# UNESCO Programme in Brazil 2011-2012

United Nations
Educational, Scientific and
Cultural Organization

Brasilia
Office

# UNESCO Programme in Brazil 2011-2012

social and human sciences

natural sciences

culture

communication and information

education

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# FOREWORD

The UNESCO Brasilia Office develops technical cooperation projects in partnership with federal, state and municipal governments, civil society and the private sector. These projects are organised using programmatic axes that principally aim to contribute to the design, implementation or consolidation of public policies. UNESCO's role comprises establishing synergy between public policies and international goals, aligned with the agreements set by the Organization's 193 Member States.

The international cooperation model in Brazil has been transformed in recent years, by placing the essence of international cooperation at the core of its activities. Based on the wealth and wide-reaching aspects of its mandate, as well as its capability to analyse the Brazilian reality and to work with intersectoral and complex issues, UNESCO believes that it plays an important role within this scenario.

In fact, the current context is very favourable to strategic thinking and coherent negotiations on new opportunities for international cooperation actions. The country is going through a period of political transition due to the new government that took office in 2011, which intends to finish its objectives and target planning process by means of a Pluriannual Plan (*Plano Plurianual* – PPA). The United Nations System in Brazil is simultaneously going through a preparation process for its new United Nations Development Assistance Framework (UNDAF)[1]. Concurrent with this context of reflection and renovation, UNESCO is undertaking its own global process to prepare a Programme and Budget (C/5)[2], which is also being discussed this year.

The UNESCO Programme for the 2011-2012 period is a 'live' document within this transitional context, which seeks to clearly systematise UNESCO's actions in Brazil.

Vincent Defourny

Director of UNESCO Brasilia Office

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1. Last document published: UNITED NATIONS. *United Nations Development Assistance Framework, 2007-2011*. Brasilia: UNCT Brazil, 2005.
2. The C/5 documents refer to strategies for the biennium, available at: <http://portal.unesco.org/en/ev.phpURL_ID=36921&URL_DO=DO_TOPIC&URL_SECTION=201.html>.

# INTRODUCTION

The UNESCO Country Programming Document (UCPD) is a tool used by the UNESCO Brasilia Office to programme the Organization's main contributions to development actions conducted in the country. Therefore, it is a document that presupposes an alignment between UNESCO's global priorities, its main lines of action[3], the Brazilian government's priorities, and the country's needs. The UCPD is also a starting point and continuous reference for coordinating the Organization's contribution in Brazil within the United Nations Development Assistance Framework (UNDAF).

As a 'live' programming tool that is updated frequently, the UCPD goes beyond defining priority areas. Furthermore, it contributes to promoting greater consistency between the different intersectoral actions relevant to UNESCO's mandate and those conducted by partners in Brazil, encouraging interdisciplinary and multi-sectoral engagement. Experience shows us that these different areas of work are strengthened when we are able to voice them; for instance, when education and culture share knowledge, when natural sciences create innovations, allowing for communication development, or when social and human sciences are able to work with inherent conditions to achieve quality education.

From the point of view of transparency and communication, the UCPD collaborates in publicizing UNESCO's areas of action, especially through the expected results to be achieved via this contribution. The UCPD also proposes an agenda of specific themes, or, in other words, it suggests issues of great relevance to the country's current context, which require high visibility and further discussion.

This publication is divided into three parts. The first part of the document presents a brief analysis of the current situation in the country on specific themes that are relevant for UNESCO's

3. The main lines of actions and results expected from UNESCO are defined in the biennial Programme and Budget approved by UNESCO Member States and published in the document series entitled C/5.

action. Its objective is to prepare the reader to understand the logic behind the actions that are part of the UCPD. The second part presents a summarized approach to previous cooperation and the current context, reflecting on the Organization's changes concerning its context and actions. Moreover, the second part of the document presents the UNESCO Cooperation Framework. Based on previous sections, it summarizes the main challenges and objectives for UNESCO's action in the country, as well as the expected results. The third part presents the themes that were selected by the UNESCO Brasilia Office and its partners, to promote a more coordinated effort on advocacy initiatives.

The UNESCO Programme in Brazil selects advocacy themes in each of its action areas that will be emphasized during the next two years. The strategy for the country is based on a variety of activities and agreements brokered by means of partnerships with different government levels, NGOs, international agencies, and many others. This line of action is increasingly present in the Organization's planning activities in Brazil, complementing the international technical cooperation provided in the country, as well as South-South cooperation actions. The objective of this strategy is to include the themes considered priorities for the UNESCO mission on the local public agenda, such as those defined by the Member States. Therefore, new ways and solutions to respond to the country's challenges can be fostered.

The advocacy themes described in this document indicate subject matters that each UNESCO sector is committed to focusing their efforts on. All sectors aim for a convergence between the fulfilment of UNESCO's mission and the country's pressing needs. Working with these themes, which are often transversal, means making efforts to mobilize leadership groups and decision makers so that human development, changes in reality and social transformation are taken into consideration.

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Part I

# natural sciences

# social and human sciences

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# SITUATIONAL ANALYSIS IN BRAZIL

## General overview

The increasingly accelerated rate of economic growth in Brazil may lead the country to become the fifth largest economy in the world in the next decade. In addition, with its Gross Domestic Product (GDP) expected to grow between 5.5% and 6% in the next few years, Brazil is structurally consolidating as an emerging country and regional leader. However, there are other indexes hidden behind economic development that show a country which is still bound to its past. Despite lifting approximately 25 million Brazilian citizens out of poverty, there are still a further 54 million that need assistance. This is reflected in the Human Development Index (HDI), where Brazil is ranked 73rd amongst 169 countries. The same can be noted on the income distribution indicator (Gini *per capita*), which ranks Brazil in 75th position among the 183 countries surveyed.[4]

Beyond material wealth and economic growth, rich Brazilian diversity (regional, cultural and environmental) offers unique opportunities and challenges related to fundamental elements of citizenship, such as access to basic health care, education, housing, safety, sanitation and drinking water. However, while on average, Brazil will attain the Millennium Development Goals by 2015, it will take most states in the North and Northeast regions a few more decades to reach the same development level. More equitable development between regions requires better territorial planning and further qualification of the state and municipal public sector. Today, over 80% of the Brazilian population resides in urban areas, with 45% living in metropolises, where a great divide between the rich and poor prevails. According to UN-Habitat, approximately 100 million people live in slums in Latin America and the Caribbean.[5] There are 1.96 million homes which are considered inadequate in Brazilian slums (Source: Brazil. Ministry of Cities, 2010).

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4. UNDP. *The Real Wealth of Nations*: pathways to human development. Brasilia: UNDP, 2010.
5. UN-Habitat. S*tate of the World Cities 2010-2011*: bridging the urban divide. Rio de Janeiro: UN-Habitat, 2010.

There is a consensus that the country's plans for the future should not be guided by the rate of GDP growth but by an equitable provision of employment and opportunities for the population. The objective is to increase levels of social integration and social justice without sacrificing tangible and intangible cultural heritage or squandering natural systems.

In addition to the advancements in reducing inequalities and poverty in Brazil which have already been mentioned, progress has been noticed in the capacity of public administration with regards to structural areas and professionalization. It should be noted that equivalent progress has not been identified at state or municipal levels. These differences, which are often important, affect the efficiency of government policies, especially in the education and health sectors. Furthermore, they facilitate multiple distortions at a local level, reproducing inequality and improper inherited behaviour which is not appropriate for contemporary management practices.

This behaviour has been challenged by Brazilian society by strengthening public discussion mechanisms, social participation, access to information and practices of social control, which have led to innovative proposals being forwarded to the National Legislative Power.

The substantial increase in the country's economic growth rate, with improvements in urbanisation and infrastructure, and unprecedented mobility at the base of the social pyramid, due to poverty reduction and the ascension of millions into the middle class, formed a determinant feature in understanding the main advancements and challenges ahead of Brazil in the next few years. This process has led to greater capacity within public entities but, on the other hand, it has also meant an increase in social demand at all levels, whether in the field of rights or in relation to access to goods and services, and improved living conditions.

The long expected increasing speed of transformations after decades of null or inexpressive economic growth, has transformed into pressure on the country's infrastructure and the environment; new forms of territorial occupation, with corresponding social, cultural and environmental impacts; re-location of traditional populations; a deficit in educational provisions, faced with a demand for a qualified workforce at all levels; technological changes, which radically alter forms of expressing social and cultural diversity, as well as the conditions for access to information. On the whole, the current demands made in the country require an unprecedented agenda, which is capable of conciliating traditional growth with broad and holistic sustainable development.

These changes are also noticeable in Brazilian actions in the international arena. In the Sanya Declaration from the BRICS Leaders' Meeting[6], the group comprising Brazil, Russia, China, India, and South Africa expressed their intention of participating together at international forums. They also proposed setting up a group at UNESCO for defining joint action strategies in the Organization's mandate areas.

This rich, dynamic, and challenging scenario requires wide-reaching interventions, which are not only based on immediate pressure but also capable of responding to the complexity of the

6. BRASIL. Ministério das Relações Exteriores. *Nota MRE nº 155.* Declaração de Sanya: Reunião de Líderes dos BRICS, Sanya, China, 14 de abril de 2011. Brasília: MRE, 2011. Available at: <http://www.itamaraty.gov.br/sala-de-imprensa/notas-a-imprensa/declaracao-de-sanya-2013-reuniao-de-lideres-do-brics-sanya-china-14-de-abril-de-2011>.

different agents through which transformations become evident. It should be mentioned that, more than ever, the approach taken should be intersectoral, comprehensive, and solid, so as to ensure that international cooperation may provide relevant contributions, particularly when carried out by an agency such as UNESCO, which specialises in a varied field of human development areas.

Building a more advanced society in terms of human development and knowledge requires an agenda, which is still being developed in Brazil. The challenges and contributions inherent to this agenda form the content of the following pages and are described according to UNESCO's main areas of action.

## The United Nations Development Assistance Framework (UNDAF)

From a programmatic point of view, the United Nations' (UN) perspective, within the United Nations Development Assistance Framework (UNDAF), is being renewed in 2011. In general, the thematic areas that will guide UN actions in Brazil from 2012 are:

- Millennium Development Goals for all Brazilians within the extended context of national development policies;
- A green economy and decent jobs within the context of sustainable development and poverty eradication;
- Safety and citizenship;
- South-South cooperation.

Horizontal cooperation will also be prioritised within these thematic areas. Brazil will be supported by UNESCO as a country that receives and provides this type of technical cooperation. This is an innovative concept in Brazil: as a middle-income country, it is also capable of providing technical support to other countries.

