the Deliberation n° 10/2009 of 25/09/2009 of CONUI: executes the policy of qualification and training (continuous formation) of the teacher; gives didactic and pedagogical support to the teachers of UTFPR; proposes and executes actions related to the programs of pedagogical formation.

The presence of these professionals becomes fundamental for the success of these new academics who arrive at university, through affirmative action policies. For it is these professionals who begin to think about actions, aimed at this new public. Moreover, they come to discuss issues that were already present in the academic environment, but had their importance minimized, such as the issue of evasion and disapproval. In addition, DEPED has another task, to think about articulation actions with the community and Basic Education (UTFPR 2007, p.13).

The organizations of this department, as well as of the nuclei of services, gave themselves in a collective way, and with certain tension between the professionals and the rector of the university. These professionals were in defense of the discussions about this new public that arrived in the institution, the issue of the teaching and learning process, reproof and evasion. As interviewed with a server:

We started to discuss these issues, relationship teaching learning, these two poles are connected, I only teach if someone learns. This began to destabilize many teachers who were at UTF at the time we arrived. Let's say, heirs to the tradition of CEFET, a technical and elitist school, which saw in the meritocracy the ruler of measurement. That is, if you don't make an effort, if you get to university without the proper cultural capital, we can't do anything. We understand, in the department, that the question of repetition, of evasion, has a lot to do with not learning (Interviewed 2, 2018).

We can say that the public policy of REUNI brought the opportunity for federal universities through these professionals to make these discussions and promote actions, so that these new academics feel welcome in this environment. The professors who remained in the institution were also able, with the help of these same professionals, to discuss their performance in the classroom, try to understand the profile of this new student, draw up strategies to reach the largest number of students. However, this process was not tranquil, simple, nor did it obtain consensus, because a university does not change at the "touch of a stick".

Another novelty in the 2009/2010 selection at UTFPR was the adherence to SISU. From 2010 this was the only form of tickets in all the campuses in the undergraduate courses. Francisco Beltrão's Campus as a participant of all this process had in 2010 his first classes selected by SISU. This process was being prepared since the second semester of 2009, as it required filling in information from the university and the courses in the MEC system, to enable the selection in this new format.

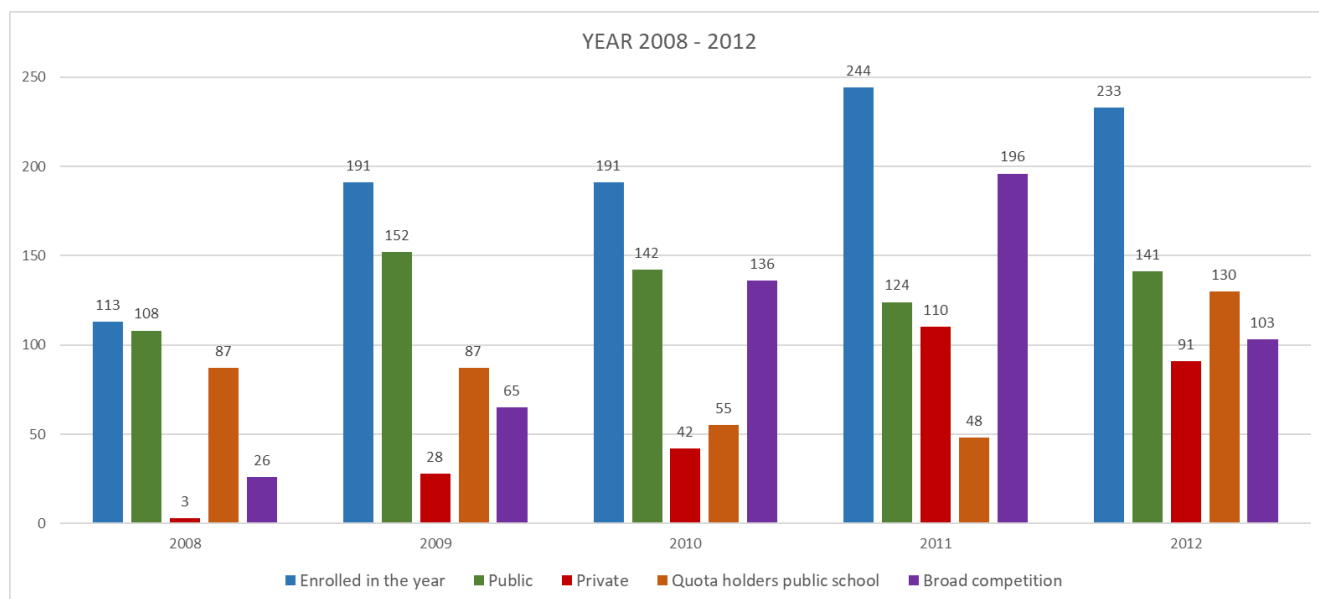
SISU is one more policy of affirmative action, since it opens the possibility for the candidate to apply for any position, in any federal higher education institution that is part of the system. However, it is necessary to analyze the difficulties of these candidates in moving to universities in order to enroll, the fact that they have to stay until they get a possible scholarship, besides being far from their families, from their regions, because we are in a continental country, where the regional differences can be very significant. The servers interviewed raised their concerns about improving information about SISU for high school students:

