

**IMPLICATIONS OF REGULATING ACCESS TO HIGHER EDUCATION IN
ESPÍRITO SANTO: TRAJECTORY OF EDUCATIONAL INDICATORS IN THE
PUBLIC NETWORK BETWEEN 1997 AND 2017**

***IMPLICAÇÕES DA REGULAÇÃO DO ACESSO À EDUCAÇÃO SUPERIOR NO
ESPÍRITO SANTO: TRAJETÓRIA DOS INDICADORES EDUCACIONAIS DA REDE
PÚBLICA ENTRE 1997 E 2017***

***IMPLICACIONES DE LA REGULACIÓN DEL ACCESO A LA EDUCACIÓN
SUPERIOR EN ESPÍRITO SANTO: TRAYECTORIA DE LOS INDICADORES
EDUCATIVOS EN LA RED PÚBLICA ENTRE 1997 Y 2017***



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ABSTRACT: This article aims to discuss the effects and concrete developments of national educational policies for higher education access implemented in the public education system in the state of Espírito Santo between 1997 and 2017. Guided by historical-dialectical Marxism, we conducted a documentary analysis based on educational and demographic indicators. It became evident that the materialization of national regulations in the public system providing higher education in Espírito Santo between 1997 and 2017 reflects different forms of state regulation. Initially, it showed narrowing, but in the more recent period, especially from 2012, it demonstrated an expansion of access to the highest level of education for the most economically disadvantaged segments of the population, particularly black, mixed-race, and indigenous peoples.

KEYWORDS: Regulation. Access to higher education. Educational indicators.

RESUMO: Este artigo visa discutir os efeitos e desdobramentos concretos das políticas educacionais nacionais de *Accessed in à educação superior* implementadas nas redes públicas do Espírito Santo entre 1997 e 2017. Orientado pelo marxismo histórico-dialético, produziu-se uma análise documental a partir de indicadores educacionais e demográficos. Evidenciou-se que a materialização das regulamentações nacionais na rede pública que oferta a educação superior no estado do Espírito Santo, entre 1997 e 2017, expressa as diferentes formas de regulação estatal, demonstrando inicialmente estreitamento e, no período mais recente, especialmente a partir de 2012, o alargamento do *Accessed in* de camadas mais pobres da população (especialmente pretos, pardos e indígenas) ao nível mais elevado de ensino.

PALAVRAS-CHAVE: Regulação. *Accessed in à educação superior*. Indicadores educacionais.

RESUMEN: Este artículo tiene como objetivo discutir los efectos y desarrollos concretos de las políticas educativas nacionales para el acceso a la educación superior implementadas en redes públicas en el estado de Espírito Santo entre 1997 y 2017. Guiado por el marxismo histórico-dialéctico, se elaboró un análisis documental basado en indicadores educativos y demográficos. Se evidenció que la materialización de las regulaciones nacionales en la red pública que ofrece educación superior en Espírito Santo, entre 1997 y 2017, expresa las diferentes formas de regulación estatal, mostrando inicialmente un estrechamiento y, en el período más reciente, especialmente a partir de 2012, la ampliación del acceso de los sectores más pobres de la población (especialmente negros, mestizos e indígenas) al más alto nivel de educación.

PALABRAS CLAVE: Regulación. Acceso a la educación superior. Indicadores educativos.

Introduction

Historically, Brazil's state regulation of higher education access policies has taken on configurations that relate to national and international economic and social conjunctures. Founded as a historical product of various education and society projects in dispute, competition, and negotiation, which denote different stages and configurations of the forms of regulation of access to higher education that succeed and dialectically intertwine over time and space. Furthermore, such configurations materialize in different ways in the federative units, impacting the education networks, according to a combination of factors involving administration, level of autonomy, financing, and resources (Chaves, 2010; Arruda, 2011; Barros, 2015; Saviani, 2015; Sguissardi, 2015; Heringer, 2018).

Aiming to present the impacts of national policies for access to higher education implemented in the state, we question: what were the effects of national legal devices on public higher education institutions (HEIs) in Espírito Santo? In this sense, this article aims to discuss the effects and concrete developments produced by educational policies for access to higher education implemented in the public networks of the state of Espírito Santo between 1997 and 2017, based on educational indicators. Thus, we seek to highlight the materiality of national policies in their local implementation and indicate the effects of national legal devices regulating access to higher education (Brasil, 1996, 2012) on public institutions in Espírito Santo.

The analysis of indicators plays a fundamental role in understanding educational phenomena, as these indicators constitute essential tools for evaluating the impacts of education policies. Therefore, we dedicate ourselves to analyzing the effects of national policies that reformed higher education in the state of Espírito Santo between 1997 and 2017. The hypothesis raised in this study is to confirm that implementing policies to expand and democratize access to higher education allowed a portion of the population, which until then was on the sidelines of higher levels of education, to enter public higher education institutions.

