

**AFFIRMATIVE POLICIES AND THE NEWCOMERS BY QUOTAS IN THE GRADUATION OF UFMS: ANALYSIS OF THE COURSES OF MEDICINE AND PEDAGOGY**

***POLÍTICAS AFIRMATIVAS E OS INGRESSANTES POR COTAS NA GRADUAÇÃO DA UFMS: ANÁLISE DOS CURSOS DE MEDICINA E PEDAGOGIA***

***LAS POLÍTICAS AFIRMATIVAS Y LOS RECIÉN LLEGADOS POR CUOTAS EN LA GRADUACIÓN DE LA UFMS: ANÁLISIS DE LOS CURSOS DE MEDICINA Y PEDAGOGÍA***



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**ABSTRACT:** The present article aims to analyze admission through quotas in Pedagogy and Medicine courses, using the system of reserved slots in undergraduate programs at the Federal University of Mato Grosso do Sul (UFMS), within the affirmative action policies implemented by Law 12.711/2012, which seek to promote the democratization of access to higher education. For this analysis, the period from 2013 to 2020 was selected, taking into account the social valorization criteria for Pedagogy and Medicine courses. Through bibliographical and documentary research, it was found that the availability of slots designated for quotas was gradually implemented between 2013 and 2016, and the availability of places complied with the guidelines established by the legislation. The results indicated that admission through percentages in the Pedagogy course did not reach the same level as open competition, unlike in the Medicine course.

**KEYWORDS:** Higher Education. Access. Affirmative Actions.

**RESUMO:** *O presente artigo tem como objetivo analisar o ingresso através de cotas nos cursos de Pedagogia e Medicina, por meio do sistema de reserva de vagas nos cursos de graduação da Universidade Federal de Mato Grosso do Sul (UFMS), dentro das políticas afirmativas implementadas pela Lei 12.711/2012 que visa promover a democratização do acesso ao ensino superior. Para essa análise, foi selecionado o período de 2013 a 2020, levando em consideração o critério de valorização social dos cursos de Pedagogia e Medicina. Através de pesquisa bibliográfica e documental, verificamos que a oferta de vagas destinadas às cotas foi gradualmente implementada entre os anos de 2013 e 2016, e a disponibilidade de vagas cumpriu com as diretrizes estabelecidas pela legislação. Os resultados apontaram que, no curso de Pedagogia, o ingresso por cotas não alcançou o mesmo patamar da ampla concorrência, diferentemente do que ocorreu no curso de Medicina.*

**PALAVRAS-CHAVE:** Educação Superior. Acesso. Ações Afirmativas.

**RESUMEN:** *El objetivo de este artículo es analizar la admisión por cuotas en los cursos de Pedagogía y Medicina a través del sistema de reserva de vacantes en cursos de graduación en la Universidad Federal de Mato Grosso do Sul (UFMS) en el contexto de políticas afirmativas materializadas a través de la Ley 12.711/2012 que tiene como objetivo democratizar el acceso a la educación superior. Para el análisis se eligió el período de 2013 a 2020 considerando el criterio de valoración social de las carreras de Pedagogía y Medicina. A través de la investigación bibliográfica y documental, verificamos que la oferta de vacantes para los cupos se implementó de manera gradual desde 2013 hasta 2016, y la oferta cumplió con lo que recomienda la ley. Los resultados mostraron que en la carrera de Pedagogía la admisión por cuotas no coincidió con la amplia competencia, como se observó en la admisión de Medicina.*

**PALABRAS CLAVE:** Educación Superior. Acceso. Acciones Afirmativas.

## Introduction

The article is linked to the Research Line in Education, Culture, and Society of the Postgraduate Program in Education (PPGEDU) at the Federal University of Mato Grosso do Sul (UFMS) and is part of the Study and Research Group on Education, Ethnic-Racial Relations, and Teacher Training Petronilha Beatriz Gonçalves e Silva (GEPRAFE - PBGS).

The objective of this research is to analyze the admission of students through the quota system at the Federal University of Mato Grosso do Sul (UFMS) in the courses of Pedagogy and Medicine and to identify the methods of admission used, as well as the percentage of quota students enrolled in these courses. To achieve these objectives, documentary and bibliographical research was conducted to answer the following questions: Are the reserved places for quota students in the classes of Pedagogy and Medicine at UFMS being filled? And how has the admission process for these courses been?

Higher education in Brazil had a late development compared to other regions in Latin America since higher education institutions had already been established in the 16th century on that continent, while in Brazil, they were only created in the 19th century. In the past, to access higher education, the Portuguese colonial elite needed to travel to the University of Coimbra in Portugal (OLIVEN, 2002, p. 24).