SISU is a model that allows the candidate to apply for a position anywhere in the country. Thus, he is not always able to fix his eyes on a place, an institution. So, it is difficult to ask questions, to get in touch before the process. This has become a concern of us, the university, now we are organizing ways to take the information about SISU there in high school. To train teachers to understand how SISU works, how affirmative action works, to clarify students during the registration period (Interviewee 7, 2018).

We observed through the data provided by the institution, that there was an increase in registrations in the five years that the quota policy of the UTFPR was in force, together with the actions implemented regarding the REUNI, with: in 2008, there were 113 registrations; in 2009, 191 registrations remained; in 2010, 191 registrations remained; in 2011, there were 244 and in 2012, registration fell to 233.

Numbers that indicate that over the five years, there was an increase in the number of registrations, only between 2011 and 2012 there was a decrease of 9 registrations, which is not enough to be relevant. In other words, the access policy, although with limitations, was effective.

In the following graph we present the data that encompasses the issues of registrants, students from public and private schools, quota holders, and broad competition. To try to understand how this process of entry into the UTFPR Francisco Beltrão took place from 2008 to 2012.

Chart 3. Public and Private School Enrollments, Shareholders and Broad Competition

Source: Prepared by the author based on data provided by UTFPR.

As previously put, there has been a considerable increase in registrations over these five years, which for a small lamp under construction is very significant. A relevant fact is that the number of enrolments declared as public-school students is significantly higher than those from private schools. However, when we look at quota holders, i.e. those who have chosen to compete for public school places, these numbers are lower than those who have chosen to compete widely in 2009, 2010 and 2011. The two years in which the number of public school attendees is higher than those registered in the broad competition are 2008 and 2012.

This situation may reflect a certain lack of knowledge of legislation, public policy, and with the enrollment via SISU, then recent at university. But also, a certain taboo must be considered in society in relation to quotas, which presumes that a person enrolled by quotas is less capable. Due to these difficulties, the university has carried out some actions with the community, mainly in high schools, with the purpose of divulging, clarifying doubts about the SISU process and affirmative action policies.

We highlight that in this first moment, in which the quotas were policies of the university itself, a fundamental element was the organization of DEPED and the actions developed with the society, of the microregion of Francisco Beltrão, through the high schools, bringing people indicated by the schools as leaders, to know the university and the functioning of SISU and other affirmative action policies of entrance. Another point that we consider very important was the reception of these students and their families at the Campus, through explanations made to parents and students.

As difficulties, at the beginning of the activities at the Francisco Beltrão Campus, we can point out that the issue of being located in the rural area, not being assisted by public transportation, being distant from options for meals, not having a university restaurant, lack of alternative as to housing near the institution. In addition, the number of employees among teachers and administrative staff were not sufficient for the demand.

Below we present the changes that occurred in the Campus of Francisco Beltrão with the Law N 12.711/2012.