Considered a country challenged by the need to coordinate the development of social integration for all of its population, the common agenda of the United Nations System in Brazil will provide opportunities for more actions carried out in partnership with other agencies.

This review of the United Nations System's role in Brazil is taking place within a transitional context with regards to the country's domestic planning. The country has a Pluriannual Plan (*Plano Plurianual* – PPA) as its main strategic priority instrument. This plan establishes government guidelines, objectives and targets for long-term projects and programmes for a four year period. The PPA is currently being drafted and it may be forwarded to the National Congress for approval by 31st August, 2011. Once approved, it will come into force for the period 2012-2015.

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# Part II

natural sciences

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education

# PRIOR COOPERATION AND THE CURRENT FRAMEWORK

This part of the document offers an introductory view of UNESCO's technical cooperation approaches in each of its main areas of mandate, as well as some of the results which have already been achieved. Therefore, prior cooperation, the current context (presented in the first part of this document) and the current cooperation framework are all related.

A snapshot of Brazil in 2011 shows a very different country from the one UNESCO used to work with in the 1990s, when international cooperation experienced a significant increase in the number of projects, areas of intervention, and volume of resources. Since this time, international cooperation has been helping to develop capacity-building in the country. In fact, the country is now able to provide technical cooperation to other countries, particularly those in Latin America and from the Community of Portuguese Speaking Countries (CPLP).

For Brazil, it is now a time to review the international cooperation legal framework, while taking two main factors into consideration: a) the increase in horizontal cooperation, including South--South cooperation; and b) the progressive reduction of components that provide operational services to projects. In relation to the horizontal cooperation increase in recent years, Brazil has significantly intensified its involvement in South-South cooperation, particularly with countries in South and Central America, as well as those on the African continent. This has resulted in good practices being taken to these countries in several fields of knowledge such as education, science and human development.

As a consequence of this new reality, Brazil seeks to build a new cooperation model by playing the role as partner-country instead of donor-country. Through international cooperation with the UN System agencies, it intends to understand the local needs of South-South cooperation beneficiary countries, and to include them in discussions on how good practices developed in Brazil may be adapted to their respective contexts. Within this field, UNESCO's challenge is to

assist Brazil in making these good ideas operational, and thus serving as a catalyst for Brazilian horizontal cooperation. Among the initiatives in tune with this cooperation proposal, two examples can be highlighted in 2010-2011: publishing the General History of Africa Collection in Portuguese[7] and promoting the International Year for People of African Descent. Within this perspective, the UNESCO Brasilia Office will continue to expand its programme in the field of intercultural education and dialogue on ethnic-racial relations entitled "Brazil-Africa: Crossed Histories"[8]. Its essence is to promote and recognise the intersection of African and Brazilian history, contributing to transforming relationships between the different ethnic-racial groups that compose Brazilian society.

In relation to the progressive reduction of components for operational services provided to cooperation projects and seeking higher added value, UNESCO's priority is to update its cooperation model which seeks to respond to the demands of the current Brazilian scenario. Focusing on efficient knowledge management, the new model has the objective of translating the current and expected increase in *per capita* income into higher development indexes. In addition, the Organization remains committed to assisting Brazil in constructing a society of inclusion and opportunities and based on a culture of peace and social justice.

UNESCO also intends to respond to occasional cooperation opportunities at local and state levels, where operational skills and technical expertise are necessary. This is because the demand for technical cooperation in these spheres will still take some time to adapt to the new national scenario. This is due to persistent regional inequalities and differences, particularly in essential areas such as quality education and access to basic sanitation, among others, despite Brazil being currently considered one of the main middle-income countries in the world, with over 190 million inhabitants[9], making it the fifth largest population in the world.[10]

In order to meet the objectives proposed by the new cooperation model, UNESCO prioritises intersectoral actions and partnerships with government and private institutions and civil society. In addition, the Organization focuses on producing pedagogical material to contribute to permanent and continuous training and education of primary education teachers. It also focuses on fostering discussions and drafting solid and qualified contents, based on themes that involve African and Afro-Brazilian culture and history.

In the intersectoral perspective, cooperation provided by UNESCO is guided by axes that cross all programmatic areas, such as:

- Social and professional integration of young people through quality education and violence prevention;

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7. Available at: <http://www.unesco.org/new/pt/brasilia/special-themes/ethnic-and-racial-relations-in-brazil/general-history-of-africa/#c155008>.
8. UNESCO. *Brasil-África*: Histórias Cruzadas. Available at: <http://www.unesco.org/new/pt/brasilia/special-themes/ethnic-and-racial-relations-in-brazil/brazil-africa-project/>.
9. The population of Brazil is 190,732,694 inhabitants. IBGE. 2010 *Census*. Rio de Janeiro: Brazilian Geography and Statistics Institute (IBGE), 2010. Available at: <http://www.ibge.gov.br/home/presidencia/noticias/noticia_visualiza.php?id_noticia=1766&id_pagina=1>.
10. UNITED NATIONS. *Demographic Yearbook*— Table 3: population by sex, rate of population increase, surface area and density. New York: United Nations Statistics Division, 2008. Available at: <http://unstats.un.org/unsd/demographic/products/dyb/dyb2008/Table03.pdf>.

- Reduction of gender and race inequalities through analysis of the deep-rooted causes, focusing on human rights and cultural elements and with particular attention to African and indigenous heritage in Brazil;
- Promotion of a truly sustainable development model based on scientific and traditional knowledge, innovation, and regional cooperation agents, as well as on the use of information and communication technology to build knowledge-based societies.

In this context, UNESCO has been working with other UN System agencies to harmonise its action strategies, aiming to respond to specific needs in Brazil. This synergy of efforts is carried out as the country is in a position to forge and implement its own national development strategies, as well as to request specialised cooperation from these international organizations. The main priorities for future actions will be detailed in the following pages, as well as the expected results for each of UNESCO's mandate areas, while considering the new Brazilian context.

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HIV/AIDS Preventive Education in Brazil

Right to Education in Brazil

Education for All

Challenges and Strategies in

# education

Inclusive Education

Educational Quality

Among the main activities of the UNESCO Brasilia Office in the area of education, some programmes and projects can be highlighted due to their objectives to strengthen Brazilian educational policies, improve educational indicators, and implementing the right to education in the country. Therefore, UNESCO emphasizes the importance of increasing equity in relation to conditions for accessing education, ensuring better results and improving governance of educational systems and primary education learning achievements.

The Brazilian education system presents unquestionable challenges, such as: strengthening educational management policies at all government levels; supporting the development and implementation of teacher education policies for both initial and continuous training levels; developing career plans and raising the importance of valuing teachers; and ensuring adequate investment in order to guarantee quality education at all education levels.

In this context, UNESCO develops a series of technical cooperation actions in partnership with the Brazilian government: the Everyone for Education Target Plan Commitment (*Plano de Metas Compromisso Todos pela Educação*), the Literate Brazil Programme (*Programa Brasil Alfabetizado*), the Brazil-Africa: Crossed Histories Programme, an Educational Planning and Management Course, and the Health and Prevention in Schools Project (*Projeto Saúde e Prevenção nas Escolas*).

Within the scope of the Everyone for Education Target Plan Commitment[11] and the Literate Brazil Programme, UNESCO mainly contributes to formulating references to review curricular proposals, policies and programmes aimed at raising the value of teachers; and to qualifying policies and programmes in the field of Youth and Adult Education and Literacy (EJA). Cooperation involves actions in developing guidelines and instruments to deliver and implement the Everyone for Education Target Plan Commitment, as well as instruments to design and implement the Coordinated Action Plan (*Plano de Ações Articuladas* – PAR) and a diagnosis of the educational situation in the municipalities.

The Brazil-Africa: Crossed Histories Programme relies on actions aimed at developing a teaching system, which is based on a new school culture and educational practices, committed to the implementation and institutionalisation of national curricular guidelines for education on ethnic-racial relations, as well as teaching African and Afro-Brazilian history and culture. Therefore, the programme contributes to a historical and cultural understanding of the African continent, providing Brazilian society with the opportunity to learn about cultural values and expressions inherent to their way of life. As a partner in this programme, UNESCO plays an essential role in developing instruments and materials that have the objective of furthering knowledge, raising the value of African and Afro-Brazilian culture, and highlighting the importance of these cultures in the composition of a national society.

Strengthening Ministry of Education planning and permanent technical team management capacities receives technical support from the UNESCO Brasilia Office, in partnership with the UNESCO International Institute for Educational Planning (IIPE), which is based in Buenos Aires.

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11. BRAZIL. Ministry of Education. *Everyone for Education Target Plan Committment:* programme guide. Brasília: MEC, 2007. Available at: <planipolis.iiep.unesco.org/.../BrazilGuiadosProgramasdoMEC.pdf>.

The IIPE develops a planning and educational management programme which is totally adapted to Brazilian needs.

Another group of cooperation actions which should be highlighted is the technical support provided by UNESCO to the Ministries of Education and Health to implement the Health and Prevention in Schools Project. The project's objective is to integrate the education and health sectors, in order to develop actions focused on promoting sexual and reproductive health education to young students and thus contribute to reducing the vulnerability level that this population segment has in relation to STDs, HIV infection, AIDS, and teenage pregnancies. Within the scope of project planning, these actions take place through working groups involved in drafting technical and reference material for teachers and young people in developing training methodology for professionals (using both traditional and distance learning methods), designing educational projects and curricula for schools, supporting the dissemination of local experiences, and monitoring and evaluating the project.

The UNESCO Education Sector aims to strengthen its framework for action, concentrating on thematic areas where the results are widely recognised as significant for the Brazilian educational system.

## Challenges and opportunities for action

- **Contributing to better internal efficiency of the education system:**

**1. Ensuring access to education for all:** today, Brazil shows expressive advances in education compared to previous decades, due to the expansion of free public education in the country. In addition to an increase in the number of public school places, government programmes have tried to expand access to free public education by decreasing families' expenses. Among these are programmes for student transportation, school meals, textbooks and sending other teaching materials to schools.

Difficulties, particularly those faced by the poorest sector of the population, have led several countries to institute income transfer programmes which are conditioned to school attendance. Brazil is a pioneer in this type of strategy with its Bolsa Família Programme, which covers 12.7 million families or 17 million children and adolescents of school age (between 6 and 17).[12]

It is essential to bring excluded social segments into the educational system so that their right to education is guaranteed. Among the contingent of social segments excluded from educational opportunities are children and young people of African descent, indigenous populations, and residents in the North and Northeast regions. These inequalities become more expressive when illiteracy is taken into consideration.