In this regard, Teixeira (1976, p. 244, our translation) points out that:

Brazil is an exception in Latin America: while Spain spread universities throughout its colonies - there were 27 at the time of independence - Portugal, apart from the royal colleges of the Jesuits, left us limited to the Universities of the Metropolis: Coimbra and Évora.

The elite educated in Portugal held the most privileged positions in the restricted job market of the Portuguese colony, thus enjoying a certain social prestige. The university institution was considered an elitist environment, and its graduates were holders of legitimized and distinguished knowledge (ANHAIA, 2019, p. 95).

Between 1890 and 1920, in the initial context of industrialization and urbanization, a mass education system began to be established with the increasing expansion of the public primary education network. During this period, educational projects aimed at the elites emerged to adapt them to the reorganization of higher education, and it was during this time that the first confessional undergraduate institutions were founded (COELHO; VASCONCELOS, 2009, p. 9).

From the 1930s onwards, with the creation of the Ministry of Education and Public Health, education became a national issue intrinsically linked to the country's modernization project. Brazil was going through a period of state-induced industrialization and urbanization, characterized by a capitalist state approach to development. In this scenario, higher education acquired a more professionalizing role at the expense of its humanistic and philosophical tradition.

The Ministry of Education promulgated a series of regulations regulating national education, including the first Statute of Brazilian Universities. Several universities were created in the federative units, such as the University of São Paulo, the Federal University of Rio de Janeiro, and the Pontifical Catholic Universities (PUCs).

During the period of military dictatorship (1964 - 1985), Law 5.540 was approved in 1968, also known as the University Reform Law. Private educational institutions expanded their presence in the outskirts of major cities and the interior of states. In the 1980s, private educational institutions consolidated themselves as quantitative leaders in higher education enrollments in the country (OLIVEN, 2002).

After the country's re-democratization, there was significant growth in public and private higher education institutions. This expansion began in the mid-1990s and peaked and consolidated in the first two decades of the 21st century.

This period was marked by a set of public policies aimed at social inclusion associated with democratizing access to Brazilian universities, aiming to make them more representative of Brazil's diversity. For the first time in history, the country acted in a coordinated and comprehensive manner to ensure access to higher education for the lower-income segments of the population.

### **Affirmative Actions and Access to Higher Education**

The debate around the viability of access to higher education, especially for the black population, which was underrepresented in Brazilian universities, is based on building a fairer and more democratic Brazil. Since the 1930s, black movements in Brazil have denounced discrimination, racial inequalities, and the exclusive and selective nature of the Brazilian educational system (MARQUES, 2010, p. 48).

Affirmative actions are policies that aim to correct the inequalities that affect certain groups, social collectives, ethnicities, nationalities, and genders. Such measures can be adopted

by both the State and private initiatives. They are considered emergency and transitory measures, and their discontinuation is conditioned on proving that the situations that gave rise to them have been overcome (SANTOS *et al.*, 2021).

Thus, in addition to the ideal of achieving equal opportunities, one of the objectives sought with affirmative action policies would be to induce transformations of cultural, pedagogical, and psychological order, capable of removing from the collective imagination the idea of supremacy and subordination of one race to another, or of men to women. The driving force behind these transformations would be the exemplary nature of certain types of affirmative action, whose effectiveness as agents of social change few have dared to deny. On the one hand, these policies would symbolize the official recognition of the persistence and permanence of discriminatory practices and the need for their elimination. On the other hand, they would also aim to achieve objectives of a cultural nature since they inevitably result in the trivialization and banalization, in the public sphere, of the need and usefulness of public policies aimed at implementing pluralism and diversity (GOMES, 2007, p. 57, our translation).

The studies conducted by Moehlecke (2004, p. 759) also confirm this aspect, showing that affirmative action programs in Brazil began to take effect in some Brazilian universities, driven by social movements demanding greater equality and equitable mechanisms in accessing goods and services.

The concept of affirmative action adopted in this research is that of "[...] public policies aimed at achieving the constitutional principle of material equality and neutralizing the effects of racial, gender, age, national origin, physical appearance, and socioeconomic discrimination" (GOMES, 2001, p. 6-7, our translation).

Affirmative action policies can be understood as compensatory policies based on the principle of equality and grounded in providing unequal treatment to those who are unequal, focusing on specific groups, such as race or gender (MOEHLECKE, 2000, p. 9). Affirmative ideologies are considered public policies aimed at repairing and correcting the consequences of past racial, gender, and disability discrimination to promote equality for all citizens. Feres Júnior *et al.* (2018, p. 13, our translation) states that,

Therefore, it seems reasonable to consider affirmative action any public or private program that aims to provide notable resources or rights to members of a disadvantaged social group with a view to a collective good. Ethnicity, race, class, occupation, gender, religion, and caste are the most common categories in such policies. The resources and opportunities distributed by affirmative action include political participation, access to education, admission to higher education institutions, health services, employment, business opportunities, material goods, social safety nets, and cultural and historical recognition.

