THE UNIVERSITY FOR ALL PROGRAM: A STUDY ON ACADEMIC PRODUCTION – 2007-2019

O PROGRAMA UNIVERSIDADE PARA TODOS: UM ESTUDO SOBRE A PRODUÇÃO ACADÊMICA – 2007-2019

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ABSTRACT: Higher education has been the subject of public policies to reduce inequalities in access to this level of education, one of these measures was the institutionalization of the University for All Program - Law 11.096/2005. This program made it possible to expand access, but still without attending to universalization and without guaranteeing the permanence of those who benefit from scholarships. With the offer already exceeding a decade, interest arose in analyzing the scientific production already existing in the period of 2007-2019, through a narrative review study in the database of the Brazilian Digital Library of Theses and Dissertations (BDTD). It was observed that in relation to the 94 publications that comprised the sample of this study, only 31 make analysis exclusively from the perspective of the students. There are also many gaps in the production of knowledge, specifically, about the experiences of the insertion and permanence of students using Prouni scholarships.

KEYWORDS: Educational policies. Higher education. University for all program. Prouni.

RESUMO: A educação superior tem sido objeto de políticas públicas com o intuito de diminuir as desigualdades de acesso a este nível de ensino e uma dessas medidas foi institucionalização do Programa Universidade para Todos – Lei nº 11.096/2005. Este programa possibilitou ampliar o acesso, mas ainda sem atender à universalização e sem garantir a permanência daqueles que são beneficiados com bolsas de estudo. Com a oferta já ultrapassando uma década, surgiu o interesse em analisar a produção científica existente no período de 2005-2019, mediante um estudo de revisão narrativa na base de dados da Biblioteca Digital Brasileira de Teses e Dissertações (BDTD). Observou-se que em relação às 94 publicações que compuseram a amostra desse estudo, apenas 31 fazem análise exclusivamente da perspectiva dos estudantes. Também se percebem muitas lacunas na produção do conhecimento sobre, especificamente, as experiências e vivências da inserção e permanência dos estudantes que utilizam bolsas do Prouni.

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PALAVRAS-CHAVE: *Políticas educacionais. Educação superior. Programa universidade para todos. Prouni.*

RESUMEN: *La educación superior ha sido objeto de políticas públicas con el fin de reducir las desigualdades en el acceso a este nivel educativo y una de estas medidas fue la institucionalización del Programa Universidad para Todos – Ley 11.096/2005. Este programa permitió ampliar el acceso, pero aún sin atender a la universalización y sin garantizar la permanencia de quienes se benefician de las becas. Con la oferta que ya excedió una década, surgió interés en analizar la producción científica ya existente en el período 2007-2019, a través de un estudio de revisión narrativa en la base de datos de la Biblioteca Digital Brasileña de Tesis y Disertaciones (BDTD). Se observó que en relación con las 94 publicaciones que conformaban la muestra de este estudio, solo 31 realizan análisis exclusivamente desde la perspectiva de los estudiantes. También hay muchas lagunas en la producción de conocimiento sobre las experiencias específicas de inserción y permanencia de los estudiantes que utilizan las becas Prouni.*

PALABRAS CLAVE: *Políticas educativas. Educación universitaria. Programa universidad para todos. Prouni.*

Introduction

In Brazil, public policies for higher education have adopted measures in order to minimize the social inequalities that exist in the Brazilian reality. However, there is still an extremely uneven character, revealing the disparities in opportunities for access to higher education by different social groups, in which the possibilities of entering a university reflect the socioeconomic status of these subjects (PASTORE; SILVA, 2000).

Historically, in Brazil, universities have been occupied by elites with economic, social and cultural capital, and the most favored social classes have taken advantage of this institution to legitimize the social position they occupy in the social structure and expand the power that, in general, already exercise in society as a whole (RIBEIRO, 2006; FERNANDES, 2006).