The illiteracy rate among people aged 15 or over decreased by 1.8% between

12. ABRAHÃO, J.; MODESTO. L. (Orgs.). *Bolsa Família 2003-2010*: avanços e desafios, v.1. Brasília: IPEA, 2010.

2004 and 2009. Despite this achievement, there were still 14.1 million illiterate people in Brazil last year, which corresponds to 9.7% of the population in that age group. The The National Household Survey (PNAD) also estimated the functional illiteracy rate at 20.3% (the percentage of people aged 15 or over with less than four years of educational attendance). The rate is 4.1% lower than in 2004 and 0.7% less than 2008. Illiteracy was significantly reduced between 2004 and 2009 (from 22.4% to 18.7%) in the Northeast region but it still has a much higher rate than the others, and is almost double the national average.[13] Reduction of the functional illiteracy rate to 6.6% between 2004 and 2009 in this region should also be highlighted. [14]

**2. Guaranteeing the right to education and the fight against academic failure:** once access to education is ensured, it is imperative to provide the necessary conditions to guarantee the right to education. According to *Prova Brasil* (National Basic Education Evaluation System) data, in the majority of schools where students have shown insufficient educational performance, students tend to be poor and of African descent. These schools also present lower levels of human and material resources in comparison to schools where students have higher proficiency levels. A large number of students from social segments excluded from educational opportunities live in the peripheral areas of big cities, where housing and access to public services are precarious, including safety and security. Many of these areas are affected by violence, especially confrontations between criminal groups and public security forces. Teachers who work in these schools have less experience and qualifications; consequently, they do not use appropriate teaching equipment and resources with sufficient frequency. In addition, they express low expectations concerning their students' educational achievements and there is little cooperation between them. In these schools, there are insufficient educational programmes, the head teachers' leadership is weak, and their working conditions and infrastructure are precarious (low quality of school facilities, equipment and library).

**3. Ensuring effectiveness of educational timetables:** in many schools, particularly those located in low income areas, only part of the time that should be fully dedicated to teaching and learning is used. Apart from the frequent closure of schools on week-days for different reasons, teachers' absence as a result of strikes, illnesses or delays, and inadequate time management in the classroom, among others, cause significant losses throughout the year.

Research conducted by the World Bank in 2004-2005 showed that students were engaged in learning for an average of 63% of the time in these schools.[15] When this loss is translated into school days, from the 200 school days officially established every year, time dedicated to learning would be equivalent to 126 days, showing a high reduction in effective educational opportunities.

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13. According to 2010 Census data, the Southern region presents the lowest illiteracy rate (5.1%). Available at: <http://www.censo2010.ibge.gov.br/>.
14. IBGE. *PNAD 2009*: rendimento e número de trabalhadores com carteira assinada sobem e desocupação aumenta. Rio de Janeiro: Brazilian Geography and Statistics Institute, 2009. Available at: <http://www.ibge.gov.br/home/presidencia/noticias/noticia_visualiza.php?id_noticia=1708>.
15. ABADZI, H. *Absenteeism and beyond*: instructional time loss and consequences. Washington, DC: World Bank, 2007. (World Bank Policy Research Working Paper; 4376). Available at:<http://wwwwds.worldbank.org/servlet/WDSContentServer/WDSP/IB/2007/10/11/000158349_20071011084130/Rendered/PDF/wps4376.pdf>.

• **Strengthening educational policy management at all government levels (federal, state and municipal):** educational opportunities in Brazil are governed by a complex structure, where federal, state and municipal governments share responsibilities, often as competitors and without any compatible responsibilities or capacities. The core tasks to ensure quality education for all involve the promotion of more communication and strengthening instruments and skills which focus on educational management and planning at federal, state and municipal levels.

• **Supporting development and implementation of initial and continuous teacher training policies, career planning development and raising the value of teachers:** allocating more experienced and qualified teachers to schools which are attended by disadvantaged population groups or by residents of rural areas, has challenged educational systems for some time. In general, when teachers are at the beginning of their careers and cannot choose where they teach, they are allocated to schools and classes attended by disadvantaged groups. When they are allowed to request a transfer to another school at a later date, many of them leave these schools.

The role of teachers *vis-à-vis* educational exclusion is undoubtedly important. However, it is necessary to consider their working conditions so that efficacious work can be developed. A recent study conducted by the UNESCO Brasilia Office, coordinated by Gatti and Barretto[16], considers the fact that teachers are also from disadvantaged social classes. Such consideration should facilitate working with these groups of students but, for this to happen, as Gatti points out, teachers would need to have appropriate education and professional training and be able to count on suitable educational support but this does not always take place. Considering that teachers are essential agents of educational action, their own initial and continuous training constitutes an essential condition for really ensuring access to knowledge for all.

• **Supporting initiatives aimed at guaranteeing investments appropriate for quality education at all educational levels:** according to studies conducted by the Organization for Economic Co-operation and Development (OECD) and the World Bank comparing total expenditure per student and academic performance (PISA 2006[17]), the *per capita*-performance expenditure ratio was positive. Therefore, while Brazil invested US$1,055.80, countries that registered good performances in PISA 2006 annually invested the following per student: Finland (US$8,531.90), Japan (US$11,766.90), Korea (US$4,913.30) and Germany (US$8,945.80). When considering primary and lower secondary education, the total annual expenditure per student was as follows: Finland (US$8,167.20), Japan (US$10,606.80), Korea (US$3,894.10), Germany (US$6,666.02), Ireland (US$7,898.20), the United States of America (US$9,253.60), Chile (US$2,215.00), Mexico (US$1,979.20) and Brazil (US$973.30). [18]

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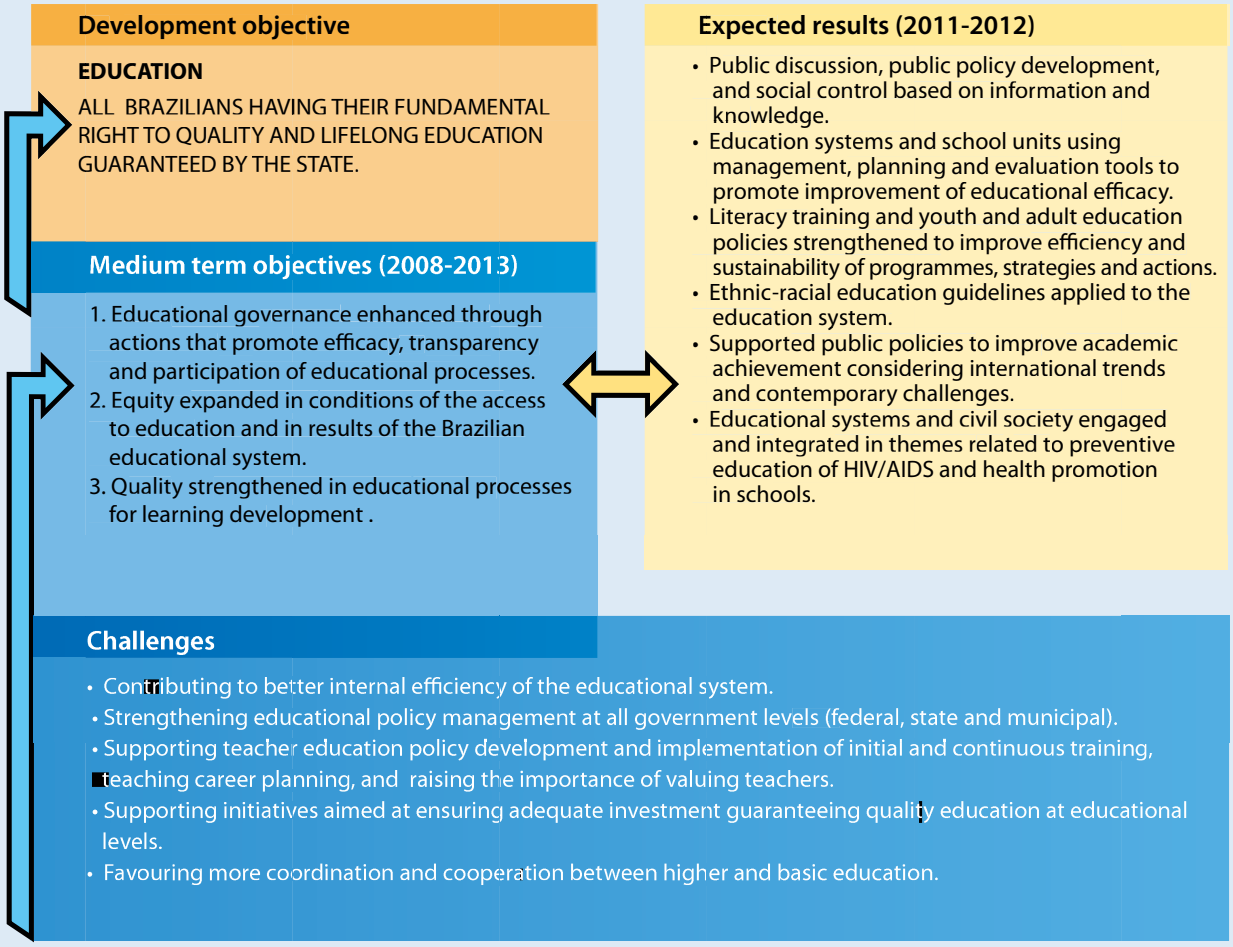
16. GATTI, B.; BARRETTO, E. (Coords.). *Professores do Brasil:* impasses e desafios. Brasilia: UNESCO, 2009. Available at: <unesdoc.unesco.org/images/0018/001846/184682por.pdf>.
17. OECD. *PISA 2006:* Science Competencies for Tomorrow's World. Programme for International Student Assessment (PISA). Paris: OECD, 2007. Available at: <http://www.oecd.org/document/2/0,3343,en_32252351_32236191_39718850_1_1_1_1,00.html>.
18. KERSTENETZKY, C. L.; ALVARENGA, L. V.-B. H. *Déficit de educação no Brasil:* uma estimativa. Rio de Janeiro: UFF-CEDE, 2009. Available at: <http://www.proac.uff.br/cede/sites/default/files/TD016_0.pdf>.

It is important to recognize that Brazil has endeavoured to increase investment in education in recent years. However, it is necessary for investments to be focused on improving quality, expanding access and permanence in the education system. Guaranteeing access without effectiveness means failing in its mission of using education as a public policy instrument, which is aimed at social justice and human, social and economic development for the most vulnerable.