Bonus initiatives and affirmative actions began implementing in 2002 in Brazilian Higher Education Institutions (HEIs). Some public HEIs opened space for discussing affirmative action policies and gradually started implementing them. When the Quota Law was enacted in 2012, a conducive environment for its implementation existed.

The Quota Law, which reserves places for quotas in Brazilian Federal Universities, was sanctioned on August 29, 2012. To participate in the quota system, students must meet the requirements established by Normative Ordinance SESU/MEC No. 18 of October 11, 2012, which was subsequently amended by Normative Ordinance MEC No. 9 of May 5, 2017.

At UFMS, the implementation of Law No. 12.711/2012 began in the entry via the Unified Selection System (SISU) in 2013, gradually increasing. In 2013<sup>1</sup>, 12.5% of the vacancies were allocated to the quota system; in 2014<sup>2</sup>, 25%; in 2015<sup>3</sup> it expanded to 37.5%; and from 2016<sup>4</sup> the percentage required by law, which is 50% of the offered vacancies, was reached.

To monitor the implementation of the quota policy at UFMS, the Accessibility and Affirmative Actions Division (DIAAF) was created in 2013. In 2017, due to an internal reorganization, DIAAF<sup>5</sup> became part of the Pro-Rectorate of Student Affairs (PROAES/UFMS), being restructured into sections and including more professionals to meet the demands of evaluation panels and verification of the veracity of self-declarations (MACIEL; TEIXEIRA; SANTOS, 2019, p. 88).

Affirmative actions at UFMS are intended for students who have completed high school entirely in public schools. The vacancies are distributed to self-declared black, grayish-brown, indigenous, or disabled students with a gross *per capita* family income equal to or less than 1.5 minimum wages or regardless of income. In the next section, an analysis of the admission of quota students to the courses of Pedagogy and Medicine will be conducted, covering the period from 2013 to 2020.

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<sup>1</sup> Resolution UFMS no. 58, dated November 19, 2012.

<sup>2</sup> Resolution UFMS no. 17, dated April 16, 2013.

<sup>3</sup> Resolution UFMS no. 29, dated April 29, 2014.

<sup>4</sup> Resolution UFMS no. 19, dated April 9, 2015.

<sup>5</sup> The organizational chart of UFMS has been modified, and this sector is currently designated as SEAAF - Secretariat of Accessibility and Affirmative Actions.

## Admission through Quotas in the Pedagogy and Medicine Courses at UFMS

The selected courses for analysis in this research were chosen based on temporal and social value criteria. That is, the group that includes the oldest systems in Mato Grosso do Sul, before the 1970s, when the region belonged to the state of Mato Grosso, as addressed by Severino (2021, p. 94, our translate).

State Law No. 2,620, dated July 26, 1966, created the Institute of Biological Sciences of Campo Grande, established departments, and the Medicine course. In 1967, the state government of Mato Grosso expanded the public higher education network by creating the Higher Institute of Pedagogy in Corumbá and the Institute of Humanities and Letters in Três Lagoas. Subsequently, after integrating the Institutes of Campo Grande, Corumbá, and Três Lagoas, State Law No. 2,947, dated September 16, 1969, created UEMT (University of Mato Grosso State).

