

## **Brazil**

### **National Higher Education Equity Policy**

#### **Governance**

The Secretariat of Higher Education (SESU) is the unit within the Ministry of Education responsible for planning, guiding, coordinating and supervising the formulation and implementation process of the national higher education policy. The maintenance, supervision and development of federal public institutions of higher education (IFES) and the supervision of private institutions of higher education, according to the Law of Guidelines and Bases of National Education (LDB), are also SESU's responsibility.

#### **Higher Education Policy Documents**

- National Education Plan, PNE 2011-2020,
- Lei das Cotas (Lei nº 12.711, of August 29, 2012) - Provisions on admission to the Federal Universities and the Federal Institutions of Technical Teaching at the Intermediate Level and other measures.
- Universidade para Todos Program (ProUni) Created by the Federal Government in 2004 and institutionalized by Law 11096 of January 13, 2005

#### **Equity Policy Documents**

What broad and specific equity objectives do the policy documents identify?

- In 2007, the REUNI (Restructuring and Expansion of Federal Universities) was implemented with the objective of creating conditions for the expansion of student participation and for retention, and to take better advantage of the physical structures and human resources within the universities. Efforts were also made to reduce dropout rates especially for students taking night classes, and to improve student assistance programs.
- Increase access to higher education in conditions of equity through the expansion of the federal network of higher education, the granting of study scholarships in private institutions for low-income students and student financing.

**The following equity target groups are identified in the policy documents**

- Low income students
- Gender groups (including transgender groups)
- Socio-Racial (Afro, Indigenous)
- Students with disabilities (people with psycho-motor disabilities, autistic people)

**Does the country have concrete targets for the participation of specific equity groups?**

- Expand the proportional participation of groups historically excluded from higher education, especially people of African descent
- Expand the number of vacant seats on-campus programs in federal universities, particularly in night courses, in line with the 2011-2020 PNE.

**Is there a standalone policy document dedicated to equity promotion in higher education?**

Brazil does not have a standalone higher education equity policy.

**Brazil has a number of specific anti-discrimination provisions embedded in the following pieces of legislation:**

LAW 13.146 Brazilian Inclusion.

**The Government of Brazil uses a series of financial and non-monetary instruments to promote equity.**

***Financial Policy Instruments***

- No tuition, scholarships and credits and financial aid. 30% of universities and institutions of higher education are public and free. They have a high demand, so access is very selective, restricted to those who obtain the best scores in highly competitive admission tests.
- ***ProUni.*** In 2004, the Ministry of Education launched a program called ProUni (Programa Universidade para Todos- “University for All”) which aims to place academically qualified low-income students into private tertiary education institutions. To be eligible, a student must have a passing grade in the voluntary national end-of-secondary examination (ENEM) and demonstrate that they come from a low-income family. If the family has an income equal to or less than one-and-a-half time the minimum wages per family member the student gets a scholarship

covering the full tuition. **ProUni** scholarships are restricted to students with family income up to three times the minimum-wage (about US\$900 monthly by the end of 2013) and who had attended public high schools during their secondary education or private schools on a full scholarship. Thus, PROUNI has some affirmative action component, which we will see has had impact on access to the private, for-profit HEIs. In practice, the scholarships do not involve any actual transfer of resources from the Ministry of Education to the students or participating tertiary education institutions. Instead, these institutions receive a tax exemption upfront during the first year of participation in the program. This tax exemption continues each year as long as they maintain the scholarships for students that entered in previous enrollment rounds, and provide scholarships for new ProUni students according to a formula of one scholarship for every 10.7 new students enrolled (1 for 9 in the case of a non-profit tertiary education institution).

- The student loan program was cancelled in 1994 and a new scheme was set up in 1997 under the name of *Fundo de Financiamento ao Estudante do Ensino Superior* (FIES). FIES loans finance 50 percent of tuition fees (reduced from 70 percent in earlier years) at a fixed annual interest of 6.5 or 3.5 percent depending on the program of studies (down from 9 percent until 2006). The students, who need to have two guarantors (except in the State of Alagoas), can only enroll in institutions accredited by the Ministry of Education and must maintain good grades (75 percent) to continue benefiting from the loan.
- There is a private foundation in Rio Grande do Sul, called FUNDAPLUB, that was set up by an association of professionals to provide student loans to needy students. FUNDAPLUB has distinguished itself as one of the more successful private student loan agencies in Latin America.
- The Student Financing Fund (FIES) is a program of the Ministry of Education intended to give priority to students of undergraduate programs.
- PROMISE - The project offers financial support to foreign students participating in the Graduate Student Program (PEC-G), regularly enrolled in graduate programs in federal higher education institutions.
- Bolsa Permanencia grants financial aid to indigenous people and low-income students enrolled in federal higher education institutions.