• **Favouring greater coordination and cooperation between higher and primary education:** it is important for universities and research centres to go beyond their role of being promoters of research and critical thinking and contribute to improving the quality of basic education. Therefore, these institutions need to play a more active role by cooperating with local administrative levels, particularly in public policy definition and with implementation. In this context, support for teacher education and training for basic education and the strengthening of management and planning capacities in educational systems should be noted.




Detailed UCPD Brazil programmatic frameworks – 2011/2012 are available at: <www.unesco.org/new/pt/brasilia/areas-of-action/>.

Brasilia
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Challenges and Strategies in

# natural sciences

Science Education

Biodiversity

Water Resources

Policies on Science and Technology

Climate Change

For almost two decades, the economic and monetary stability programme in Brazil provided suitable conditions for the design of public policies to promote the country's development in several areas. In the field of science and technology, the greatest challenge has been in designing and implementing a long-term policy that enables scientific and technological development to reach the population. This policy should have an effective impact on improving society's living conditions. This is a process which has been enhanced through time and has increasingly shown the great potential that public and private investment in science and technology has for generating development and social integration.

Economic growth has led to an increasing demand for natural and mineral resources, as well as intensifying impacts which result from unsustainable extractive and production practices. These practices have put a set of dynamics and natural systems processes at risk, thus compromising the range of services that they provide being altered or degraded in different regions of the country and around the world. Conflicts of interest and views over how biodiversity and land should be used are associated to this intense exploration.

Despite advances in the environmental sector's institutional and legal consolidation, it is important to remember that environmental policies are only given marginal consideration *vis-à-vis* public policies that focus on development, such as those inherent to themes like transport, mining, energy, etc. It is certain that greater interaction between different sectors would facilitate the process for implementing pacts and government capacity for responding to society's demands without compromising the population's well-being. However, responsibility for managing themes such as sustainable development through the rational use of natural resources, scientific production and science education should not be just within the federal government's remit. Another aspect which should be considered is the transnational characteristics of environmental and social impacts generated by deficient policy definitions and implementation. The themes should no longer be restricted to national governments as they require participation of political and social actors at national and international levels.

In this context, it is necessary for citizens to closely follow advancements and to be prepared to participate in decisions that are important for society. Therefore, it is essential to include basic science education from the beginning of the educational process, making investment in scientific education a priority. This approach decisively contributes to encouraging young people to take up careers in science and technology. Nevertheless, the most important consequence is the contribution it makes to improving education, which is a subject that has mobilized several segments of society because of its importance.

In the environmental area, aspects that may reverse the growing degradation of environmental assets are incentives given to green economies and generating employment and income associated to maintaining environmental services to protect natural areas.

UNESCO acts as a catalyst for these themes and offers the country support to stablilize policies, as well as promoting technical cooperation at national and international levels in the field of natural sciences. Taking into consideration the continuous support offered to science and technology

and environmental policy in Brazil, scientific education and development of sustainable practices are themes of great interest to UNESCO in the forthcoming period.

## Challenges and opportunities for action

- **Contributing to the consolidation of a national science, technology and innovation policy:** through support that enables a firm and independent delivery process of transitions, which result from political and administrative management reforms.
- **Sensitising Brazilian society to the role played by science for peace and development:** this includes public managers and opinion makers from the private sector. Electing science, technology and innovation as a strategic choice for the country's development implies prioritizing investments in this sector, to recoup losses and swiftly advance in the production and dissemination of knowledge and innovation, particularly in relation to its incorporation in national production. This also means advocating on behalf of the importance of science and technology as a factor that integrates other government development policies.
- **Strengthening education for sustainable development through the integration of formal and non-formal education and teacher training:** joining the teaching given at schools with the use of non-formal science centres and teacher training improvements, therefore promoting methodological integration between formal and non-formal education.
- **Consolidating new strategic partnerships for international cooperation in science, technology and innovation:** encouraging joint work and knowledge sharing at the South-South cooperation level, prioritizing Mercosur countries, as well as actions in Portuguese Speaking Countries in Africa (PALOP): Angola, Cape Verde, Guinea Bissau, Equatorial Guinea, Mozambique and Sao Tome and Principe.
- **Enhancing policies and new participatory management models for sustainable development in biosphere reserves:** to a certain extent, national biosphere reserves differ from models traditionally adopted by other Member States that adhered to the MAB Programme.[19] This innovative Brazilian model refers especially to the design or limits defined for terrestrial ecosystem areas, which cover vast areas and have multiple conservation units that have already been legally and nationally recognized, with different social, economic, and cultural realities. A challenge is presented as there are gaps in the territory management mechanisms and because of the potential increase in conflicts in larger areas that are of multiple use and interest.
- **Recognising the role of biodiversity for generating goods and services and its impact on socioeconomics:** is one of the greatest challenges for environmental management. Knowing the true value of biodiversity components, natural processes and their implications

19. Man and the Biosphere Programme (MAB). Available at: <http://www.rbma.org.br/mab/unesco_01_oprograma.asp>.

in the economy and social well-being allows for new practices, technologies and policies to contribute to the desired development in the long-term. It is usually, extreme shortages of natural resources, or when natural disasters such as floods take place which lead society to reflect upon the relation between natural systems and the benefits they may offer. There are several examples of services generated by biodiversity. In relation to water resources, for instance, there is not always an immediate association between inadequate water basin management and water shortages, the consequent generation of social conflicts or low water quality and natural environment losses. This implies a need for higher investments by the government and private sector. In the case of land use for agro-forestry and animal husbandry activities associated to environmental conservation areas, it is possible to provide alternatives for raw material use that lead to reductions in production costs. It is important to understand that altered coastal environments lead to an increase in vulnerability of coastal populations and are directly related to food security.

• **Enhancing land, marine and water resource management models aiming at inter-sectorality, social participation, and building sustainable development scenarios:** to guide space and resource management, so that the interests of different groups in society are respected, is an exercise that requires dialogue and acceptance towards new production practices and processes for income generation. Establishing natural areas under an environmental protection regime, such as biosphere reserves, is usually criticized as being an instrument that impedes development. However, the present management models of these areas allow for the experimentation and implementation of practices in order to promote development, increase economic activity and generate social well-being. In addition, it is essential to incorporate the concept of water as a natural and not just an economic environmental resource to maintain ecosystem dynamics in water resources management, which will ultimately produce good quality water at the required volume. Therefore, adopting instruments from the National Water Resources Policy[20], such as the committees and basin agencies, is a way of resolving conflicts and increasing water supply at a lower cost. Addressing impacts and conflicts resulting from intensive use of coastal and marine resources (70% of the Brazilian population lives in this region) requires the development of specific policies, which are subsidised by the different sectors that occupy these areas.

• **Increasing the capacity of human resources to implement new water resources management policies and models:** it is fundamental to maintain human health and poverty reduction efforts and consider water resources as a natural resource. At the same time, it is also crucial to consider that natural ecosystems provide an adequate amount of good quality water and thus integration of the water resources and environmental sectors is a *sine qua non* condition for sustainable development.

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20. BRAZIL. Law No 9,433 of 8th January, 1997. It institutes the National Water Resources Policy, creates the National Water Resources Management System, regulates item XIX of article 21 of the Federal Constitution and alters article 1 of Law No 8,001 of 13th March, 1990 that modified Law No 7,990 of 28th December, 1989. *Legislation website*. Brasilia: Presidential Staff Office of the Federative Republic of Brazil, 1997. Available at: <http://www.planalto.gov.br/ccivil_03/Leis/L9433.htm>.

## Development Objective

**NATURAL SCIENCES**

THE RIGHTS TO AN ECOLOGICALLY BALANCED ENVIRONMENT AND TO THE ACCESS TO SCIENTIFIC AND TECHNOLOGICAL KNOWLEDGE GUARANTEED.

## Medium term objectives (2008-2013)

1. Technical-scientific knowledge expanded in favour of natural resources conservation and sustainable management.
2. Scientific and technological knowledge focused on a policy to encourage development and peace as a way for improving people's living conditions.
3. Regional cooperation strengthened, including capacity-building and information sharing on natural sciences, with a view to increasing national and global strategies for combating climate change, biodiversity loss , and response to extreme events.

## Expected results (2011-2012)

- Brazilian Biosphere Reserves management model developed considering integrated and participatory management.
- Studies on relations between biological and cultural diversity developed.
- Areas of relevant geological interest valued through the recognition of new Geoparks.
- National marine biodiversity conservation initiatives influenced by IOC programmes and development of integrated management projects in coastal zone adapted to climate change.
- Capacity-building and initiatives on integrated water resources management implemented, especially on surface and underground hydrologic cycles and processes, as well as incentive to new guidelines to interact water management and conservation of aquatic ecosystems (R5, R6 and R8).
- UNESCO Natural Science related Category 2 Centres consolidated.
- Increased technical capacity in countries of the Southern hemisphere within South-South cooperation.
- Formal and non-formal activities defined, coordinated, and contributing to the improvement of science education in Brazil.
- Science and Technology policy drafted and under implementation at least in science and technology management, social integration, health education, and engineering.

## Challenges

- Contributing to the consolidation of a national science, technology and innovation policy.
- Sensitising Brazilian society to the role played by science for peace and development including public managers and opinion makers from private setor.
- Strengthening education for sustainable development through the integration of formal with non-formal education and teacher capacity-building.
- Consolidating new strategic international cooperation partnership agreements in science and technology.
- Enhancing policies and new models of participatory management for sustainable development in Biosphere Reserves.
- Recognizing the role of biodiversity in generating goods and services and its impact on socioeconomics.
- Enhancing land, marine and water resources management models aiming at intersectorality, social participation, and the building sustainable development scenarios.
- Increasing human resources capacity for implementing new water resources management policies and models.

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Philosophy

Human Security and Peace

Challenges and Strategies in

# social and human sciences

Human Rights

Social Transformation

Poverty Reduction

Ethics in Brazil

Historically speaking, social, economic and cultural inequalities were some of the most outstanding features in the country. Despite recent advances in the area, poverty, the violation of human rights, disordered urban growth, racial discrimination and challenges in the field of safety and security still require attention from the federal government and public policy makers.

Despite the persistence of social inequality, Brazil has substantially advanced in reducing extreme poverty through the formalisation of work and the growth of social mobility. The country has also progressed with integrated and transversal policies, and especially with social participation mechanisms. The national and regional thematic conferences which have frequently been sponsored by UNESCO should be highlighted. They were held in response to demands from civil society for higher social control and participation in various issues such as social integration, human rights, culture, sports, public security, health, and youth.