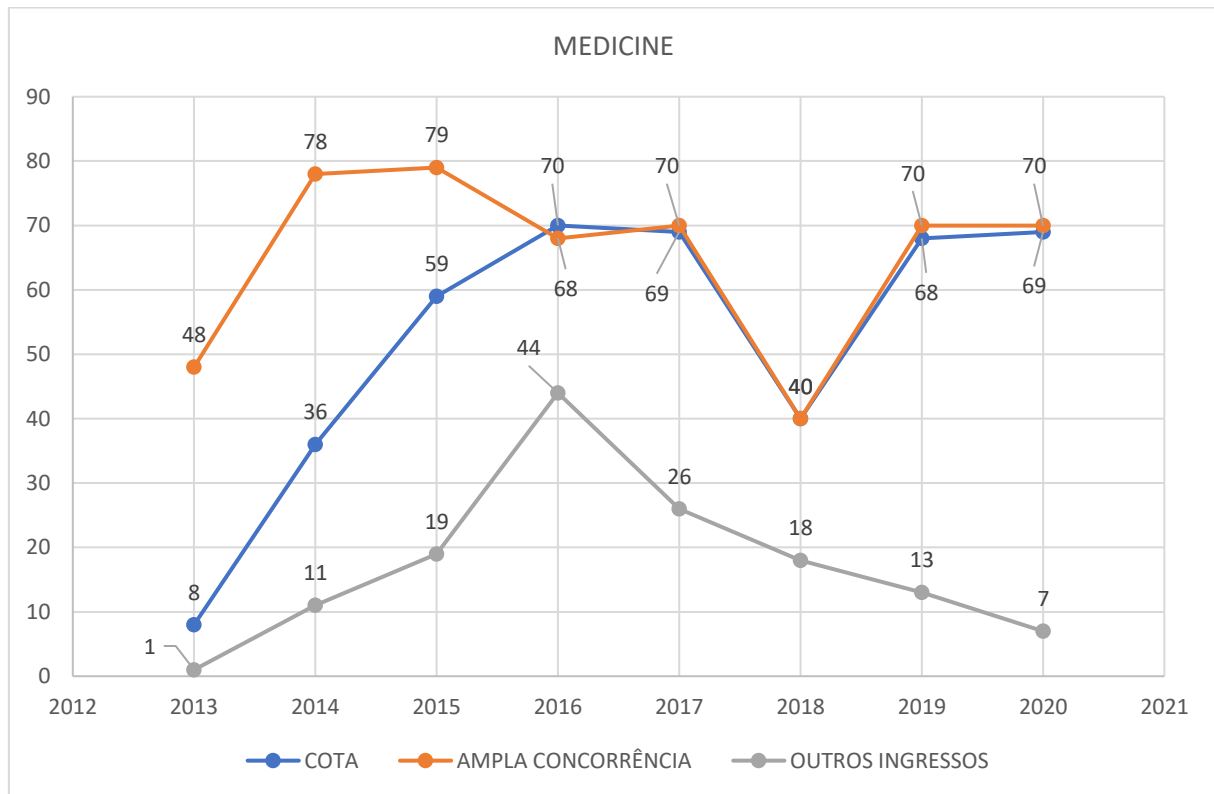
Being two of the oldest courses in the state, which were later incorporated into UFMS courses after its federalization process in 1979, as well as representing courses with different levels of social value, in which the popular layers encounter more or less difficulty in access, we chose to analyze the admission to the Pedagogy and Medicine courses at UFMS, from 2013 to 2020.

In this perspective, Ristoff (2014, p. 732, our translation) presents:

The most competitive courses, in turn, tend to have lower percentages of Black students. We had already observed in the previous study, published by Flacso/Brazil, and we again find that in 16 courses, the percentage representation of Black students is equal to or higher than that of society. These courses are generally teaching courses and those with low demand. Archival Science, Library Science, Social Sciences, Physical Education, Philosophy, Physics, Geography, History, Letters, Mathematics, Music, Pedagogy, Executive Secretariat, Social Work, Theater, and Tourism.

The Medicine course was established by State Law No. 2,620, dated July 26, 1966. Currently, the system is offered in two units of UFMS, one located in Campo Grande, the state capital, called the Faculty of Medicine (FAMED), and another in the Três Lagoas *Campus* (CPTL), located on the border with the state of São Paulo. Graph 1 presents an overview of student admissions to the Medicine course from 2013 to 2020.

**Graph 1** – Overview of student admissions in Medicine at UFMS 2013-2020<sup>6</sup>



Source: UFMS (2022) (Authors' organization)

As previously presented, the implementation of quotas at UFMS occurred gradually, and based on the data from Graph 1, a progressive increase in the number of quota students from 2013 to 2016 can be observed.

It is also evident that from 2016 to 2020, the number of quota students admitted became equivalent to the number of students admitted through general admission, with a variation of only one to two students per year. This indicates that including students from underprivileged backgrounds is a reality in courses with high social value.

The category "Other admissions" in Graph 1 refers to various selection processes, internal movement, external transfers, refugees, and degree holders, which allow access to UFMS courses. The 2016 entrants in the "Other" category had a high acceptance rate and represented the vacant positions due to dropouts during the course<sup>7</sup>. The decrease in admissions

<sup>6</sup> As Portuguese words "Cota," "Ampla concorrência," and "Outros ingressos" can be translated into English as follows: "Cota" translates to "Quota" or "Reservation" in English. "Ampla concorrência" translates to "General competition" or "Open competition" in English. "Outros ingressos" translates to "Other admissions" or "Alternative admissions" in English.

<sup>7</sup> Announcement No. 103, dated June 28, 2016, for internal movement at UFMS, offering 27 vacancies for the Medicine course at the Três Lagoas Campus (CPTL), admission in the second semester of 2016. Announcement Preg No. 20, dated February 26, 2016, offers one vacancy for students from other institutions through an external



in 2018, as shown in Graph 1, is due to the lack of available jobs, by CPTL, in the Medicine course, as seen in Table 1.