Based on the assumptions of historical and dialectical materialism (Marx, 2011), we seek to understand the relations and contradictions existing in the constitutive processes of education policies for access to higher education in the state of Espírito Santo. We consider the studied reality as a set of complex and unfinished processes, analyzing phenomena in their movement and in their relationship with other phenomena, which are established between the totality and the parts of this structured whole.

On the theory

In order to capture the movement of phenomena involving the regulation of public higher education policies, we seek to understand how these phenomena are constituted in time and space, more precisely between 1997 and 2017, in the federative unit of Espírito Santo, basing the analysis on the historical-dialectical materialism of Marx (2011). In this conception, the studied reality must be understood as a set of processes that relate dialectically. Thus, phenomena are not analyzed as fixed objects, but in motion.

As no phenomenon is finished, but rather in the process of transformation and development, the end of one process constitutes the beginning of another. At the same time, things and phenomena do not exist in isolation, even when separated from each other and independent. They form a coherent, organic, and interdependent whole, which conditions each other reciprocally. Therefore, all aspects of reality are interconnected by necessary and reciprocal bonds (Marconi; Lakatos, 2017).

Analyses of a given reality must be preceded by an analysis of the conditions that determine it and, consequently, of the conditions that explain it, because totality is a structured and historically determined general complex, which emerges from the mediations and multiple transitions through which its specific parts are related in a series of interrelations and reciprocal determinations that vary and change (Lima, 2016).

In this sense, we seek to capture the systemic interaction of the study of the parts in their relation to the whole, understanding the impacts of policies for access to higher education. Such processes are broad and dynamic and are historically constituted in a processual, non-mechanical relation, causing the action of the State to compose and recompose itself, historically instituting specific modes of regulation that calibrate the broader objectives of the social system, according to the projects in dispute.

Indeed, we start from the premise that social processes are not univocal and that the State constitutes itself as a field of conflicts and arena of hegemonic struggle, since capitalist society is founded on the conflict between classes. In this perspective, different modes of state regulation are observed in educational policies. This logical basis provided the elements for data analysis and, consequently, for the analysis of the social phenomenon, advocating that such an object should be studied in the light of the economic-social-political conjuncture that constituted it, considering time and space.

Thus, considering that state regulation in educational policies consists of a set of legal devices produced and applied to regulate education, which relates to society's responses to such

state provisions, the regulation also includes the creation of norms and controls by the State over the parties involved, including adjustments that occur based on the social unfolding in the established regulations (Barroso, 2005).

However, it is essential to emphasize that the functioning of national education and the implementation of educational policies do not occur linearly solely through the application of norms and rules via the promulgation of legal devices. In this sense, the functioning of the educational system is constituted by the interaction of various regulatory devices and by the occurrence of conflicts resulting from divergent interests. Faced with these conflicts, new processes begin, such as negotiations and recompositions of objectives and powers, with the purpose of adjusting and achieving the established objectives, both initially in the scope of regulation and in other areas that may impact the intended results (Barroso, 2005).

This complexity makes the effects of state regulation less predictable, since different social projects present themselves with their objectives and divergent, and in some cases, even antagonistic strategies. From this perspective, objectively analyzing the reality studied through quantitative data, we trace the trajectory of educational indicators based on data provided by official bodies of the Brazilian State to analyze the impacts of national policies in Espírito Santo.

Methodology

It is characterized as descriptive and explanatory research based on the documentary analysis of educational indicators from the period between 1997 and 2017. According to Gil (2019), this type of research is a modality of investigation that seeks to describe phenomena or situations and, at the same time, explain their causes or reasons.

To highlight the effects and outcomes produced by national educational policies regarding access to higher education implemented in the public networks of Espírito Santo between 1997 and 2017, we employed a qualitative and quantitative approach, as both complement each other. These procedures allowed us to understand the historical and current contradictions existing in the Brazilian educational system, as well as the movements of transformation in Brazilian society indicated through the mechanisms that contain or expand access to higher education. According to Gatti (2004), we acknowledge that there are issues whose contextualization and understanding require quantitative data analysis.

Methodologically, we conducted descriptive-explanatory research based on the documentary analysis of educational indicators from the period between 1997 and 2017. We used as sources the Statistical Synopses of Higher Education and the Microdata of the Higher Education Census, produced by the National Institute for Educational Studies and Research Anísio Teixeira of the Ministry of Education (Inep) and disclosed between 1997 and 2017. Additionally, we incorporated the National Household Sample Surveys (PNAD) from the Brazilian Institute of Geography and Statistics (IBGE). The data (sources) were collected from the official websites of Inep and IBGE, the files were downloaded and analyzed year by year. Data from 2006 onwards were requested from Inep, as the Synopses and Microdata ceased to provide this information.