Trevisol and Nierotka (2016, p. 23, our translation), affirm that "higher education institutions (HEIs) reflect, as mirrors, the inequalities and the unequal distribution of power in society", because to the subjects with less favored social life trajectory and school trajectory in public institutions, courses of lesser social prestige are offered at universities in the country. Still, according to the authors, government actions aimed at the access by minority groups to higher education have only gained ground in recent years, with the creation of several public educational policies, both in the private and public spheres.

In the private institutions, the University for All Program - Law no. 11,096/2005 was approved, which is a policy of access to higher education, with the objective of granting full (100%) and partial (50%) scholarships, in undergraduate courses, in private institutions of higher education to Brazilian students without a college degree (BRASIL, 2005).

The information boards of the official Prouni system, in the period between the year 2005 and the 2nd semester of 2018, present reports referring to the number of vacancies, number of scholarship holders and the sociodemographic characterization. Of the 27 official documents, in the form of semi-annual reports, it was found that 3,663,704 vacancies were offered during the program's history, with 55.18% full vacancies and 44.81% partial vacancies. But it should be noted that more than 1 million of the vacancies offered by the program were not filled during the investigated period (BRASIL, 2019).

Many of the students who obtained access to higher education through a Prouni scholarship are in lower demand courses, as they only achieved the minimum grade in the National High School Exam (ENEM). According to Bourdieu and Champagne (1998, p. 224) these students are the "excluded from the interior", because when they enter higher education, they are at risk of not being able to stay in the university environment, due to the countless difficulties they face in relation to the economic, social and cultural capital (EZCURRA; 2011; PAULA, 2017).

For Mena (2004), Prouni is commonly seen as another public policy, aimed at expanding access, but highlights the fact that it maintains a teaching system along the lines of privatization outlined during the 1990s. In this sense, this program brings a notion false democratization, because it legitimizes the distinction of students by social strata, according to access to different types of institutions (priority for the precarious insertion of the poor in the private space), that is, it contributes to the maintenance of the existing social stratification. Therefore, it favors access to higher education, but offers nothing more than "an illusion and/or a broken promise", since the scholarships that offer free tuition are not enough for maintenance and most courses chosen are those whose diplomas are not valued socially (CARVALHO, 2006, p. 996).
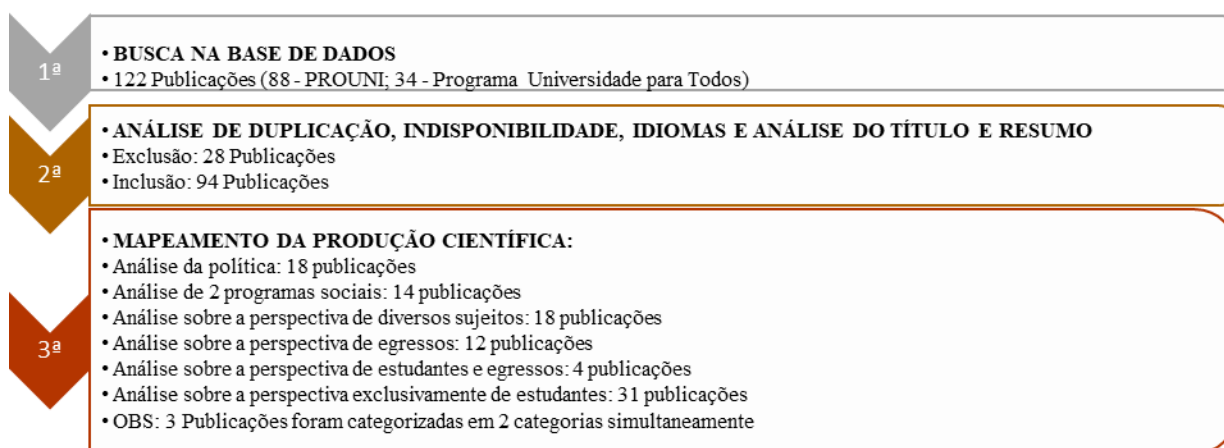
Considering the scope of the program, with the offer already exceeding a decade, the interest in researching the existing scientific production about it arose. The question that guided this study was: What are the institutions that most produce scientific research on Prouni? The aim of this study was to analyze the scientific production on the University for All Program.