**Table 1** - Distribution of quota vacancies offered in the selection processes for Medicine at UFMS from 2013 to 2020

UNIT	2013		2014		2015		2016		2017		2018		2019		2020	
	C	AC	C	AC	C	AC	C	AC	C	AC	C	AC	C	AC	C	AC
FAMED	8	52	15	45	30	50	40	40	40	40	52	52	52	52	40	40
CPTL	-	-	23	37	30	30	30	30	30	30	0	0	39	39	30	28
<b>TOTAL</b>	<b>8</b>	<b>52</b>	<b>38</b>	<b>82</b>	<b>60</b>	<b>80</b>	<b>70</b>	<b>70</b>	<b>70</b>	<b>70</b>	<b>52</b>	<b>52</b>	<b>91</b>	<b>91</b>	<b>70</b>	<b>68</b>

Source: Authors' elaboration based on the data from the Terms of Adhesion to SISU and the entrance exams (Vestibulares) and PASSE UFMS from 2013 to 2020

Compared to Graph 1, it is possible to observe that only in 2018 and 2019 did the admission of quota students reach approximately 75% of the offered vacancies, while in the other years, it showed a variation between 95% and 100%. During the analyzed period, the admission of quota students met the percentage required by law, although it did not fill the offered vacancies in 2018 and 2019.

Until 2010, UFMS used the vestibular entrance exam as the standard method for admission to its undergraduate courses. However, in 2011, the university fully adopted the Unified Selection System (SISU)<sup>8</sup>. Starting in 2017, UFMS expanded the options for admission to its courses, reintroducing its entrance exam (vestibular) and adopting the Selective Serial Assessment Process (PASSE/UFMS), in addition to implementing a selection process for remaining vacancies through SISU.

Regarding undergraduate education, UFMS offers both on-campus and distance learning courses, distributed across twenty-five sectoral academic units, sixteen in the University City (Cidade Universitária), and the other nine in campuses located in the municipalities of Aquidauana (CPAQ); Chapadão do Sul (CPCS); Corumbá - *Campus* do Pantanal (CPAN); Coxim (CPCX); Naviraí (CPNV); Nova Andradina (CPNA); Paranaíba (CPAR); Ponta Porã (CPPP); and Três Lagoas (CPTL), besides attending to Distance Education (EAD) through study centers spread across various municipalities in the State (UFMS, 2020).

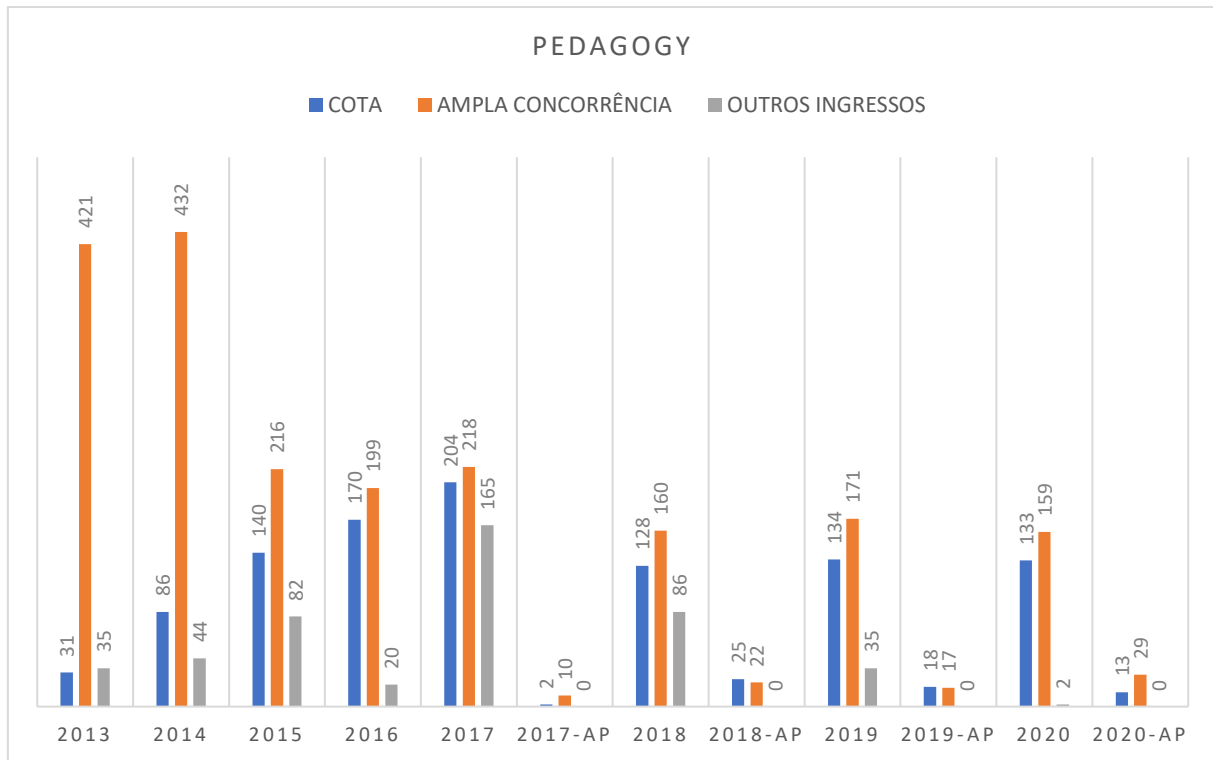
The Pedagogy course was initiated in 1967 with the implementation of the Higher Institute of Pedagogy in Corumbá. In 2013, the system was offered in five UFMS units: Faculty of Education in Campo Grande (FAED), CPAQ, CPNV, CPTL, and CPAN, and 2014, CPPP