Therefore, new priorities established by UNESCO Member States in the Social and Human Sciences Sector point to emerging issues such as bioethics, ethical challenges brought about by climate change, overcoming violence, and constructing coordinated youth policies.

Apart from these and other new challenges and opportunities within the scope of the International Year of Youth, the end of the Decade for a Culture of Peace and Non-violence, in addition to forthcoming important international sporting events[21], the Sector will continue to conduct several activities which are already underway. Among these, the following should be emphasised: (i) working more closely with private sector actors who are committed to social development; (ii) expansion of South-South cooperation in already successful interventions and public policies such as the Open School Programme in Guinea Bissau and Central America; (iii) consolidation of policies that focus on young people as their main protagonists and beneficiaries, including the National Public Security with Citizenship Programme (Pronasci)[22] and the National Youth Integration Programme (Projovem)[23]; (iv) partnership agreements with civil society, UNESCO Chairs and centres of research excellence to develop innovative projects connected to citizens' safety and security, prevention of violence and social integration; (v) technical cooperation with governments and civil society, aimed at promoting and protecting human rights, as well as fighting all forms of discrimination; and (vi) developing actions that use sport as an instrument for constructing values and achieving complete human development, including anti-doping actions.

## Challenges and opportunities for action

- **Fighting poverty, social inequalities and exclusion as a priority for youth:** it is necessary to systematise knowledge and experiences related to the design, implementation, enhancement, evaluation and replication of policies and civil society initiatives to reduce poverty, fight inequalities and for social integration. In relation to actions linked to urban issues,

21 . Brazil will host the FIFA World Cup in 2014 and the Summer Olympic Games in 2016.

22. BRAZIL. Ministry of Justice. *National Public Security with Citizenship Programme* (*Pronasci*). Available at: <http://portal.mj.gov.br/pronasci/data/Pages/MJF4F53AB1PTBRIE.htm>.

23. BRAZIL. National Department for Youth. *National Youth Integration Programme (ProJovem)*. Available at: <http://www.projovem.gov.br/site/interna.php?p=material&tipo=Noticias&cod=742>.

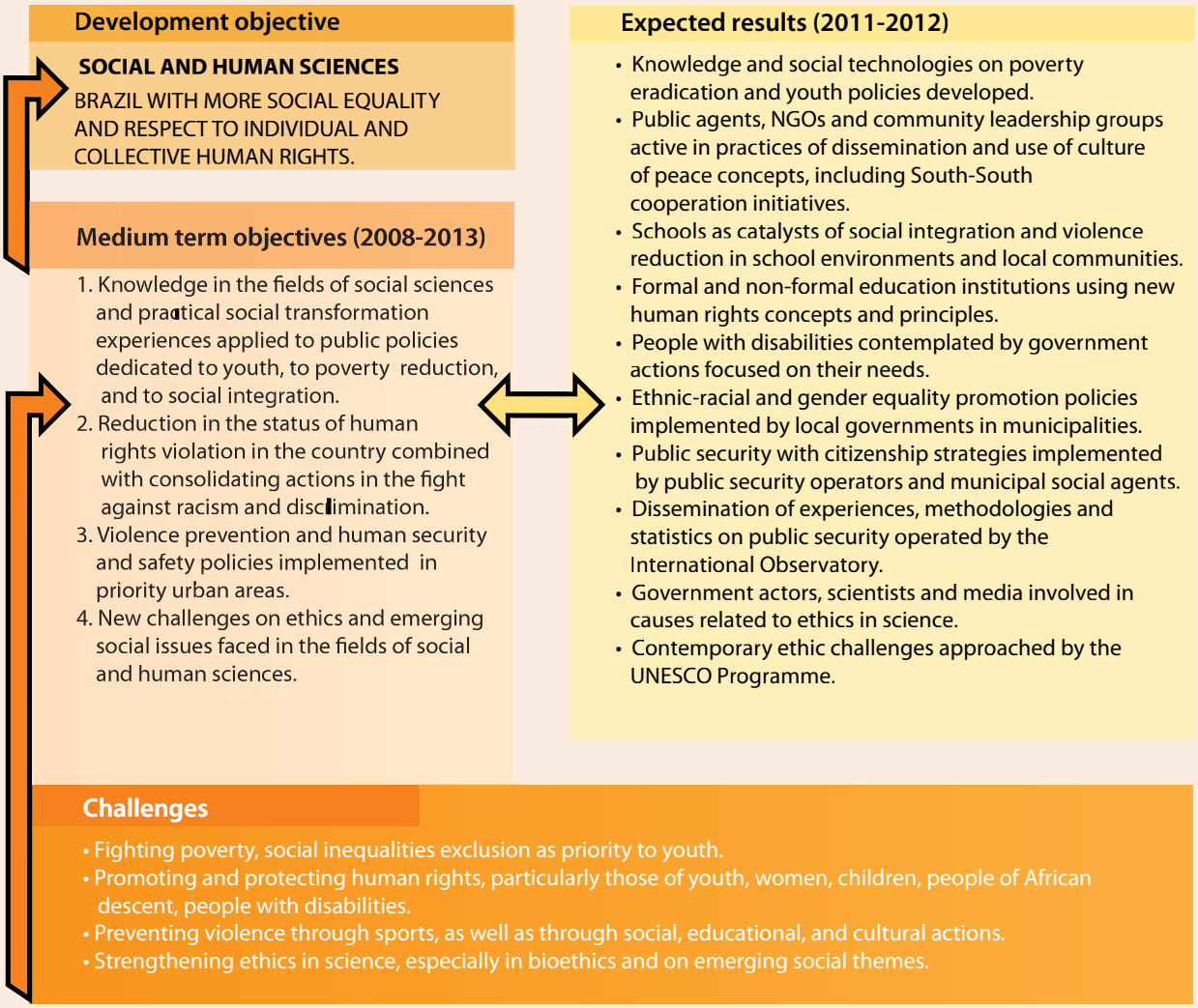
poverty eradication, youth and sport, it is expected that cooperation networks will be fostered, involving UNESCO Chairs and research centres at universities, in addition to organizations such as the Brazilian Centre for Analysis and Planning (CEBRAP), the National Social Science Postgraduate and Research Association (ANPOCS) and regional centres such as the Latin American Social Science Council (CLACSO) and the Latin American Faculty of Social Sciences (FLACSO). Promotion of the 'right to the city' concept to reduce the social gap between 'the hills' and 'the asphalt' may allow greater social and spatial urban integration and better redistribution of opportunities and rights amongst inhabitants.

• **Promoting and protecting human rights, particularly those of youth, women, children, Afro-Brazilians and people with disabilities:** it is necessary to incorporate an increasingly transversal element in actions and projects aimed at the above-mentioned groups and others who may benefit from the accumulated knowledge of the Social and Human Sciences Sector at the UNESCO Brasilia Office. In addition, it is necessary to consolidate technical cooperation partnerships with governments and civil society, reflecting the priority given to exercising human rights and fighting racism and discrimination, as well as establishing cooperation links with other Latin American and African countries.

• **Preventing violence through sports, social, educational and cultural actions:** UNESCO seeks to increase interventions that have already proven to be successful. The main examples of such interventions are: the Open School Programme; reinforcement of institutional support to new government actors such as the National Youth Council (Conjuve), and the National Youth Secretariat (SNJ); consolidation of the institutional aspects of public policies that focus on youth as their beneficiaries and protagonists, such as Pronasci and Projovem; encouraging actions, research and involvement from civil society, particularly by grassroots organizations (CUFA, Grupo Cultural AfroReggae, etc.) to develop innovative projects that focus on preventing violence and social integration. In relation to the culture of peace, the Sector will support national strategies and programmes which seek to combat violence and reinforce public security that are able to coordinate safety and security polices through social actions, disarmament, or other causal elements of violence. With the FIFA World Cup approaching in 2014 and the Summer Olympic Games in 2016, UNESCO will also increase its actions on issues concerning the use of prohibited substances in high level sports (doping) and will reinforce its catalysing role for actions that use sport as an instrument for social integration and for building a culture of peace.

• **Strengthening ethics in science, especially in bioethics and on emerging social themes:** in harmony with the Human and Social Sciences Sector's global strategy on ethics in science, the UNESCO Brasilia Office, in partnership with the Natural Sciences and Culture Sectors, will approach ethical issues connected to emerging social challenges, such as multiculturalism, challenges imposed by the climate change process, and rapid changes generated by the new demographic profile of the Brazilian population. The Organization has worked with issues linked to bioethics and ethics in science and technology since 1970. As well as seeking to foster intense discussion with the scientific community on the need for an agenda on ethics

and social and environmental issues for the 21st century, UNESCO will encourage concrete studies, discussions, and projects aimed at groups which are particularly vulnerable, considering the rapid transformation which Brazilian society is currently experiencing. Assistance and protection policies for 'environmental refugees', communities that have had their livelihoods damaged by climate-related tragedies or even mitigating measures taken in controversial environment-related cases will lead UNESCO to promote reflection.

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Culture and Sustainable Development

Challenges ans Strategies in

World Heritage

# culture

Cultural Diversity

Access to Culture

The substantial increase in the country's economic growth rate, with advances in urbanisation and infrastructure, in addition to unprecedented mobility at the base of the social pyramid and ascension of millions of people into the middle class, is the determining prism for understanding the UNESCO Brasilia Office Culture Sector's main advances and challenges in the 2011-2012 biennium.

In the field of culture, on one hand, this process implies greater capacity by public entities to implement policies. On the other hand, it also means an increase in social demands regarding the use of and access to cultural properties, as well as accelerating transformations that may represent irreversible ruptures to tangible and intangible cultural heritage. Indeed, this is linked to pressure to renovate historical urban areas; traditional populations having access to new ways of life; interconnectivity, which is substantially changing ways to access and express culture. In this context, the greatest challenges for developing an agenda which combines culture and development are the heterogeneity of the country, low level of cultural policy institutionalisation, and difficulties related to intersectoral and inter-institutional approaches. Furthermore, a growing interest from governments at state and municipal levels in managing cultural properties can be noted, as there have been requests for capacity-building on all themes related to culture and world heritage.

The promotion of intercultural dialogue, which is a relatively new theme on this agenda, requires greater conceptual and programmatic refinement, in order to avoid inconsistent actions or those which reproduce contradictory stereotypes. South-South cooperation is of great interest to national authorities and could have a common platform at UNESCO, with considerable potential for actions in the field of culture.