Method

A narrative review study was carried out, mapping the scientific production of master's dissertations and doctoral theses in the database of the Brazilian Digital Library of Theses and Dissertations (BDTD) (BRASIL, 2014), with the time span of 2005-2019 (in view of the fact that Prouni is institutionalized by Law No. 11,096/2005).

The descriptors used in the search were "Programa Universidade para Todos" and "Prouni" and, for both, the word was found in the title of the publication. The selection criteria used were: having the word "Prouni" in the title of the publication; the subject of the publication should be Prouni; its summary and the full file should be available. The exclusion criteria were: unavailable publications, duplications; languages other than Portuguese.

Figure 1 – Flowchart of narrative review

1ª • **BUSCA NA BASE DE DADOS**
• 122 Publicações (88 - PROUNI; 34 - Programa Universidade para Todos)

2ª • **ANÁLISE DE DUPLICAÇÃO, INDISPONIBILIDADE, IDIOMAS E ANÁLISE DO TÍTULO E RESUMO**
• Exclusão: 28 Publicações
• Inclusão: 94 Publicações

3ª • **MAPEAMENTO DA PRODUÇÃO CIENTÍFICA:**
• Análise da política: 18 publicações
• Análise de 2 programas sociais: 14 publicações
• Análise sobre a perspectiva de diversos sujeitos: 18 publicações
• Análise sobre a perspectiva de egressos: 12 publicações
• Análise sobre a perspectiva de estudantes e egressos: 4 publicações
• Análise sobre a perspectiva exclusivamente de estudantes: 31 publicações
• OBS: 3 Publicações foram categorizadas em 2 categorias simultaneamente
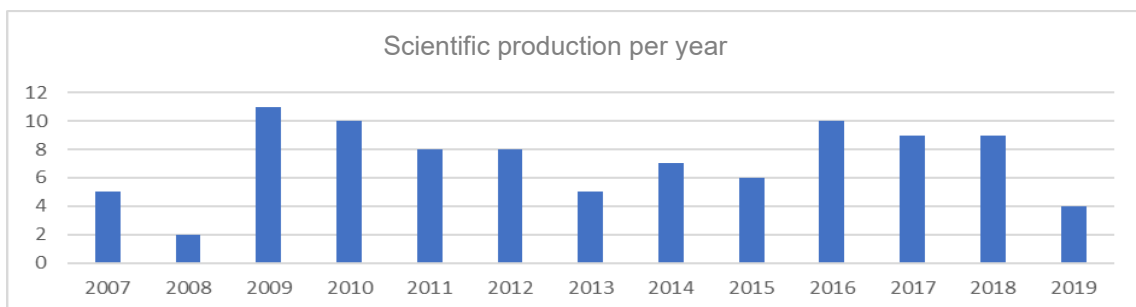
Source: Authors archive (2020)

The procedures were carried out by the following steps: 1- export the database; 2- creation of spreadsheets for each descriptor; 3- combination of descriptors; 4- exclusion of duplications; 5- exclusion of unavailable items; 6- exclusion of other languages; 7- analysis of titles; 8- analysis of abstracts; 9- construction of the list of publications included and excluded from the review; 10- data collection in the included publications (summary, introduction, methodological referral); 11- construction of spreadsheets for analysis of the collected data (objective; theoretical contribution; methodology; approach; type of research; techniques; tools; procedures; participants; sample; institutions); 12- elaboration of tables with the research data; 13- construction of categories based on the study objects of documentary research (A- policy analysis - Prouni; B- analysis of two social programs); and starting from the participants of the empirical research (C- analysis on the perspective of several subjects

from the university environment - managers, coordinators, students, graduates, parents of students -; D- analysis on the perspective of graduates only; E- analysis on the perspective of students regularly enrolled with graduates; F- analysis on the perspective of only students regularly enrolled).