transfer format. Announcement No. 151, dated December 14, 2015, provides 13 vacancies for the Medicine course at FAMED (Campo Grande) for the first semester 2016.

<sup>8</sup> Resolution No. 26 of 2009, from the University Council (COUN).

also started offering it. These courses operate in the afternoon, evening, and full-time periods. Graph 2 presents an overview of student admissions to the Pedagogy courses from 2013 to 2020.

**Graph 2 – Overview of student admissions in Pedagogy at UFMS 2013-2020<sup>9</sup>**



Source: UFMS (2022) (Authors' organization)

Graph 2 shows that in the Pedagogy course, from 2017 to 2020, selections were made to fill vacant positions, represented by the acronym "AP" (exploitation). This phenomenon did not occur in the entrance selections for the Medicine course during the same period, as shown in Graph 1. The difficulty in filling the offered vacancies in Pedagogy colleges is noticeable, requiring the adoption of various selection modalities and multiple calls.

The gradual implementation of quotas in the Pedagogy courses from 2013 to 2016 is observed in this overview. Graph 2, for 2013 and 2014, it can be seen that students admitted through general admission had significantly higher numbers than quota students. In the subsequent years, this disparity became more balanced. However, in none of the years analyzed in this research did the Pedagogy course achieve an equal number of quota students compared

<sup>9</sup> As Portuguese words "Cota," "Ampla concorrência," and "Outros ingressos" can be translated into English as follows: "Cota" translates to "Quota" or "Reservation" in English. "Ampla concorrência" translates to "General competition" or "Open competition" in English. "Outros ingressos" translates to "Other admissions" or "Alternative admissions" in English.

to those admitted through general admission; the number of quota entrants is lower than that of public admission entrants. Table 2 presents the distribution of quota vacancies offered in the selection processes for Pedagogy at UFMS from 2013 to 2020.