The impact of development in the Amazon region is a theme that can no longer be left aside on the national agenda, as it has direct implications for safeguarding intangible assets, cultural tourism, and archaeological heritage.

There is great interest and room for further advancements in methodologies to measure social and economic impacts on culture, particularly those related to intangible cultural heritage, due to their importance and methodological complexities.

## Challenges and opportunities for action

• **Capacity-building for local managers and civil society agents to identify, safeguard, and promote cultural heritage:** the increasing involvement and interest of governments at state and municipal levels in managing the preservation of cultural property is a general trend in the country, providing possibilities for consolidating and extending actions. Consequently, the demand for capacity-building is growing, with a view to training local managers to implement actions to identify, safeguard and promote tangible and intangible cultural heritage. Federal institutions have been greatly pressured to provide training on cultural programme development and implementation and have turned to UNESCO for support. This is the case for the Heritage Management Training Centre, which UNESCO classifies as a Category 2 Centre.

In addition to supporting implementation of the World Heritage Convention[24] for South America and Portuguese Speaking Countries in Africa (PALOPs), the centre will also contribute to providing local capacity-building requirements.

• **Fostering new development plan practices for cultural heritage preservation, including archaeological and underwater heritage:** the accelerated process of economic growth that the country has been experiencing may lead to irreversible ruptures in tangible and intangible cultural heritage. For example, evidence of increasing pressure on renovating historical urban areas; indigenous populations have sought new ways of life, due to a dramatic increase in migration to urban areas which has threatened their traditional knowledge and languages; furthermore, social factors such as interconnectivity have considerably changed the ways through which culture is accessed, increasing cultural expression channels used by groups which were previously invisible within the national scenario.

In addition to impacts on indigenous cultures, the issue of archaeological heritage has been raised in the Amazon region due to pressure from economic growth and large infrastructure investments. This UNESCO Brasilia Office has not yet made any extensive efforts on this issue. Recent scientific discoveries point to the need for a complete review of what was previously known about the land occupation process in the region. They suggest investments should be designated to support thorough cultural impact studies and that preventive measures are associated to such investments. As one of the alternatives to protect and promote these areas and cultures are an incentive for their recognition as sites and cultural expressions, so that they are registered on the World Heritage and Intangible Cultural Heritage Lists.[25]

Regeneration of central areas and harbours, as well as investments in great sporting events which will take place in Brazil in the near future, are other examples of how the current development stage can indicate opportunities or losses for cultural heritage, depending on the choices made during the planning stages. UNESCO should endeavour to contribute to national authorities by advocating for an integrated approach to the urban regeneration processes, particularly focusing on input from national and international experiences, aimed at building public or private partnership models and with a view to renovating historical centres.

• **Developing methodologies to appraise the economic and social dimension of culture:** national institutions have great interest in methodologies that measure the economic and social impacts of culture. Within this context, measurement of intangible heritage which is highlighted by the new "UNESCO Framework for Cultural Statistics"[26] is at the forefront, both for its importance to countries with great diversity and heterogeneous social conditions such as Brazil, and the methodological complexities it presents.

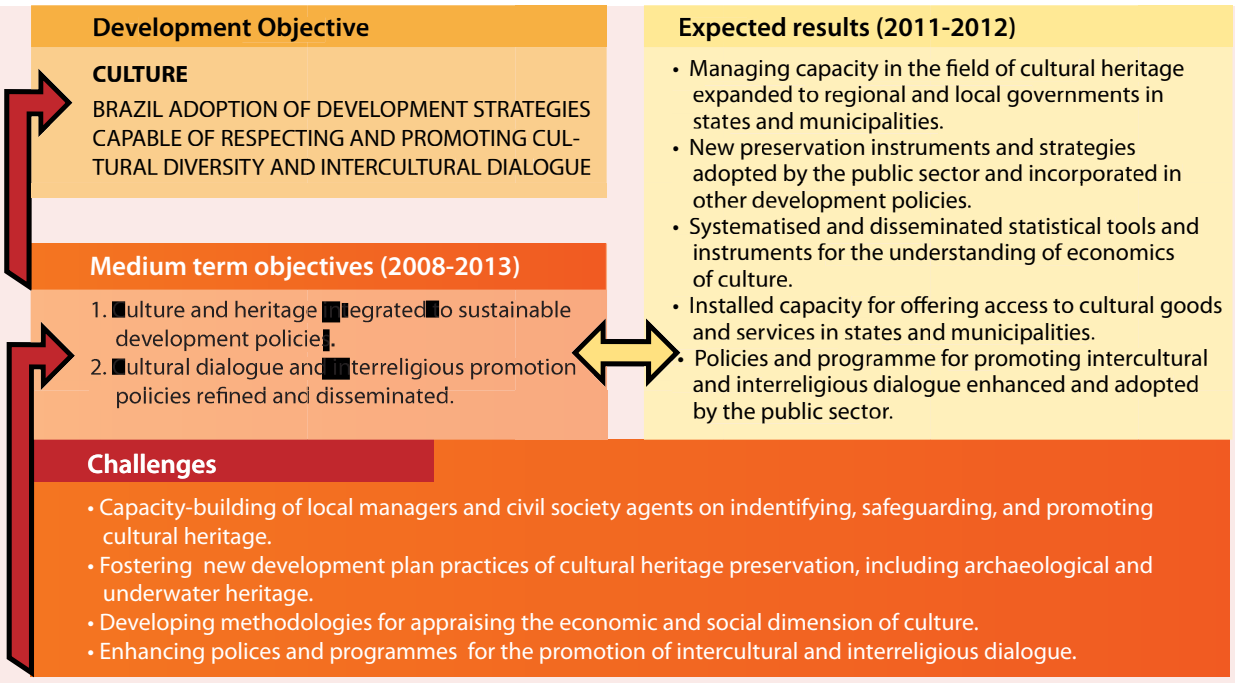
The diagnosis and research which seek to understand the dynamic of the economy of culture sectors – especially the most dynamic segments, such as the audiovisual, publishing, and

24. UNESCO. *Convention on the Protection of World, Cultural and Natural Heritage*. Paris: UNESCO, 1972. Available at: <http://whc.unesco.org/en/conventiontext>.
25. UNESCO. *World Heritage Convention*. Available at: <http://whc.unesco.org/en/conventiontext>. UNESCO. Convention on the Safeguard of Intangible Cultural Heritage. Available at: <http://www.unesco.org/culture/ich/index.php?lg=EN&pg=home>.
26. UNESCO. *2009 UNESCO Framework for Cultural Statistics*. Montreal: UNESCO Institute of Statistics, 2009. Available at: <http://unesdoc.unesco.org/images/0019/001910/191061e.pdf>.

tourist industries – are mainly initiatives by public banks, export agencies, the tourism sector and business organizations analysing their own investments. However, these initiatives have not shown sufficient regularity or scale for them to guide public policies. Therefore, UNESCO is contributing to consolidate cultural research and statistics on the public sector agenda.

• **Enhancing policies and programmes that promote intercultural and inter-religious dialogue:** educational policies in Brazil have increasingly raised the value of themes such as diversity, intercultural dialogue, and the fight against discrimination. However, this agenda is divided into specific groups (indigenous populations, people of African descent, and traditional populations), resulting in strategies that have not been able to explain conflicts that arise within the school environment, or to act on them. The great challenge for culture is to provide assistance to develop transversal educational approaches which are closer to the experiences, ways of life, and views on the world that students and their communities hold. The General History of Africa Collection, which has been translated into Portuguese, as well as the production of associated pedagogical material may be one of the ways that intercultural dialogue actions may be encouraged by the UNESCO Brasilia Office. These actions will be conducted through the Brazil-Africa: Crossed Histories Programme, which has the objective of enhancing Brazil-Africa relations and result in recognition, protection, and promotion of African culture as a live and dynamic combination of knowledge, ways of life, and creativity.

A particularly complex and relevant theme is the teaching of religious studies in public schools, which is a compulsory subject in accordance with the Education Guidelines and Framework Law.[27] Minority religions, particularly those of African origin, have not been adequately addressed by teaching materials or been subject to an approach which is capable of ensuring diversity and inter-religious dialogue.

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27 BRAZIL. Law Nº 9,394, of 20th December, 1996. Establishes guidelines and a framework for national education. *Legislation Site*. Brasilia: Presidential Staff Office for the Federative Republic of Brazil, 1996. Available at: <http://www.planalto.gov.br/ccivil_03/Leis/L9394.htm>.

United Nations
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Information for All

Media Development

Challenges and Strategies in

# communication and information

Freedom of Expression

ICTs in Education

The UNESCO Brasilia Office Communication and Information Sector has adopted a restructuring macro strategy for its programme in Brazil since the last biennium, in light of advances and demands brought about by Brazilian society in recent years. Economic growth and technological advances in Brazil have led to increased opportunities. However, bottlenecks have also become evident in relation to access to information, freedom of expression, and conditions of infostructures which are necessary for sustainable development. A window of opportunity has also opened for UNESCO actions in the country, as a result of the support given to restructuring the communication regulatory framework. Furthermore, infostructure reorientation has been sought by the government through this Organization, so that they may meet citizens' needs, always seeking to reduce informational asymmetries which are still found in Brazil. In response to specific requests made by the Brazilian Federal Government to UNESCO, cooperation in the fields of information and communication technologies (ICT) applied to education continues to be reinforced and focused in the areas of teacher training and impact assessment.

In addition to core partnership agreements with the public sector, this programme also prioritises cooperation with private companies that play a relevant role in the communication and information area. Moreover, a dialogue with new partners in the fields of research and knowledge production is being developed, as well as a policy for working closer with UNESCO Chairs.

Indeed, during this biennium, the aim is to intensify the intersectoral approach of the themes by working with other sectors of the Organization on project developments.

In line with UNESCO's strategic programme documents (C/4 and C/5)[28], the areas of media development, access to information and strengthening infostructures have been intensified, designed and implemented.

Cooperation efforts and activities related to archives, libraries, e-government and other infostructures, information and knowledge management were re-evaluated, with the objective of ensuring that they converge towards the common goal of strengthening policy on universal access to information, which guarantees and promotes the right to information. Possibilities for field work in media and information literacy training and the modest development of this agenda in Brazil have been enhanced by recent tools provided by UNESCO in this area.

The "Media development indicators"[29] have come to be used as the main tool for several of the Organization's actions in relation to the broad and complex Brazilian media and communication system. Therefore, several activities have started in the areas of media regulation, public and community communication, freedom of expression and press freedom, new media, capacity-building of media professionals, and system organization.