### ***Non-Monetary Policy Instruments***

Affirmative action is also contemplated in the latest version of the National Plan. For example, it calls for widening, "by means of special programs, the policies of

inclusion and support in the public HEIs, in order to expand the access rates of students coming from public secondary schools and improve their chances of success". Another item calls for widening "participation by historically disadvantaged groups, by means of affirmative action, according to existing laws" (which include affirmative action programs based on ethnic/racial criteria). Thus, both expansion of the system itself and widening social/ethnic participation are seen as official national goals.

Affirmative action programs have been a topic of legislation and policies since 2002, when the State Assembly of Rio de Janeiro passed the first bill establishing a quota system in that state's university system, which included quotas for both public school graduates (SES-based AA) and for blacks and native Brazilians (race-based AA). The number of women admitted via AA programs is almost double that of other groups, in public HEIs. Since then many HEIs have developed AA programs, and many states have passed affirmative action legislation.

The most important development was the bill passed by Brazil's Congress in 2012 establishing a quota system for the federal system of universities and technical colleges. The law requires that 50% of all spots at federal institutions be filled by graduates of public secondary schools, and with sub-quotas for blacks and native-born Brazilians in accordance to their proportion in the state's population where the HEI is located (the criterion for the race/ethnic sub quota is self-declaration by the applicant).

The admission system at federal HEIs changed: In 2006, the federal government started, an incentives program for federal HEIs to expand undergraduate programs, called "Programa de Restruturacão das Universidades Federais" REUNI (Program for Restructuring and Expanding Federal Universities), with the objective of doubling enrolment in the system by 2014.

The development of the Interdisciplinary Higher Education Program (PROFIS)

The National Student Assistance Plan (Pnaes) supports the retention of low-income students enrolled in on-campus programs at federal higher education institutions. The objective is to provide equal opportunities among all students and to improve academic performance.

Tutoring programs to improve academic performance.

## **Financial Resources**

Total expenditure on higher education as a percentage of GDP in 2016 was 2.25%.

Total expenditure on education: public sector 71.76% and private sector 28.24 for the year 2016.

Total expenditure on higher education for 2016 by type of expenses: wages: 56.34%, goods and services: 13.74% and scholarships and subsidies 29.93%

### **Quality Assurance**

The quality assurance criteria take the following equity elements into consideration.

NA

### **Monitoring and Evaluation**

- Who is responsible for monitoring the impact of equity promotion measures?

The National Higher Education Assessment System analyzes institutions, programs and student performance. The evaluation processes of the Sinaes are coordinated and supervised by the National Commission for the Evaluation of Higher Education (Conaes). The implementation is the responsibility of the National Institute of Studies and Educational Research Anísio Teixeira (Inep).

- What instruments, methods and data are in place to carry out the monitoring and evaluation activities?

NA

### **Dedicated Equity Promotion Agency**

Does the country have an agency dedicated to equity promotion in higher education?

- What are the responsibilities of this agency?
- What are the resources of this agency?
- Proportion of higher education budget?

NA

## Indicator Equity / inequity key in the Country

### Net Enrollment Rate BY GENDER, QUINTILES OF INCOME AND AREA (Brazil)

| Year | Total       | Gender |      | Quintiles of Income |      |      |      |      | Area  |       |
|------|-------------|--------|------|---------------------|------|------|------|------|-------|-------|
|      |             | Female | Male | 1                   | 2    | 3    | 4    | 5    | Rural | Urban |
| 2011 | <b>18,0</b> | 21,0   | 14,2 | 4,5                 | 5,8  | 11,7 | 21,6 | 51,3 | 5,0   | 19,6  |
| 2012 | <b>18,4</b> | 21,8   | 15,1 | 4,3                 | 6,3  | 12,6 | 23,0 | 52,6 | 5,4   | 20,5  |
| 2013 | <b>19,8</b> | 23,9   | 16,4 | 4,8                 | 7,7  | 15,1 | 26,3 | 53,1 | 6,9   | 21,9  |
| 2014 | <b>20,8</b> | 24,5   | 17,3 | 5,3                 | 10,1 | 16,0 | 25,8 | 57,0 | 7,1   | 23,1  |
| 2015 | <b>21,2</b> | 25,3   | 17,2 | 6,2                 | 10,1 | 17,6 | 28,9 | 56,4 | 7,3   | 23,4  |

Source: SEDLAC (CEDLAS and World Bank), May 2018

### Sources

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