Affirmative Action Public Policies at UTFPR - Campus de Francisco Beltrão: Federal Law N° 12.711/2012

In 2012 the STF declares the constitutional affirmative actions, soon after the President Dilma sanctions the law no. 12.711/2012, which makes law the reserve of vacancies in federal institutions for black, brown, indigenous, public school, with the variations of income between the categories, according to the text of the law.

The UTFPR adheres to the new legislation, leaving behind its own policy of quotas for students of public school, and begins to work with the categories set by the new law. In the case of category 1- quota holder, who comes from a family with a proven income equal to or less than 1.5 minimum wages per capita and who is not declared black, brown or indigenous; category 2- quota holder, who comes from a family with a proven income equal to or less than 1.5 minimum wages per capita and who is self-declared black, brown or indigenous; category 3- quota holder who is independent of the income and who is not self-declared black, brown or indigenous; category 4- quota holder who is independent of the self-declared black, brown or indigenous income.

In the first year working with the implementation of the federal law, one of the difficulties encountered was the question of how to proceed with the receipt of the documentation required for proof of income, for example, what documents should be requested, how to make the analysis, among other issues. For those registered as black, brown or indigenous, the policy established at UTFPR was self-declaration, without the need for proof by documentation, photos.

Amidst doubts on how to proceed, the university decided to work with commissions to make the analysis of documentation, especially with regard to income. Considering that the rest of the documentation as public education, or the declaration of black, brown and indigenous was under the responsibility of the Department of Academic Records (DERAC).

The process at the beginning was truncated, there were many doubts, it was not clear how to implement it. Each university could build its own process. There was no training before the legislation arrived. The UTFPR had to build a way, which sought to respect the specificity of its 13 campuses.

The committee was formed by people from DERAC, DEPED, people linked to the courses, before the analysis it was necessary to study the Law. At the Francisco Beltrão Campus, the thought was to unbureaucratize the process as much as possible, to make the legislation fulfill its role, which is to give access. The fact that all who are part of this commission also have other activities in the Campus, made the work difficult given the accumulation of functions.

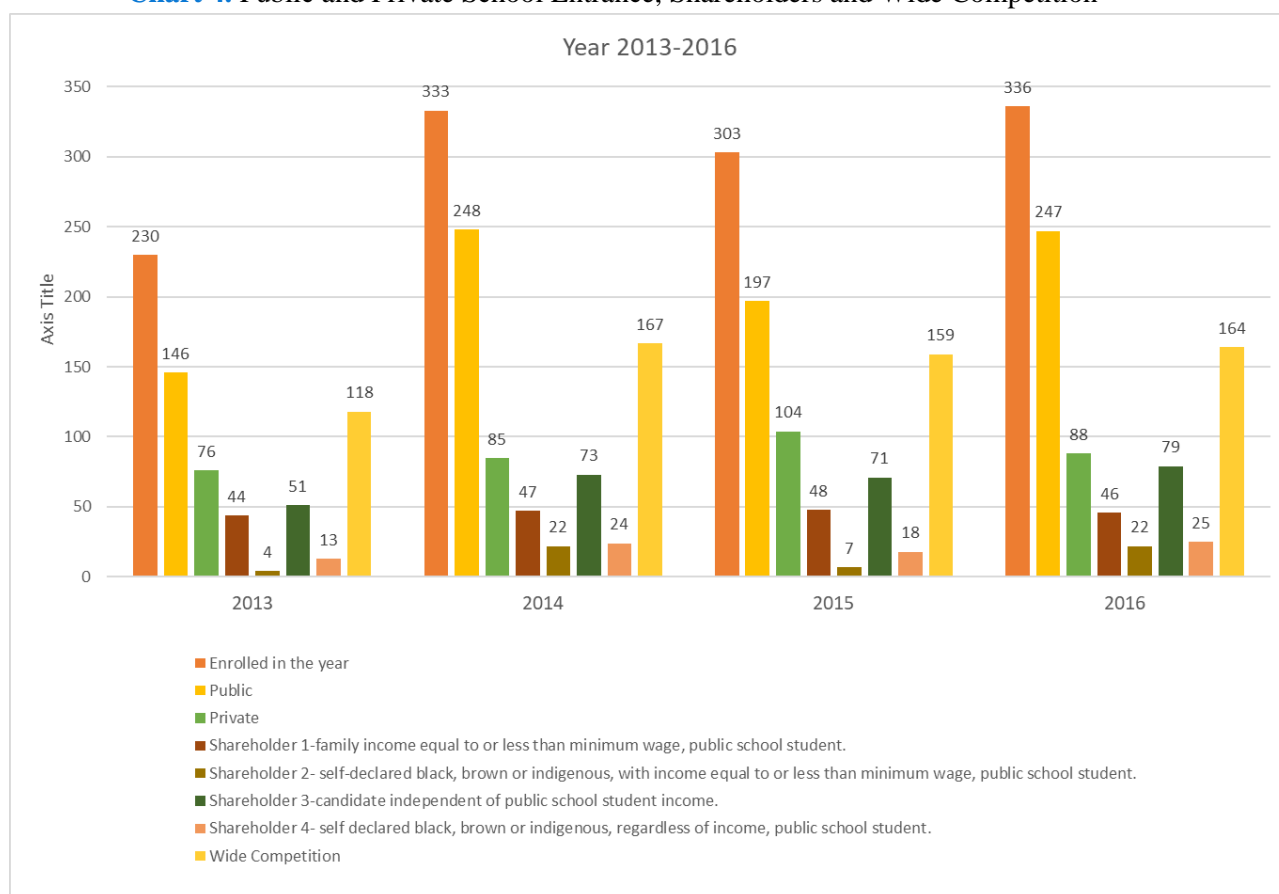
With the arrival of the federal law, the number of categories⁴ increased, and soon the work on each lamp, being necessary a lot of commitment from the people involved, as well as the management so that the process could develop in a satisfactory way. Here it was considered satisfactory that the students intended by the law actually reached higher education. Although the legislation is the same for the 13 campuses, the process happens according to the peculiarities of each space, as one of the interviewees points out:

Here we had an understanding, at the time the Director of Undergraduate asked people to compose this committee: they are members of the secretariat, the department of education and people from the courses. This admissions committee that would analyze the requests and, after composed, sat and studied the Law. The thinking about quotas was not harmonious within the commission, but after long discussions things started to move in the direction of working for access, not for the hindrance of bureaucracy. Analyzing that the Law would not be so effective if it did not work for teaching how it worked, so that the candidates would understand what was stated in the edicts (Interviewed 2, 2018).

We note that legislation takes place in the daily life of public institutions. They have to be adjusted to cope without prior notice, without early training. The actions will be organized as the demands arise and most of the time without the necessary material and human support.

We present below a chart with the information pertinent to the time frame from 2013 to 2016, regarding the number of enrolments, egresses of public and private schools, quota holders of the various categories and broad competition.

⁴ Category 1- quota holder, coming from a family with proven income, equal to or less than 1.5 minimum wages per capita and not declared as black, brown or indigenous; Category 2- quota holder, coming from a family with proven income, equal to or less than 1.5 minimum wages per capita and self-declared as black, brown or indigenous; Category 3- quota holder independent of the income and not self-declared as black, brown or indigenous; Category 4- quota holder independent of the self-declared as black, brown or indigenous income.

Chart 4. Public and Private School Entrance, Shareholders and Wide Competition

Source: Prepared by the author with data provided by UTFPR.

Even though the time frame of graph 4 is four years, and of graph 3 is five years, we can see that there was a significant increase in enrollment in this last period. The data show us that as of 2014 the number of enrollments in the Campus has not dropped from 300, a percentage that had not been reached in any previous year. This shows that this university has been affirming itself as a possibility for new candidates for degrees in the southwestern region of Paraná. Although ways still have to be thought of to bring in a considerable audience, which at university age does not attend this level of education, there has been a significant evolution during the years studied. In 2008 there were 113 enrolled and, gradually, with the access policies, this number has increased, reaching 336 in 2016.