Demographic indicators were organized based on the files available on the official IBGE website and complemented by other information unavailable for download on the same site (Ibge, 2017). Subsequently, graphs (Figures 1 to 6) were generated, and Tables 1 to 4 were organized. Educational and demographic indicators were systematized, presenting the trajectory of the studied period and highlighting the materiality of national policies in their local implementation in Espírito Santo, regarding the schooling of the population from 1997 to 2017.

Finally, we organized the results according to the information: schooling of the population in the three milestone years (1997, 2007, and 2017); total number of Higher Education Institutions (HEIs) and by administrative category; the number of undergraduate enrollments (total and by administrative category, as well as by race/color and enrollment origin).

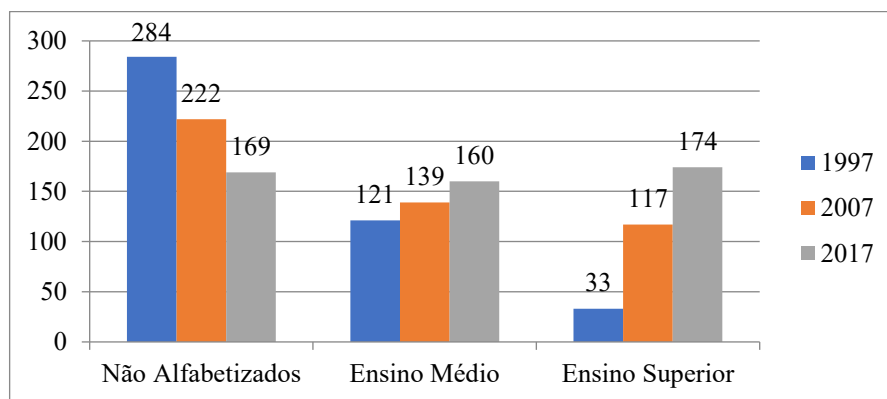
Results and Discussion

The trajectory of educational indicators and the effects of national policies on the public network of Espírito Santo between 1997 and 2017

With the aim of identifying patterns, trends, and producing comparisons, investigating locally the impacts of national reforming devices of Brazilian education at both levels, we present data and analyses resulting from studies on population characterization (PNAD) and on Brazilian basic and higher education statistics. According to the PNADs of 1997, 2007, and 2017, Espírito Santo had, respectively, 2.2 million inhabitants; 2.5 million and nearly 4 million inhabitants aged 15 or older, with a 71% population growth in this age group over the period

(IBGE, 1997, 2007, 2017). In Figure 1, we present the schooling of the population at three levels: not attending school; attending high school; and attending higher education.

Graphic 1 - Comparison of the population of Espírito Santo aged 15 or older by grade/level attending (thousands of people) in 1997, 2007, and 2017³



Source: Own elaboration with data from IBGE

Figure 1 shows an increase in the schooling of the population, concurrently with a decrease in the population not attending school. Comparing the number of inhabitants aged 15 or older and the data on the schooling of this same population, the non-attending individuals were: 284 thousand in 1997; about 222 thousand in 2007; and 169 thousand people in 2017. These data demonstrate a decrease of 57.42% when comparing the final year and the initial year, and a relative and absolute increase in the literate population in this age group.

The analysis of data for the same population with a high school education during the period showed a stagnation in schooling. In 1997, there were over 121 thousand inhabitants; in 2007, over 139 thousand; and in 2017, about 160 thousand inhabitants, with an increase in the absolute number of inhabitants while the relative percentage of the population in general in this age group remains stagnant with a 0.28% decrease from the beginning to the end of the analyzed period. However, the schooling of the population with higher education was expanded, tripling relatively and quintupling in absolute numbers, so that in 1997, there were over 33 thousand people; in 2007, about 117 thousand people; and in 2017, around 174 thousand inhabitants.

These results regarding the schooling of the population of Espírito Santo allow us to infer that educational indicators were impacted by policies aimed at expanding the right to basic education and access to higher education. At the same time, there is observed a growth in the population of this age group greater than the increase in schooling, indicating that policies to