Results and discussion

After applying the inclusion and exclusion criteria, 94 publications were selected and, of these, 71 were master's dissertations, corresponding to 76%, and 23 doctoral theses (24%). The publications found date from 2007-2019. It has been shown that the theme proves to be a field of great research interest after two years of its institutionalization, with the year with the highest index of publications being 2009, as shown in Figure 2.
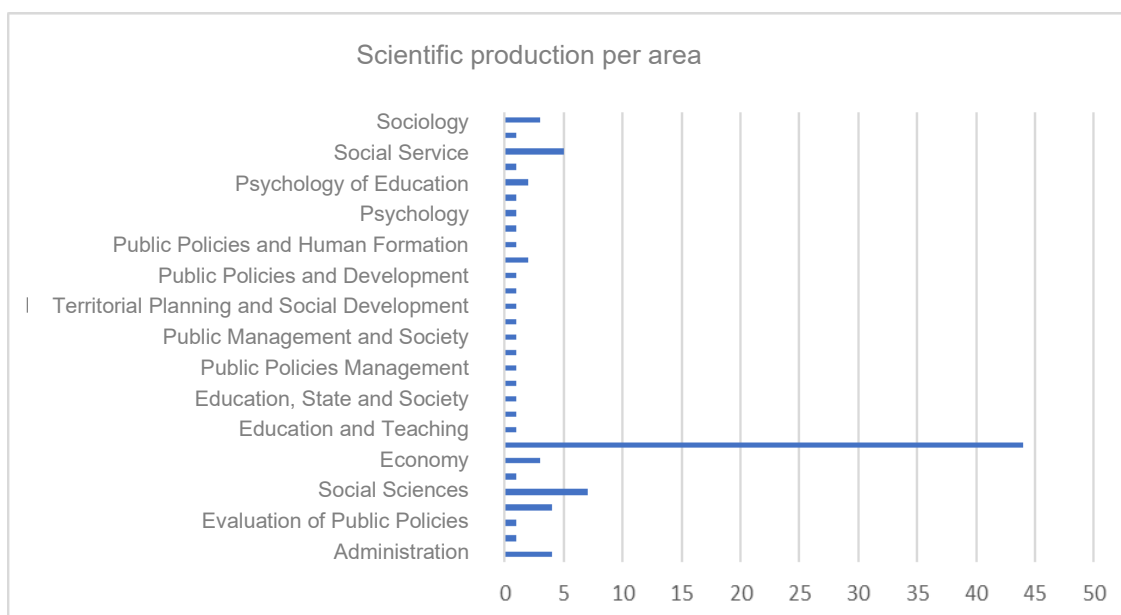
Figure 2 – Graph: Year of publications

Source: Authors archive (2020)

There were 15 areas of knowledge with production on the theme and the one that stood out with the greatest number of publications during the period under investigation was Education, followed by Social Sciences, as shown in Figure 3 below.

Figure 3 – Graph: Production by area of knowledge

Source: Authors archive (2020)