**Table 2** - Distribution of quota vacancies offered in the selection processes for Pedagogy at UFMS from 2013 to 2020

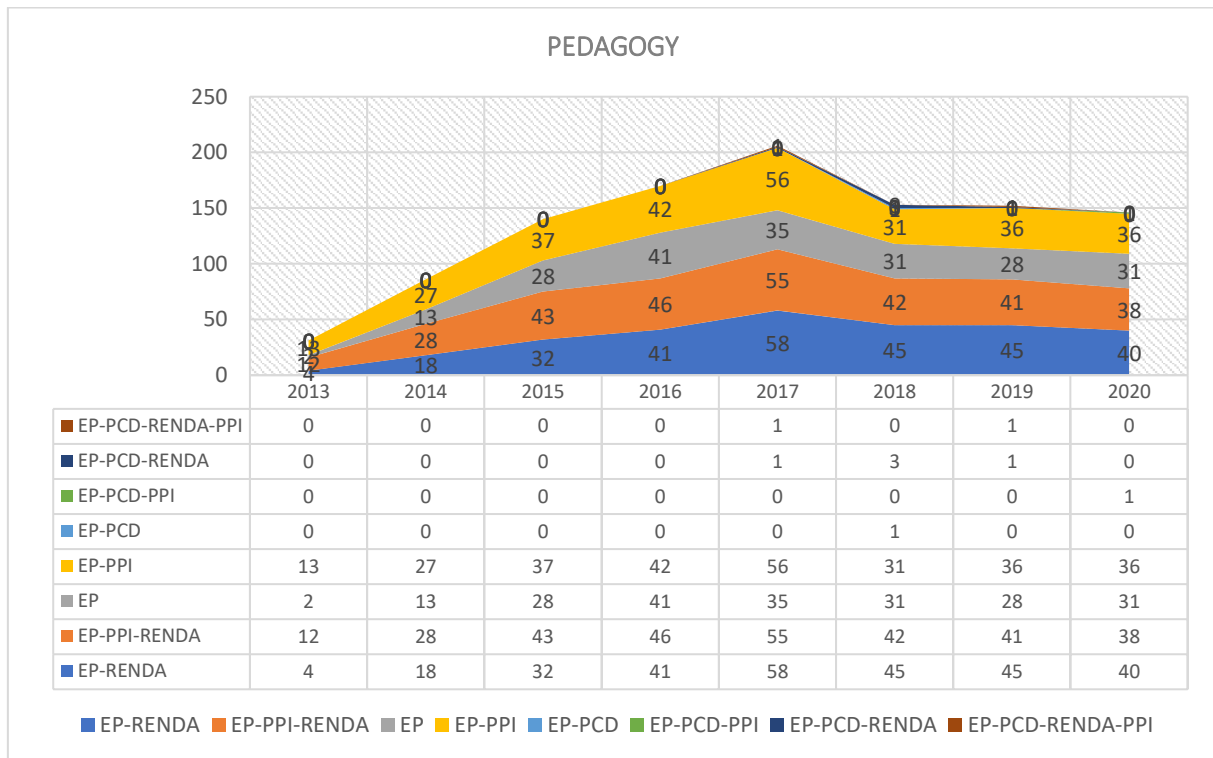
	2013		2014		2015		2016		2017		2018		2019		2020	
	C	AC	C	AC	C	AC	C	AC	C	AC	C	AC	C	AC	C	AC
FAED	7	43	32	68	44	56	50	50	50	50	68	65	69	66	50	50
CPAQ	7	43	13	37	19	31	25	25	25	25	38	36	37	35	25	25
CPAN	6	39	12	33	17	28	23	22	23	22	29	29	29	29	23	22
CPNV	8	52	15	45	23	37	30	30	30	30	47	47	47	47	45	44
CPPP	0	0	13	37	19	31	25	25	35	35	44	42	39	38	33	32
CPTL	5	35	10	30	15	25	20	20	20	20	27	27	26	26	20	20
<b>Total</b>	<b>33</b>	<b>212</b>	<b>95</b>	<b>250</b>	<b>137</b>	<b>208</b>	<b>173</b>	<b>172</b>	<b>183</b>	<b>182</b>	<b>253</b>	<b>246</b>	<b>247</b>	<b>241</b>	<b>196</b>	<b>193</b>

Source: Authors' elaboration based on data from SISU Adherence Terms and UFMS Vestibular and PASSE notices from 2013 to 2020

Compared to Graph 2, it can be noted that the number of quota students admitted almost equals the number of vacancies offered each year. In 2017, the quota of students' admission exceeded the vacancies provided under this category. However, only in the period from 2018 to 2020 the demand for allotments decreased. In 2018 and 2019, the percentage of quota admission was around 61%, while in 2020, it reached 74%. Notably, in 2020, the number of quota vacancies offered was reduced by about 20% compared to 2018 and 2019.

Graph 3 details the entry of quota students in the Pedagogy course under the offered quota subdivisions.

**Graph 3 – Quota entry in the UFMS 2013-2020 Pedagogy course**



Source: UFMS (2022) (Authors' organization)