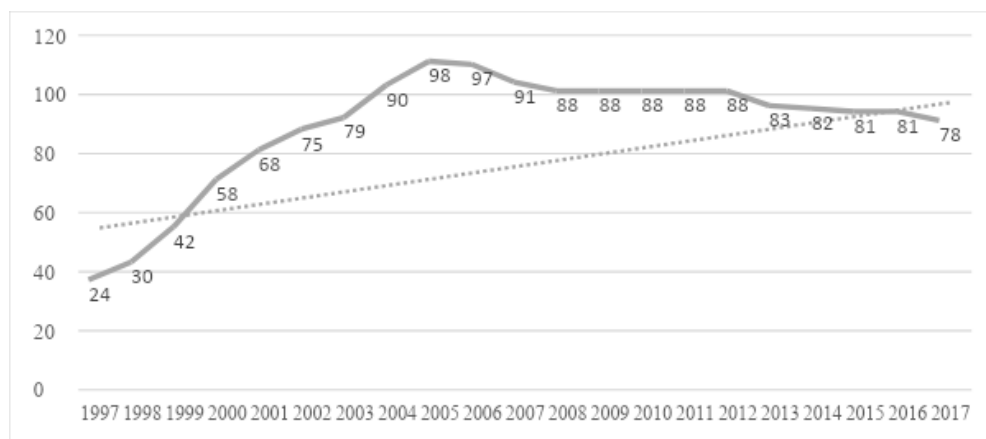
³ Translation from left to right: Not literate; Secondary education and Higher education.

reduce educational inequalities affected each level of education in different ways and that there is still a long way to go for these policies to promote equity in access and success for the inhabitants of Espírito Santo, producing a reduction in historical inequalities.

Access to Higher Education

We analyzed data on access to higher education, mainly considering face-to-face and distance education (EaD) undergraduate programs, including the total number of HEIs and by administrative dependency; the total number of enrollments and by administrative dependency; the origin of those who accessed the public higher education system; and enrollments by race/color in the public higher education system.

Figure 1 - Number of HEIs in Espírito Santo between 1997 and 2017



Source: Self-prepared with data from INEP

The data from Figure 1 highlight a 325% increase in the total number of HEIs when comparing the years 1997 and 2017 in Espírito Santo. The year 2005 shows the highest number of HEIs, and 1997 is the year with the lowest number, representing a growth of 409%. We observe a level of accelerated growth until 2005 and a decline thereafter. The count of HEIs includes colleges, university centers, institutes, and universities. Table 1 indicates the quantity of HEIs according to their administrative dependency (Public, Federal, State, Municipal, Private).

Table 1 - Number of HEIs in Espírito Santo by administrative dependency (1997 and 2017)

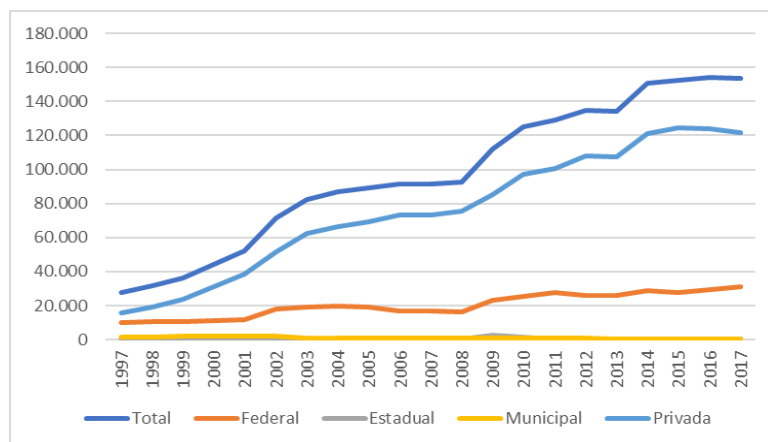
HEI	Total	Public	Federal	State	Municipal	Private
1997	30	6	1	2	3	18
1998	36	6	1	2	3	24
1999	47	5	1	1	3	37
2000	63	5	1	1	3	53
2001	74	6	2	1	3	62
2002	80	6	2	1	3	68
2003	83	4	2	1	1	75
2004	94	4	2	1	1	86
2005	102	4	2	1	1	94
2006	101	5	2	1	1	92
2007	95	5	2	1	1	86
2008	92	4	2	1	1	84
2009	92	4	2	1	1	84
2010	92	4	2	1	1	84
2011	92	4	2	1	1	84
2012	92	4	2	1	1	84
2013	87	4	2	1	1	79
2014	86	4	2	1	1	78
2015	84	4	2	1	1	76
2016	85	5	2	1	1	76
2017	82	5	2	1	1	73

Source: Self-prepared with data from INEP

Considering the administrative dependency, the results indicated that state and municipal public HEIs were reduced (from 2 and 3 at the beginning of the period, respectively, to 1 at the end of the period), while federal HEIs were expanded (from 1 to 2). The most significant fluctuation occurred among private HEIs, which started the period with 18 HEIs, reaching 94 in 2005, and closed the period with 74 HEIs, indicating a growth of 405% between 1997 and 2017.