The question of quotas and their variables brings us interesting data, when we observe the black, brown or indigenous quota holders that were only 04 in 2013 and in 2016 they reach 22, this makes us understand that the Law even though it is slowly bringing people who until then were excluded from the university environment. The same happened with the black, brown and or indigenous quota holders regardless of income, which in all years had an increase in the number of candidates reaching 2016 with 25 registered.

When we analyze the two categories of public school, without the racial cut, we also find that there is an increase of candidates because, in the category of public school graduates with income equal to or less than 1.5 minimum wages we have an almost constant number

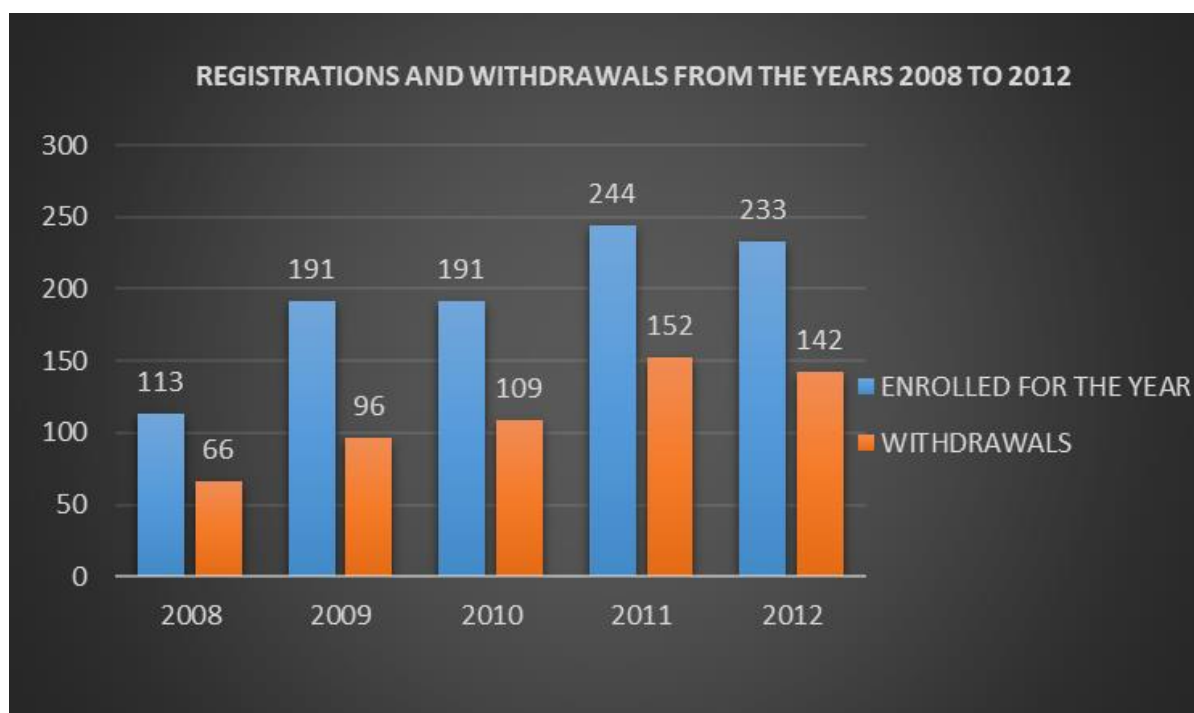
between 44 and 48 enrolled in the four years. As for those enrolled in public schools regardless of income, we found that the numbers increased from 2013 to 2014, and then remained unstable until 2016.

Although the broad competition in the years 2013 to 2015 is slightly higher than the quota categories, these numbers were exceeded in 2016. And the difference from previous years was only 15. In our view, this signals that discussions and visibility on public policies for affirmative action to enroll in higher education may be bearing fruit, that is, reaching out to the recipients more effectively.