Figure 4 shows that this study found 39 university institutions that produced publications on the subject. The Pontifical Catholic University of São Paulo (PUCSP) was the institution with the highest production during the period under investigation, followed by the Federal University of Ceará (UFCE), the second institution with the highest publication, being the University of Vale do Rio dos Sinos (UNISINOS) the third institution and the University of São Paulo (USP) the fourth institution with the largest scientific production related to this theme.
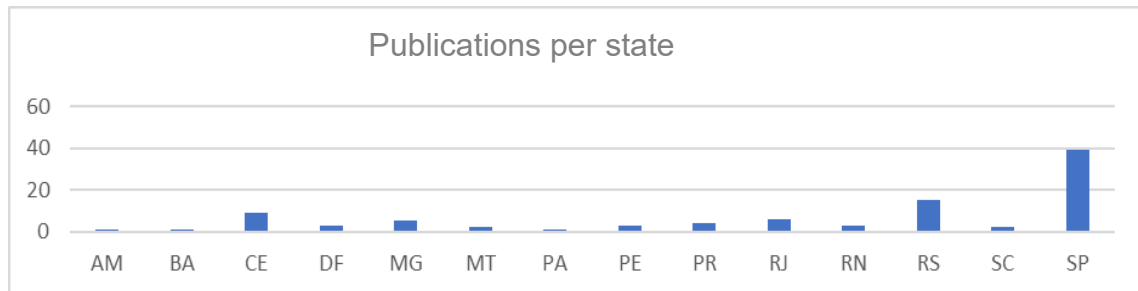
Figure 4 – Graph: Institutions with publications related to the theme
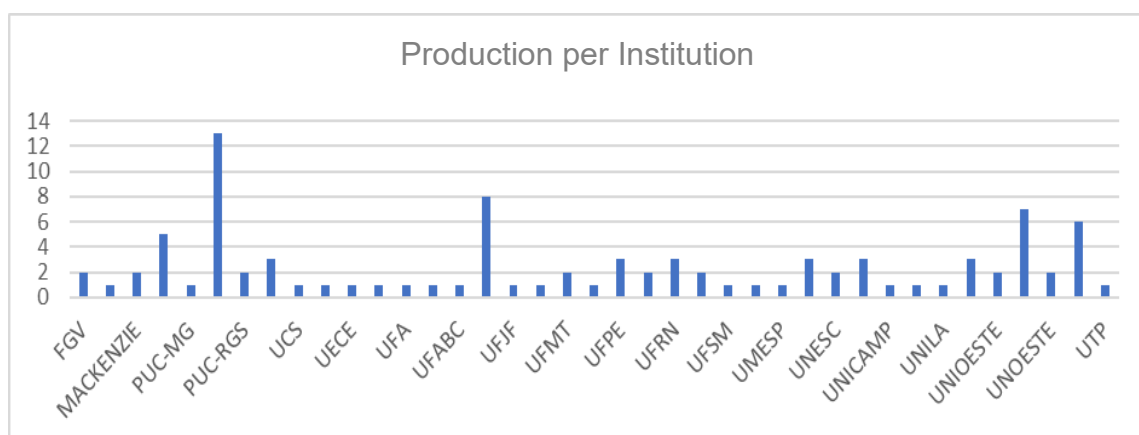
Source: Authors archive (2020)

The presence of 14 Brazilian states was found, with the state with the largest production of publications being São Paulo, followed by the states of Rio Grande do Sul and Ceará.

Figure 5 – Graph: Publications by Federation State

Source: Authors archive (2020)

The state of São Paulo, throughout the history of Prouni, was the one that offered the most scholarships and had the largest number of fellows, facts that should correlate with the discovery of this study, as the state of São Paulo is the one that most produced research on Prouni.

A. Analysis of the Prouni policy (management and evaluation)

In this category, 18 publications were found and, of these, three are doctoral theses and 15 master's dissertations. 13 thematic areas were found among the theses and dissertations, but there was a predominance in studies in the area of Education. It was found that this phenomenon starts to be studied from the year 2007 and only in the years 2008, 2010, 2011, 2014, 2015 there were no publications on this theme. The largest number of publications was found in 2009. Of the research institutions, the ones that most published these studies were the University of Vale do Rio dos Sinos (UNISINOS), the University of São Paulo (USP) and the Federal University of Pernambuco (UFPE), with two publications each. Among the states, there were 10 states with production on the theme, however, it was found that it was the state of São Paulo that had the highest index of publications.

B. Comparative analysis between two social programs, one of which is Prouni

In this category, 14 publications were found, all of which were master's dissertations. Of the thematic areas of these publications, eight areas were found, but the most prevalent was Education. It was found that this phenomenon starts to be studied from the year 2007. In the years 2008, 2011, 2012, 2013, 2014 there were no publications on this theme. The largest

number of publications was found in the year 2016 and 2018. 10 university institutions were found producing on this theme, the most publications were from the Pontifical Catholic University of São Paulo (PUCSP). Of the five states surveyed, the one with the highest index of publications was São Paulo, with six publications.