The increase in the number of HEIs in Espírito Santo indicates a growing expansion of private institutions compared to public ones, but it is not sufficient to guarantee access to higher education, especially considering the plurality of institutions and their characteristics related to the offering of vacancies. This fact is evident in Figure 2, which indicates enrollments in face-to-face and distance learning undergraduate courses in Espírito Santo by administrative dependency.

Figure 2 - Enrollments in face-to-face and distance learning undergraduate courses between 1997 and 2017



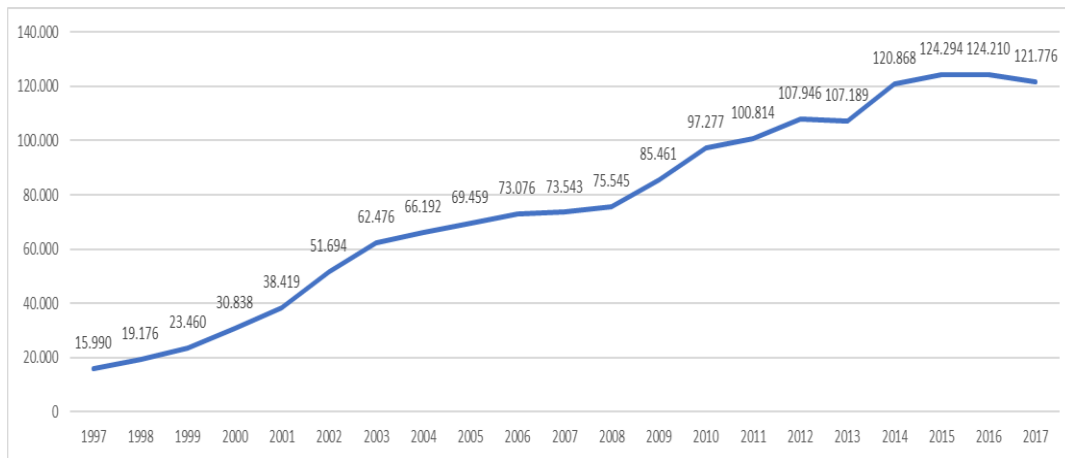
Source: Self-prepared with data from INEP

The data from Figure 2 indicate growth in enrollments in face-to-face and distance learning undergraduate courses in Espírito Santo throughout the period from 1997 to 2017, indicating a prevalence of private offerings over public ones. Proportionally, in 1997, private offerings represented 57% of total enrollments, while public offerings were at 43%. Thus, the private sector held a higher percentage of enrollments throughout the studied period, showing a rising curve in enrollments in this administrative dependency.

We acknowledge the expansion of vacancies in private HEIs promoted during Fernando Henrique Cardoso's government in the context of a crisis in the private sector caused by low economic growth and high unemployment, which received a response to its demands during Luís Inácio Lula da Silva's government, through the enactment of Law No. 11.096 (Brasil, 2005), instituting the University for All Program (Prouni), aimed at granting full and partial scholarships to students in undergraduate and specific formation courses at private HEIs, whether for-profit or not-for-profit.

Analyzing the trajectory of the enrollment indicator in face-to-face and distance learning undergraduate courses in the private sector of Espírito Santo, we confirm an accumulated growth of 762% over the period, with an expansion of enrollments in all years except for 2013 and 2017, as shown in Figure 3.

Figure 3 - Enrollments in undergraduate courses at private HEIs between 1997 and 2017



Source: Self-prepared with data from INEP

While Figure 3 depicts the quantity of enrollments offered at private HEIs, in Figure 4, we observe the impacts of recent policies regarding access to higher education. The trajectory of the enrollment indicator in the public sector shows peaks in the growth of enrollment numbers. The first occurred in 2002 (44% more than in 2001), the second in 2009 (56% more than in 2008), the third in 2014 (9% more than in 2013), and the fourth in 2016 (7% more than in 2015).

Figure 4 - Enrollments in undergraduate courses at public HEIs between 1997 and 2017



Source: Self-prepared with data from INEP

The data from Figure 4 indicate total enrollments in the public sector, both face-to-face and distance learning, demonstrating that between 1997 and 2001, there was an expansion in public enrollments, accumulating 18% during the period from 1997 to 2001. In 2002, the first peak in accumulated growth in the number of enrollments occurred, reaching 70% during the period from 1997 to 2002. It is worth noting that this peak is justified because in 2002, the first

enrollments in undergraduate distance learning courses in public institutions in Espírito Santo were recorded. In that year, out of 17,939 enrollments in the federal network, 12,595 were in face-to-face undergraduate courses, and 5,344 were in distance-learning undergraduate courses. Table 2 indicates the decrease in enrollments in the state network and the growth in enrollments in the municipal network (11% in 1998, 23% in 1999, -4% in 2000, 11% in 2001, and maintenance of the percentage from 2001 in 2002).