Another important milestone is that in 2016 the deadline for federal institutions to comply with Law No. 12,711 was reached, but there is still a lot of struggle to make it effective in terms of the permanence and success of these students. In capitalist society, laws that benefit the popular classes and historically discriminated populations always need to be tensioned, either to be complied with or to be complemented with other laws necessary for the success of public policy. As demonstrated so far, the implementation of the access law, in its various variables, has not been accompanied since its inception by human and material conditions for its implementation. In addition, as we will show below, the law has not been accompanied by a policy that would contribute to guaranteeing the permanence of students in Higher Education. Thus, hindering the effective democratization of Brazilian public higher education.

In fact, if we observe the general data from UTFPR, Francisco Beltrão's Campus, we have a worrying number in relation to vacancies, as can be seen in the graph below for the period 2008-2012. We point out that the data presented in the graphs regarding withdrawals refer to absolute numbers in the Campus of all those enrolled.

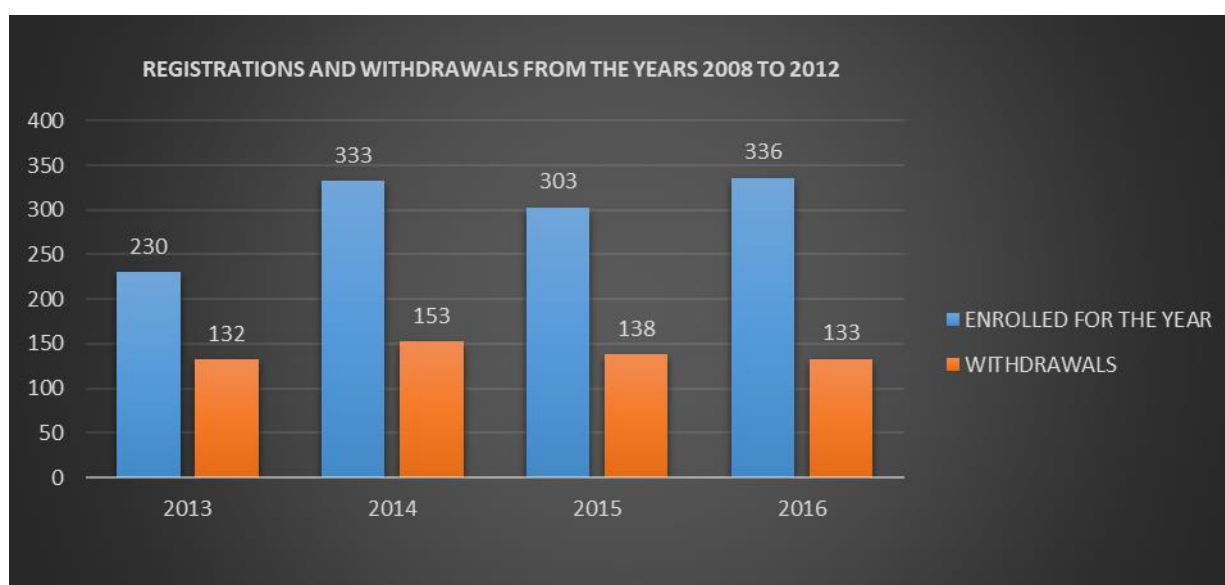
Chart 5. 2008-2012 Enrolments and Waivers



Source: Prepared by the author with data provided by UTFPR.

In the analysis of the graph we find that the percentage of withdrawal between these five years ranges from 50% in 2008 (the lowest index) to 62% in 2011/2012 (the highest index). That is, these numbers are too high to go unnoticed, although the variants are many, they deserve to be studied, to draw up strategies to combat this high rate of withdrawal. We present the graph that comprises the years 2013 to 2016, the period that federal universities had to adapt to the Quotas Law.

Chart 6. 2013-2016 Enrolments and Waivers



Source: Prepared by the author with data provided by UTFPR.

In 2013 there was still a very significant dropout which reached 57%, the first year being the implementation of the federal quota law, with the aggravating factor of a long period of strike of servers⁵. However, in 2014 this percentage drops, being 45%, which is maintained in 2015; it falls again in 2016 with a percentage of 39%. Even though there has been a gradual decrease in the number of resignations since 2014, it still does not seem satisfactory to us. However, it shows that the diversification of aid and some actions that were implemented over time in the Campus brought positive results. Not the desired rates, but the beginning of a long journey.