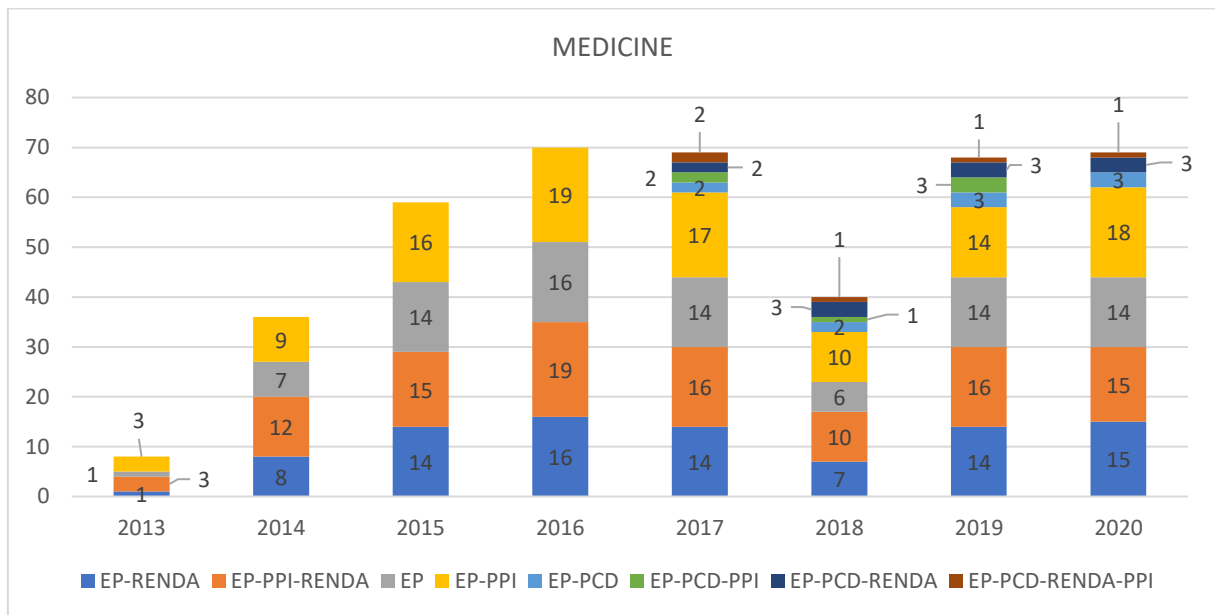
From the observation of Graph 3, we can identify that the admission of Persons with Disabilities (PWD) through quotas began in 2017, motivated by Law No. 13,409 of 2016, which was regulated by Normative Ordinance MEC No. 9 of May 5, 2017, encompassing students with disabilities. The quotas for people with disabilities are subdivided for public schools, low-income individuals, and racial backgrounds. Thus, this policy " [...] opens a possible path for contemporary societies to deepen various democratization processes with social inclusion" (SILVÉRIO, 2009, p. 36, our translation). The intersection of quotas for students from public schools, with disabilities, low-income, and racial belonging lies within the processes of more significant social exclusion, and in the Pedagogy course, there was an influx of students from this profile in both 2017 and 2019.

The quotas that consider income as a criterion for admission represent the potential audience for the UFMS<sup>10</sup> Student Assistance Policy, which serves students who are financially and materially most vulnerable, favoring their enrollment conditions. This group represents approximately 55% of the total newcomers during the research period for the Pedagogy course.

<sup>10</sup> The assistance provided to low-income students at UFMS includes Housing Assistance, Food Assistance, Permanence Assistance, Childcare Assistance, and Emergency Assistance.

On the other hand, the quotas related to racial background (Black, Grayish-brown, and Indigenous), associated or not with low income, combined, account for 54% of all quota-based admissions from 2013 to 2020 in the Pedagogy course. Graph 4 presents the admission of students to the Medicine course, focusing on the profile of quota beneficiaries from 2013 to 2020.

**Graph 4 - Admission through quotas in the Medicine course at UFMS 2013-2020**



Source: UFMS (2022) (Authors' organization)

As evidenced in Graph 4, quota beneficiaries based on ethnic-racial belonging represented approximately 54% from 2013 to 2020 in the Medicine course at UFMS. Regarding quota beneficiaries with disabilities in the Medicine course, they account for 8% of the total quota admissions during the research period. It is important to note that, in the Pedagogy course, as shown in Graph 3, despite having more than double the admissions compared to Medicine quota beneficiaries, the representation of students with disabilities is only 0.8%. This indicates that the demand for filling vacancies in the Medicine course is higher than in the Pedagogy course.

## Final considerations

The university is a social space of power in which white and socially represented groups seek recognition and visibility within society. Currently, we are experiencing the moment of affirmative action policies in universities and public exams, and these transformations confront conservative forces, capital, and power groups. "It affects the exclusionary job market and the groups that have always occupied job positions, places of power, and leadership as if they were privileges for some and not social rights for all" (GOMES, 2017, p. 20, our translation).

Affirmative actions can promote behavioral, cultural, and structural changes in Brazilian society, especially in education. This has resulted in a transformation in how the State positively intervenes in access policies to higher education, positioning it as an inducer of rights-based approaches in line with the perspective of equality envisaged in our Federal Constitution. Among the similarities in the admission selection processes of the analyzed courses, it is worth noting that in 2018 both Medicine and Pedagogy, filling all available slots was impossible. On the other hand, concerning differences in this process, it is observed that in the Pedagogy course, quota admissions did not reach parity with open competition, unlike in Medicine.

It is important to emphasize that the choice of the working classes for a higher education course does not always indicate the pursuit of their dream course, but it may reflect the need for access to opportunities in the job market and the search for financial support. Thus, choosing a system with lower social prestige and less competition in admission can be an option for personal and family survival.

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