Table 2 - Enrollments in undergraduate education in the public network of Espírito Santo (1997-2017)

Year	Administrative Category			
	Federal	State	Municipal	Total
1997	10.161	209	1.472	11.842
1998	10.418	242	1.634	12.294
1999	10.653	39	2.003	12.695
2000	11.460	56	1.932	13.448
2001	11.763	55	2.135	13.953
2002	17.939	62	2.138	20.139
2003	19.164	52	823	20.039
2004	19.755	95	986	20.836
2005	18.914	143	979	20.036
2006	17.009	183	955	18.147
2007	16.961	235	920	18.116
2008	16.039	227	873	17.139
2009	23.005	2.896	892	26.793
2010	25.700	1.369	825	27.894
2011	27.465	270	697	28.432
2012	26.103	310	691	27.104
2013	26.212	365	612	27.189
2014	28.974	332	414	29.720
2015	27.505	372	457	28.334
2016	29.390	363	430	30.183
2017	31.110	388	336	31.834

Source: Self-prepared with data from INEP

A decline in the number of enrollments in public institutions marks the period between 2003 and 2008. The enrollments in 2008 represent 86% (17,139) of those recorded in 2003 (20,039). Year-to-year analysis within the same period indicates that compared to the previous year, enrollments fluctuated between stagnation (2003 and 2007), growth (2004), and reduction (2005, 2006, and 2008). However, in 2009, there was a second peak of growth of 56%, reaching total enrollments (face-to-face and distance learning), which is justified by the creation of the Federal Institutes of Education, Science, and Technology in 2008, which equated the institutes with universities, expanding the institution's offerings and the impacts of the commitment of the Federal University of Espírito Santo (Ufes) to the Restructuring and Expansion Program of Federal Universities (REUNI) from 2009 onwards.

According to the Management Reports of the Fiscal Year (UFES, 2008, 2009), enrollments in 2009 corresponded to an increase of 11% in Ufes enrollments. The analysis of federal public enrollments also shows that in 2008, the network had 485 enrollments, while in 2009, there were 3,182. The same phenomenon was observed in the state public network, which made 201 enrollments in 2008 and 2,695 in 2009. Thus, both face-to-face and distance learning offerings drove the growth of public enrollment.

Data from Table 2 indicate a percentage growth of 4% and 2% in enrollments, respectively, in the years 2010 and 2011 compared to their predecessors. There is a fluctuation of enrollments between the state networks, which shows a significant decline in the number of enrollments from 1,369 to 270, and an increase in the federal network from 25,700 to 27,465. In 2012, there was a 5% decrease in enrollments compared to the previous year.

In 2013, there were 27,189 enrollments, maintaining the number of enrollments percentage-wise. In 2014, the third peak of growth occurred at 9% compared to 2013. In that year, 26,685 face-to-face enrollments and 3,035 distance learning enrollments were recorded. In 2015, enrollments decreased by about 5% compared to those in 2014. In 2016, there was a fourth peak of growth of 7% over 2015, and the growth continued in 2017, reaching 5% of the enrollments from 2016.

These data from the annual ordinary accountability reports of federal HEIs in Espírito Santo indicate that the peaks of growth and decline are related to budgetary issues experienced by federal HEIs due to commitments and compliance with established access policies. In reports from the period, the issue is presented as the need to "[...] join forces to the challenge of continuing the expansion of the offering of slots and enrollments in undergraduate studies [aiming at] expanding access for all population segments to public higher education" (Ufes, 2014, p. 49, our translation).

Among the most recent policies, especially those whose purposes were analyzed in this study, we have: a) Decree No. 6,096/2007 (Brazil, 2007), which instituted the Program to Support Restructuring and Expansion Plans of Federal Universities to increase access to and retention in higher education (undergraduate) by making better use of the physical structure and human resources of federal universities; b) Law No. 12,711/2012, which established that federal HEIs must reserve a minimum of 50% of their vacancies in undergraduate courses for students who have completed high school entirely in public schools; c) Law No. 13,005/2014 (Brazil, 2014), which approved the National Education Plan 2014-2024.

All these documents allowed for the analysis of the trajectory of enrollment indicators considering the school of origin of the entrants and the reported race/color. In this sense, indications of the impacts of these policies were analyzed, which ultimately aimed to produce a mechanism to promote increased access of the poorest to public higher education. Thus, based on the analysis of Microdata from Higher Education from 2010 onwards by the school of origin of the entrants in public HEIs in Espírito Santo between 2010 and 2017, Table 3 was produced.