After the analysis of the withdrawals with absolute numbers, we move on to the data of quota holders and non quota holders separately, with the intention of knowing the differences found between these categories that the Law typified within the university.

Table 1. Non-shareholders and Quitters

Year	Non-Quota	Quote	Year	Non-Quota	Quote
2008	73%	54%	2013	48%	66%
2009	49%	50%	2014	47%	44%
2010	60%	47%	2015	49%	45%
2011	65%	43%	2016	43%	36%
2012	67%	56%			

Source: Prepared by the author with data provided by UTFPR.

Through the data it is possible to verify the difference in terms of withdrawal, between quota holders and non- quota holders, having a significant variation, mainly between 2008-2012. In 2011 it is more significant reaching 22 points of difference, and in 2008 19 points pro-quota. The difference is favorable to non-quota holders only in 2013 with 18 points of difference, emphasizing again that the long period of strike which intensifies the difficulties of permanence of quota holders, largely due to the public policies of student assistance that are insufficient in view of the new public that arrived at university.

However, the problem of withdrawals from courses offered by the UTFPR is not something new, which has presented itself with the advent of quota policies. Almost 50% of the courses offered at this institution are in engineering, whose highest rates of failure occur in the disciplines of the exact areas. Besides this difficulty, there are other variables (distance from home, learning difficulties, financial difficulties, lagging from elementary and high school, methodology used by teachers), which need to be studied to propose strategies to overcome this problem. Czerniaski highlights:

⁵ The servants of the federal institutions began the strike on May 17, 2012, organized by the Union of Teachers of Higher Education Institutions (Andes), their main demands were the restructuring of the career plan of teachers and salary readjustment, there was support from students and administrative technicians. It was a strike with very significant adhesion reaching 56 institutions out of a total of 59 that existed in the country. In addition to the above-mentioned demands, there were also protests for the improvement of higher education in general.

The challenge of keeping student quota holders in Brazilian university education is obviously not a problem to be solved by quota policies, however, it should allude to policy makers as a challenge to be studied and as an already eminent demand, since quota holders are the vast majority coming from historically marginalized social classes, and still discriminated against in the Brazilian social context, either by skin color or by social/economic/cultural condition (CZERNIASKI, 2014, p.65).

Thus, the public policy of affirmative action for entry is not intended to bring solutions for withdrawal and evasion, because, in fact, as stated in the law, its concern is with the access of these students. However, many other actions are necessary for the permanence of these students. Therefore, as interviewed:

We have to keep this very clear, the Law guarantees you the opportunity of access, the Law is of access, not of permanence, it does not foresee any pedagogical policy, nor any social form. The institution is organizing itself as the demand comes. Because we have a social commitment, which the Law does not have. It presents only access, you come, you enter, now it's up to you. And the institution knows that it is not like that, because of its practice, it knows it needs support programs (Interviewee 1, 2018).

Other policies are needed to complement access policies. In this sense, there is a need for academic society, social movements and other various social agents to make the necessary tension so that policies of permanence become effective and, in the current context, of dismantling public universities, that those of access are maintained.

Conclusion

After our study we can conclude that the public policies of affirmative action for entry into higher education, has been fulfilling the role assigned to it. We can affirm that the UTFPR Francisco Beltrão's Campus has become more diverse. Students who before did not believe in higher education as a possibility for the future, today are in the universities and contribute to the dynamization of teaching, research and extension activities. However, there is still a need for policies that guarantee the permanence of students.

Thus, we analyze that in the search for the democratization of higher education we have managed to take some steps, however, we evaluate that access alone is not democratization. We need public policies for student assistance so that permanence is a reality and these academics successfully complete their degrees. We need more professionals in universities so that quality work is done, investments in infrastructure, that the representative bodies of the State are more present in universities, to know their realities and needs and thus legislate to meet them.

At a time when we are living constant attacks on public higher education, we would say that we have a great struggle ahead of us, to maintain the public policies conquered and to seek the realization of others in order to actually make public higher education in Brazil more democratic. Undoubtedly, it is an arduous struggle, but one that we cannot escape.

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