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28. The C/4 documents refer to medium-term strategies, available at: <http://portal.unesco.org/en/ev.php-URL_ID=36920&URL_DO=DO_TOPIC&URL_SECTION=201.html>. The C/5 documents refer to strategies for the biennium, available at: <http://portal.unesco.org/en/ev.php-URL_ID=36921&URL_DO=DO_TOPIC&URL_SECTION=201.html>.
28. UNESCO. *Media development indicators*: a framework to evaluate communication development. Brasilia: UNESCO, 2010. Available at: <http://unesdoc.unesco.org/images/0016/001631/163102por.pdf>.

# Challenges and opportunities for action

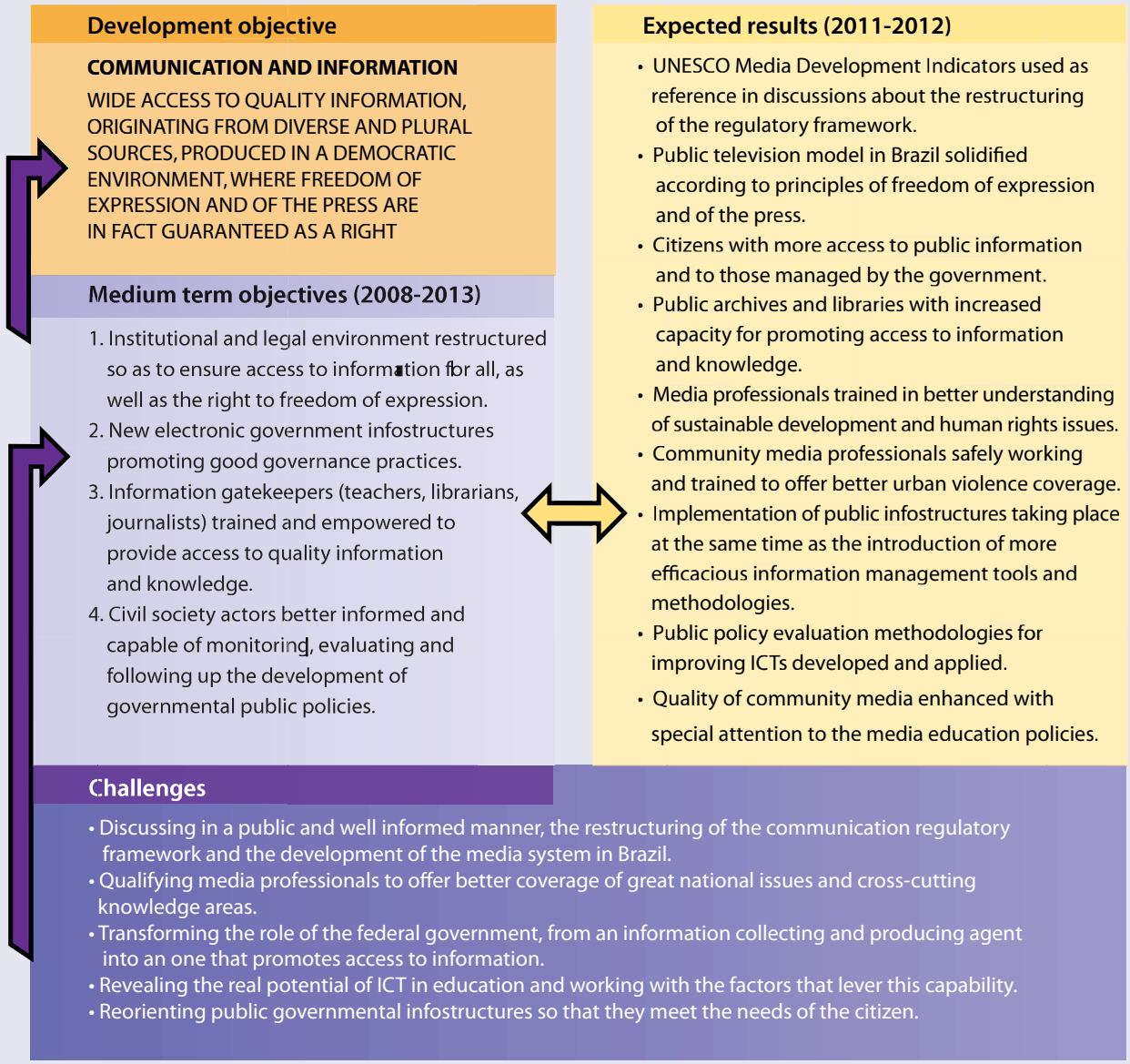
• **Discussing the restructuring of the communication regulatory framework and development of a media system in Brazil in a public and well informed manner:** enhancing the Brazilian media system and the regulatory framework in the communications sector has the objective of assisting the development of sound and objective strategies aligned with the international democratic scenario. Within this scope, UNESCO principally works on the design and development of tools and concepts in the areas of media development indicators, public and community broadcasting, media and information literacy training, capacity-building of communication professionals, new media and digital convergence.

• **Qualifying media professionals so that they are able to offer better coverage of great national issues and on areas of transversal knowledge:** in order to enhance information conveyed on important national issues and the transversality of different areas of knowledge, it is essential to fill these gaps, by training media professionals (journalists, community agents and others). This training takes place through strategies that point to specific sectors (for instance, risk communication, climate changes, HIV and AIDS) or transversal areas (public communication, media digitalisation, etc.)

• **Transforming the federal government's role from an information collecting and producing agent to one that promotes access to information:** the objective of fostering government actions to promote access to information anticipates the provision of technical assistance to implement a national policy on access to information. Policies aimed at archiving, electronic governance, digital integration and the use of ICT (with special attention paid to mobile telephones and the various facets of web 2.0) are of core relevance.

• **Revealing the real potential of ICT in education and working on factors that lever this potential:** the application and development of ICT in the field of education is achieved through initial and continuous teacher training and international cooperation. The objective is to exchange experiences *vis-à-vis* the great challenges posed by the introduction of ICT in education, especially in relation to the evaluation of strategies which are already in place.

• **Reorienting government infostructures so that they meet citizens' needs:** this objective aims to provide input and encourage incentives for the creation of infostructures to train public administration management. Therefore, improved information and knowledge management and enhanced governance is sought through a system that maps the population's needs, in order to optimise the adoption and implementation of social public policies. .

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United Nations
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**Brasilia Office**

Part III

# natural sciences

# social and human sciences

# communication and information

# culture

# education

Some themes were selected by the UNESCO Brasilia Office for a more coordinated advocacy effort during the 2011-2012 biennium.

## Making advances in the efficiency of the education system

Public education in Brazil has been historically guided by the needs of a minority of the population. The basic education expansion process in the country only began in the 20th century, with an accentuated growth being seen in the 1980s. Brazil's recent international projection and its social, economic and political growth require a human resources structure which is appropriate for the country's ambitions.

Despite progress in the democratisation of education, access to schools, permanence and relative academic success, these factors still represent a large deficit at all educational levels and in all forms, which can be confirmed by the high repetition (19.1%) and drop-out rates (6.3%).[30] Data shows that approximately 85.2% of people aged between 15 and 17 are in education and a mere 30.3% of young people aged between 18 and 24 go to school; however, 42.1% of the second age group are still attending primary or secondary schools.[31] The difference between age and school grade remains one of the great problems in basic education in Brazil. In addition, the average number of years in education is minimal for the Brazilian population, at approximately six years.

In relation to illiteracy, research shows that the illiteracy rate in the country has been falling, with approximately 14.1 million illiterate people in 2009.[32] However, it is necessary to combine efforts to improve efficiency in the educational system, taking into consideration the high drop-out rate and poor performance of students in the 4th and 8th grades of primary and lower secondary education, and the 3rd grade of upper secondary education in national and international

30. BRAZIL. Presidential Staff Office for the Federative Republic of Brazil. *Inequalities in the Brazilian education system*: Observatory of Equity, Council for Social and Economic Development at the Presidential Staff Office, 2008. Available at: < http://www.ibge.gov.br/observatoriodaequidade/#>.
30. IBGE. *IBGE Summary of social indicators, 2010*. Available at: <www.ibge.gov.br/.../indicadoresminimos/sinteseindicsociais2010/default.shtm>.
31. Ibid.

tests. These assess reading comprehension and mathematical reasoning skills. In addition, an attempt has been made to reduce the drop-out rate in national literacy programmes by improving their quality and ensuring that results continue to be achieved.

Fighting against exclusion requires an effective educational policy focused on learning and human development, based on high quality teaching standards that ensure the life-long social and professional integration of citizens. This educational policy should focus on discussing factors related to the quality of teaching, funding, management, continuous teacher training and education, teachers' employment conditions and salaries, teaching careers and educational aspects (curriculum, increased number of hours spent at school and democratic school management).

## The social and environmental sustainability of biosphere reserves

The destruction of biodiversity in the country is the result of a non-sustainable model of land use and the exploitation of natural resources. Brazilian society still favours a strong market economy based on high production rates at a low cost. Limited knowledge of services and values that biodiversity may offer contributes to this unchanging model.

In order for this to be changed, sustainable practices need to be adopted which require investment. Some mechanisms make this change viable, such as payment for environmental services and incentives for a green economy, which contribute to the generation of employment, income and the population's well-being.

As it is home to one of the richest biodiversities in the world (being a member of a group comprising 17 megadiverse countries), Brazil is especially responsible for a change in concepts. Consequently, it recently started a consultation process to define public policies capable of implementing large-scale sustainable practices.

Establishing protection areas is one of the most effective instruments for conserving biodiversity. As a result, a great national effort was exercised to create and consolidate these areas. To this end, the Brazilian government approved and has been implementing legal instruments such as a bill that instituted the National System of Nature Conservation Units[33], and a decree that regulates this law and establishes the National Protected Areas Plan.[34] These are innovative frameworks as they offer the community the possibility to participate in decision-making and to apply financial mechanisms that make the system viable, as well as encouraging the conservation of natural environments. Today, the country has a little over 1,600 federal, state and private Conservation Units (CUs) that protect 16% of the continental territory and 0.5% of the marine area, which corresponds to 1,479,286km$^2$.[35]

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33. BRAZIL. Decree No 4,340 of 22nd August, *2002.* This regulates articles of Law No 9,985 of 18th July, 2000, which establishes the National Nature Conservations Units System (SNUC), and other measures. *Legislation Site*. Brasilia. Presidential Staff Office of the Federative Republic of Brazil, 2000. Available at: <http://www.planalto.gov.br/ccivil_03/decreto/2002/d4340.htm>.
34. BRAZIL. Ministry for the Environment. *National Plan for Protected Areas*. Brasília: MMA/Department of Biodiversity and Forests/Board for Protected Areas, 2006. Available at: <http://www.bioatlantica.org.br/Plano%20Nacional%20de%20Areas%20Protegidas.pdf>.
35. BRAZIL. Ministry of the Environment. Department for Protected Areas. Pillars for the financial sustainability of the national conservation unit system. Brasília: MMA, 2009. (Protected Areas of Brazil series; 7). Available at: <http://www.cbd.int/database/attachment/?id=951>.