Table 3 - Type of school of origin of enrollees in HEIs in Espírito Santo (2010-2017)

Year	Total enrollments	Public School	%	Private School	%
2010	27.897	2.772	10%	1.300	5%
2011	28.432	6.254	22%	1.338	5%
2012	27.104	7.240	27%	19.523	72%
2013	27.189	13.859	51%	10.054	37%
2014	29.720	8.050	27%	9.827	33%
2015	28.334	11.931	42%	9.661	34%
2016	30.181	13.214	44%	12.132	40%
2017	31.834	14.999	47%	14.076	44%

Source: Own elaboration with data from INEP

It is important to note that in the years 2010 and 2011, 85% and 73% of enrollees did not inform their school of origin, respectively. From 2012 onwards, more data became available. In that year, the proportion of enrollments in public institutions made by students from public schools (27%) compared to those from private schools (72%) confirms that the majority of enrollments for the year were made by students from private schools (19,527 enrollments) to the detriment of public schools (7,240). Comparing the data regarding the school of origin of enrollees and graduates in Espírito Santo in 2012, it is possible to infer that the majority of graduates from public schools did not have access to public higher education in Espírito Santo.

In 2013, the percentage of enrollments in public higher education shifted to 51% for those from public schools compared to 37% from private schools. In the following years, the proportion gradually shifted so that enrollments from public schools were progressively expanded: in 2014, they represented 27%, and in 2017, they reached 47% in public HEIs. The data also indicate that in the years presented, there is a significant portion of students who did not indicate the origin of the type of school, especially those enrolled in face-to-face undergraduate courses, which does not allow for categorical statements regarding the period in which information is lacking.

However, the analyses conducted confirm the hypothesis that the policies aimed at expanding access to higher education implemented in recent years have altered the composition of the origin of enrollments in public HEIs, showing that in the last year of the study period, most of these enrollments were made by students from public basic education schools. Thus, the data indicate a reduction in historical inequalities in access to public higher education due to the implementation of the policy regulating the quota system for students from public schools. Another important impact corresponds to the relationship of incoming students in public higher education according to self-declared black, brown, and indigenous race/color, as shown in Table 4.

Table 4 - Enrollments in undergraduate courses by race/color (2011-2017)

Year	Administrative Category	Total	White	Black	Grayish-brown	Asian	Indigenous	No information available	Not declared
2011	Pública	28.432	1.820	245	865	36	8	23.523	1.935
	Federal	27.465	1.422	210	779	35	8	23.446	1.565
	Estadual	270	65	22	45	1	-	23	114
	Municipal	697	333	13	41	-	-	54	256
2012	Pública	27.104	1.922	287	1.086	39	8	22.882	880
	Federal	26.103	1.626	253	994	37	8	22.748	437
	Estadual	310	64	20	41	1	-	76	108
	Municipal	691	232	14	51	1	-	58	335
2013	Pública	27.289	13.181	2.106	8.233	352	70	1.314	2.033
	Federal	26.312	12.901	2.067	8.111	349	69	1.151	1.664
	Estadual	365	65	23	51	2	-	123	101
	Municipal	612	215	16	71	1	1	40	268
2014	Pública	29.720	13.860	2.624	9.854	383	95	516	2.388
	Federal	28.974	13.669	2.589	9.755	380	93	386	2.102
	Estadual	332	46	19	45	2	2	105	113
	Municipal	414	145	16	54	1	-	25	173
2015	Pública	28.334	13.440	2.746	10.408	352	141	217	1.030
	Federal	27.505	13.155	2.703	10.168	349	141	117	872
	Estadual	372	48	19	50	2	-	100	153
	Municipal	457	237	24	190	1	-	-	5
2016	Pública	30.183	13.997	2.974	11.418	353	153	150	1.138
	Federal	29.390	13.763	2.937	11.165	350	152	72	951
	Estadual	363	45	19	84	1	1	78	135
	Municipal	430	189	18	169	2	-	-	52
2017	Pública	31.834	14.400	3.321	12.272	333	153	99	1.256
	Federal	31.110	14.175	3.268	12.052	331	152	44	1.088
	Estadual	388	64	34	103	2	-	55	129
	Municipal	336	161	19	117	-	-	-	39