C. Analysis of the perspective of several subjects from the university environment

In this category, 18 publications were found and, of these, seven were doctoral theses and 11 master's dissertations. Of the thematic areas of the theses, the most found was Education. It was found that this phenomenon starts to be studied from the year 2007. In the years 2012 and 2018 there were no publications on this theme. The largest number of publications was found in the years 2010, 2014 and 2015. Of the research institutions, the one that most published about these studies was the Federal University of Rio Grande do Norte (UFRN), with three studies. Of the number of publications by state, São Paulo was the one with the highest index, with six publications.

D. Analysis of the perspective of graduates from Prouni

In this category, 12 publications were found and, of these, three are doctoral theses and nine master's dissertations. Of the thematic areas, the most cited was Education. It was found that this phenomenon starts to be studied from the year 2012. Since the period that these productions started, only in 2014 there were no publications on this theme. The largest number of publications was found in the years 2016 and 2018. Of the research institutions, the one that most published these studies was the Pontifical Catholic University of São Paulo (PUCSP). Of the number of publications by state, São Paulo was the one with the highest index, with six publications.

E. Analysis of the perspective of graduates with regularly enrolled students

In this category, four publications were found and, of these, two are doctoral theses and two master's dissertations. Since the period that these productions began, in the years 2011, 2012, 2013, 2015, 2016, 2017 and 2019 there have been no publications on this theme. The largest number of publications was found in the year 2018. Studies were found in four different institutions. Of the number of publications by state, São Paulo was the one with the highest index, with three publications.

F. Analysis of the perspective of only regularly enrolled students

In this category, 31 publications were found and, of these, nine were doctoral theses and 22 master's dissertations. Of the thematic areas of theses and dissertations, a large part is Education. It was found that this phenomenon starts to be studied from the year 2007. Only in the years 2018 and 2019 there were no publications on this theme. The largest number of publications was found in the year 2011. Of the university institutions, the one that most published these studies was the Pontifical Catholic University of São Paulo (PUCSP), with seven studies.

Studies classified into two categories simultaneously

Of the publications analyzed in this study, only three publications were categorized into two categories simultaneously, one publication being classified in the category of comparative analysis of two social programs and also in the category of analysis on the perspective of graduates from Prouni; another publication was classified in the category of comparative analysis of two social programs and in the category of analysis on the perspective of graduates and regularly enrolled students; and another publication was classified in the category of analysis from the perspective of several subjects from the university environment and in the category of analysis of politics.

Final considerations

Considering the study carried out, it was observed that in relation to the 94 publications that made up this sample, only 31 made an analysis exclusively from the perspective of regularly enrolled students who use the program. There are still many gaps in the production of specific knowledge about the experiences of the insertion and permanence of students using Prouni scholarships.

It is believed that the analysis of access and permanence policies in higher education has been presenting itself as an important research theme, since the establishment of a solid field of discussion may contribute to a better understanding of the process, becoming an essential factor for the reducing dropout rates, which ultimately cooperates to expand access to higher education in the country.

Studies related to policies for higher education have been the target of an increasing number of academic-scientific productions, since the last two decades have been a fertile period for the consolidation of such studies, since new research possibilities were glimpsed

from relevant increments in the formulation and implementation of policies for access to higher education.

Thus, the discussion mentioned in the present study assumes relevance in the current context, considering that the expansion of policies to expand access and permanence in higher education presupposes the systematic monitoring of the subjects that enter the system and, also, of evaluations of these policies to optimize the effective implementation of such policies in the country.

Therefore, further research is necessary to analyze the results of these publications, in order to understand the peculiarities of each region of the country, each State, each municipality, each institution of higher education, each area of knowledge, each course and, finally, each student, with a view to broadening the view on the processes of access to permanence in higher education.

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