Among the several challenges inherent to the consolidation of CUs in Brazil, particularly for those that comprise core zones of Brazilian biosphere reserves, the following challenges should be noted: creating and organising markets for products collected in a sustainable way; strengthening community-based productive chains, entrepreneurship in the area of ecological tourism, and incentives to encourage a low carbon economy. In addition, initiatives to make charges for environmental services, and a mechanism that generates income and encourages or compensates for environmental conservation, aim to develop CUs

## Fostering quality scientific education

The need to promote quality scientific education becomes evident not only because of the country's poor results in international assessments but also as a consequence of the lack of training provided to teachers and the use of methodologies which do not motivate students. Scientific education should be a great mix of education, science and technology policies which enhance formal and non-formal educational resources, as a strategy for improving education, as well as teaching citizens how to live in society.

For the last twenty years, Brazil has endeavoured to ensure that children and young people go to school by implementing social policies and programmes that provide assistance to guarantee their continuation in education. However, other challenges are presented: how can education really promote developing individuals that know how to live in society? How can the quality of education offered to the population be improved? And how can scientific education become an essential component of the educational process?

The teaching and learning of sciences assist in developing citizenship skills in students through the transfer of knowledge, building specific abilities (capacities for observation, recording, analysis, evaluation, and proposals), and discussing ethical, civil, and moral values. This development allows citizens to understand relevant phenomena and enables them to critically participate in issues discussed by society.

A strong response to these challenges may be formulated through mass investments in quality scientific education, which presupposes adopting a systemic view of the educational apparatus; encouraging scientific-based teacher training; using the school structure in a dynamic way; and developing integrated teaching methodologies which include the classroom and external environment.

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35. BRASIL. Ministério do Meio Ambiente. Departamento de Áreas Protegidas. *Pilares para a sustentabilidade financeira do sistema nacional de unidades de conservação*. Brasilia: MMA, 2009. (Série áreas protegidas do Brasil; 7). Disponível em: <http://www.cbd.int/database/attachment/?id=951>.

## Consolidating national violence prevention policies

The homicide rate for young people in capital cities is more than double that for the general population, with victimisation being particularly severe among young black men.[36] In Brazil, there is a lack or under-reporting of data related to youth violence and, therefore, an urgent need for a detailed statistical study is identified.

The inversion in the Brazilian population pyramid points to an urgent need to review concepts and is the focus of segmented public policies. The number of teenagers and young people is currently the highest ever seen in the county[37], and this age group increasingly continues to represent a large percentage of urban violence statistics, particularly among young black people and those with low educational levels. For every 100,000 young people, 50 are murdered every year in Brazil.[38] This phenomenon, which only affected Brazilian urban centres until recently, has now reached medium-sized cities, characterising a growing "internalization of violence".

UNESCO will seek to advise opinion and decision-makers on the importance of consolidating a violence prevention policy framework directed at youth (aged between 15 and 24). As a result of its extensive experience in publishing materials which addresses emerging challenges related to youth, violence and citizenship, the UNESCO Brasilia Office, Ministry of Justice, Ministry of Social Development and to Fight against Hunger and the National Youth Secretariat will jointly develop a National Youth Mortality Index (IMJ) in the 2011-2012 biennium.

The IMJ will comprise victimisation rates for young people, divided by age, gender, race and metropolitan region, and its objective is to contribute to an analysis of the country's youth "death geography" by indicating out corners of violence, and where government intervention is more critical. By creating the first mortality index specifically focused on youth, managers will be able to improve the structure of transversal public security policies and build historically-based evolution parameters.

## Sport as an instrument for social transformation

With forthcoming great sporting events – the 2014 FIFA World Cup and 2016 Summer Olympic Games – the UNESCO Brasilia Office will seek to reinforce the role of sport as a catalyst for social transformation and human development. Recent investments in sports infrastructure, particularly for the 2007 Pan American Games in Rio de Janeiro, have placed the social legacy of these opportunities in doubt. Public policy experts, civil society organizations and the media have criticised the social legacy of these games, arguing that there is a lack of planning or integrated actions which focus on social development.

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36. WAISELFISZ, J. J. *Mapa da violência 2011*: os jovens do Brasil. São Paulo, 2011. Available at: <www.sangari.com/mapadaviolencia/pdf2011/MapaViolencia2011.pdf>.
37. Ibid.
38. Ibid.

Through actions which are already being discussed with the Ministry of Justice and other partners, UNESCO will be able to support the training and capacity-building process of security professionals, seeking to raise awareness on the paradigm of security with citizenship. The fight against violence and endeavours which focus on improved living conditions for especially vulnerable groups will be some of the priorities for those actors involved in organising the 2014 FIFA World Cup and 2016 Summer Olympics.

Therefore, as a specialised UN agency, UNESCO has encountered a unique opportunity to reinforce its values and ideals for a culture of peace, solidarity, non-violence, tolerance, and justice through sports. These issues have been addressed by UNESCO during previous initiatives, where sport was a key-issue for disseminating values, such as fair-play and combating all forms of discrimination. In addition, the anti-doping agenda will play a leading role in UNESCO actions for the biennium, reinforced by the establishment of the Brazilian Agency for Doping Control (ABCD), which will promote, coordinate and follow-up preventative and disciplinary actions on doping in the country.

## The convergence of culture and education for dialogue and development

The efforts made in educational policy have received a minimal contribution from those who produce or reflect on culture in Brazil. This situation makes UNESCO a privileged facilitator for integrating these areas, seeking to combine educational strategies with transversal project experiments, which establish links between content and ways of living, creating and interpreting the world of students and their communities.

The fields where education policies are explicitly related to culture have increased in Brazil, mainly due to the incentive directed at thinking about how to promote and protect cultural diversity. In concrete terms, these new contents are being added according to specific areas or context, such as indigenous populations, people of African descent, traditional populations, arts, music, and religious studies. Despite this advancement, the so-called 'malaise' in education, especially in large urban centres, seems to require the addition of other forms of approach. In the cities, conflicts take place between those considered both equal and unequal and the causes extend beyond ethnic-racial relations or regional origins. In addition to conflicts, prejudice, indifference and denial also weaken educational experiences, which, above all, presuppose the idea of exchange.

Despite recognizing great operational difficulties to implement intersectoral policies, the contribution offered by UNESCO should be based on creating common instruments to design policies, programmes and projects. This is the case with the extension of the partnership agreement between the agency and the Ministry of Education in the field of culture.

## Policies aimed at integrating relations between cultural and biological diversity

These policies are necessary at every opportunity where the theme related to advances in the development process which particularly affects regions of great biological diversity and where indigenous and traditional populations reside is discussed and developed.

The Amazon is an issue that may no longer be left aside on the national agenda, to the extent that the region is under pressure from the forces of development, which will imply the construction of harbours, roads, railways, large hydro-electric power plants, universal access to electrical energy, investments in mining and industrial sectors, etc.

Some initiatives led by the federal government, such as specific actions to safeguard intangible cultural heritage, creation of protection categories (agricultural and cultural landscape systems) and the documentation of indigenous cultures and languages, will aid in reducing impacts on cultural and biological diversity in the affected areas. However, the biggest challenge is its effective incorporation in an integrated concept between the two dimensions that may support priority policies which will be implemented. UNESCO's role is to defend this idea and assist to expand and consolidate on-going programmes.

The issue of integrating relations between cultural and biological diversity, although present in academic and political discussions in Brazil, has yet to been targeted with a range of policies, programmes and legal instruments that make them practical.

## Strengthening knowledge-based societies

Despite the gradual increase in access to ICT, inequalities remain in this field and interfere in the effectiveness of an information society in Brazil. Moreover, there is still a need for an effective transformation from an information society to a knowledge-based society, where information is abundant and is used for the development of nations, communities and groups of individuals.

Numerous opportunities are raised by the expansion of communication channels, such as the socialisation of knowledge, access to information relevant to daily life, scientific advances, reinforcing freedom of expression, cultural identities and artistic production practices. However, ICT points to essential issues that extend beyond the trivial relation between taxpayers and the government, as in the realm of ethics and defeating inequalities, protecting ethnical and linguistic minorities, and guaranteeing human rights.

Consolidating the debate on opportunities and challenges, which originate from reflections on a knowledge-based society, is urgently required. A reduction in the different dimensions: economic, cultural, age, gender, etc., the digital divide, strengthening freedom of expression, restructuring learning centres based on possibilities offered by the technological revolution,

furthering knowledge-based networks, and expanding access to information are some actions that should be developed under the conceptual umbrella of a knowledge-based society.

## Electronic governance to promote, protect and guarantee human rights

For the first time in history, the advance of ICT, mobile telephones and access to the World Wide Web, whether in the quality of the hardware and software available, or in the increasingly significant sector of the population that has access to it, places the national government within everyone's reach via virtual services.

Despite almost universal ICT in Brazil, the electronic services available to citizens are still reasonably restricted with regards to their reach and development. In addition to the federal government, a lot of difficulty is still faced in constituting a quality electronic government in different states and municipalities.

In places with a more advanced strategy, there is a clear predominance of electronic government, aimed at improving the quality of fiscal and tax collection. However, it is possible and necessary to go much further. A country that manages to achieve electronic voting from 120 million people and that operates a monthly electronic social benefit system for millions of families that live in very remote areas has already an installed capacity to make advances towards providing universal access to information.

The possibilities that resulted from the universalisation of ICT and emergence of various virtual interaction spaces, as a result of web 2.0, may reinforce a quality electronic governance strategy. Furthermore, this will allow promotion and protection and guarantee numerous human rights to really be consolidated. Therefore, methodologies need to be developed, tested and put into practice.[39]

39. Detailed UCPD Brazil programmatic frameworks – 2011/2012 are available at: <www.unesco.org/new/pt/brasilia/areas-of-action/>.