Source: Own elaboration with data from INEP

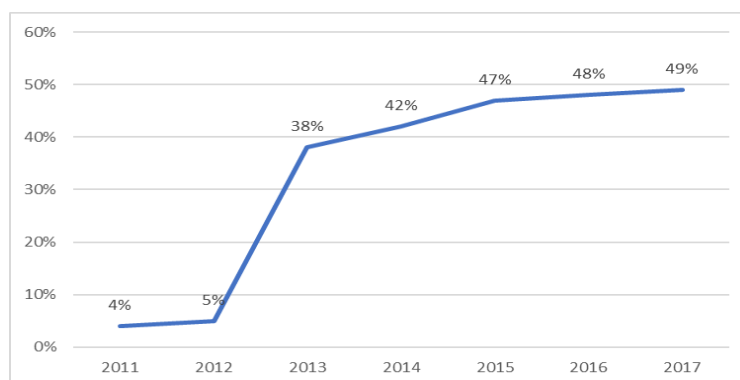
According to Table 4, in the first year surveyed, 2011, the non-provision of information, combined with the student's non-declaration, reached 90% of the total entrants. Of the remaining 10%, 6% declared themselves white and 4% black, brown, or indigenous. In 2012,

there was still a large percentage of information not provided, and the lack of student declaration dropped to 87%. Of the 13% declared, 7% were white, and 6% were black, brown, or indigenous.

From 2013 onwards, the percentage of non-provided information and non-declared decreased annually: 12%, 10%, 5%, and 4% between 2013 and 2017. In 2013, out of the 88% enrolled, self-declared whites accounted for 48%, and blacks, browns, or indigenous accounted for 38%, with the federal network, which has the highest number of enrollments, showing a disproportion of 49% and 39%, respectively. In 2014, out of the 90% of enrollments related to race/color, it was found that 47% self-declared as white, while 42% self-declared as black, brown, or indigenous. In the federal network, there was still a prevalence of 47% self-declared whites compared to 43% black, brown, or indigenous.

In 2015, only 5% of the total enrollees did not provide information regarding race/color. The federal network continued with more white entrants (48%) than black, brown, or indigenous (47%). In 2016, the number of self-declared white entrants dropped to 46%, and in 2017, to 45%. Meanwhile, the percentage of self-declared black, brown, and indigenous increased to 48% and 49% during this period, including an increase in enrollments of black, brown, and indigenous in federal HEIs, with 48% in 2016 and 50% in 2017.

Figure 5 - Evolution of self-declared black, brown, or indigenous entrants in HEIs



Source: Own elaboration with data from INEP

In the years 2011 and 2012, 90% and 88% of enrollees did not declare their race/color, or the institution did not have the information available. However, the growth rate of enrollments in the following years demonstrates a trend toward addressing the reduction of social and educational inequalities with the poorest segments of the population, confirming the impact of legal provisions on the composition of entrants in public higher education. In this regard, we highlight the effects of Law No. 12,711/2012 and Law No. 13,409/2016, which

established that each course and shift should be filled by self-declared black, brown, and indigenous candidates and with disabilities in proportion to the total population of the Federation unit where the HEI is located.

Final considerations

In this article, we sought to discuss the concrete impacts and outcomes of national educational policies for access to higher education implemented in the public networks of Espírito Santo between 1997 and 2017, using demographic and educational indicators as sources.

Adopting a descriptive-explanatory approach, the analysis of the trajectory of educational and demographic indicators revealed a general increase in the schooling of the population of the state of Espírito Santo between 1997 and 2017, with a reduction in the number of non-schooled individuals and a significant growth in those with high school and higher education. Additionally, we confirmed the hypothesis that the trajectory of enrollments in the public higher education system is strongly influenced by access policies. In this regard, we observed peaks in enrollment growth in 2002 (44%), in 2009 (56%), in 2014 (9%), and in 2016 (7%). These data reinforce the influence of policies that promoted the offering of distance learning undergraduate courses, the restructuring and expansion of federal networks, and quota policies.

When analyzing the origin of enrollments, we noticed, especially from 2013 onwards, an increase in students from public schools taking undergraduate courses. This percentage reached 51% of enrollments in the public network and 37% in the private network in 2013. In subsequent years, the numbers varied but remained at a level reflecting the change in the composition of enrollments, with 47% and 44% in the public and private networks, respectively, in 2017. These results indicate that the policies implemented in the period (1997 to 2017) aimed at expanding access to higher education altered the origin of enrollments in public institutions.

Regarding the race/ethnicity of entrants, the data reveal that after 2014, there began to be a shift in the composition of enrollments, with an increase in enrollments of self-declared black, brown, and indigenous individuals at the expense of enrollments of self-declared white individuals. In 2017, this number reached 49% of self-declared black, brown, and indigenous entrants, while that of self-declared white entrants was 45%. This reflects the impact of access policies to higher education, such as Law No. 12,711/2012, which established quotas in federal

HEIs for students who completed high school entirely in public schools. Notably, in 2013, the proportion of self-declared white individuals was 48%, and that of black, brown, and indigenous individuals was 38%.

Thus, the analyzed data confirm the implementation of national regulations for access to higher education in the public network that offers this level of education in Espírito Santo, between 1997 and 2017, reflecting the different forms of state regulation. These data highlight the initial narrowing and, more recently, the expansion of democratizing access to Brazilian public higher education.

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