



The abridged version of the Brazilian Report is part of the Global Initiative on Out-of-School Children. The publication presents the profiles of children and adolescents who are either out of school or facing the risk of exclusion, the main barriers that affect universal access and permanence at school, and the policies and programs that have been implemented to face them, along with a synthesis of its conclusions and recommendations.

The full report is available in Portuguese for download at www.unicef.org.br and www.campanhaeducacao.org.br



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ALL CHILDREN IN SCHOOL BY 2015

Global Initiative on Out-of-School Children



BRAZIL

Access, permanence, learning and conclusion of Basic Education at the right age – A right of each and all children and adolescents

EXECUTIVE SUMMARY

August 2012



PUBLISHED BY

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Cover: Campaign For a childhood free from racism/João Ripper/Imagens Humanas, and Dreamstime (flag)
Imaging: Premedia Crop

* "All children in school by 2015" is a reference to the Millennium Development Goal 2: 'Achieve universal primary education'. In Brazil, this goal is linked to Primary Education.

Printed in Brazil

Global Initiative on Out-of-School Children

The Brazilian report is part of the Global Initiative on Out-of-School Children, coordinated by UNICEF and by the UNESCO Institute for Statistics (UIS).

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Cataloguing in Publication

Access, permanence, learning and conclusion of Basic Education at the right age – A right of each and all children and adolescents United Nations Children's Fund / Fundo das Nações Unidas para a Infância – Brasília: UNICEF, 2012.

"Global Initiative on Out-of-School Children – Brazil".
Keywords

1. Brazil – Educational policy 2. Children and adolescents – Brazil – Social conditions 3. Children and adolescents – Rights 4. Children and adolescents – Education 5. Right to education 6. Education – Brazil 7. Basic Education 8. School inclusion.

ISBN: 978-85-87685-32-2

12-08000

CDD-379.260981

Catalogue index:

1. Brazil: Children and adolescents: School inclusion: Public policies: Education 379.260981

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CAMPAIGN FOR A CHILDHOOD FREE FROM RACISM

All photos that illustrate this report, including the cover picture, are part of the Campaign For a childhood free from racism, led by UNICEF in partnership with the SEPPIR, among other partners (see more on page 29)

This is the abridged version of the Brazilian report of the Global Initiative on Out-of-School Children. The complete report is available for download at www.unicef.org.br and www.campanhaeducacao.org.br

Preface

“States Parties recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular (...) Take measures to encourage regular attendance at schools and the reduction of drop-out rates.”

(Convention on the Rights of the Child, Article 28, 1-e)

The text above is an excerpt of the Convention of the Rights of the Child, which was approved by the General Assembly of the United Nations on November 20, 1989, and which is, nowadays, the most accepted Human Rights instrument in the universal history. It has been ratified by 193 countries, including Brazil.

In spite of all efforts, there are still many barriers that must be overcome so that we may attain the objective stated by the document. In the entire world, 72 million children at the age of the early years of Secondary School¹ were out of school in 2009. To face this scene, UNICEF and the UNESCO Institute for Statistics (UIS) started the global initiative on *Out-of-School Children* (OOSC), which analyzes the facts of exclusion and the risks of dropping out of school in 25 countries.

In Brazil, the project has been developed in partnership with the National Campaign for the Right to Education, a civil-society network that has been active since 1999 for the implementation of the constitutional right to education in the country.

By taking part in this global study, the intention of the UNICEF office in Brazil was to deepen the analysis of the regional, ethnic-racial and socio-economic inequalities described in the report *Situação da Infância e da Adolescência Brasileira 2009* [“The State of Children and Adolescents in Brazil 2009”]. We believe that, in order to keep strengthening the country’s steps in this area, it is now necessary to turn our attention to the children and adolescents who are either out of school or facing the risk of exclusion, most of them stemming from vulnerable populations such as Afro-Brazilians, Indigenous, Quilombolas, poor, from the countryside, at risk of violence and exploitation, and with disabilities. It is also necessary to look at the children and adolescents who, albeit attending classes, have not secured their right to learn, due to several factors and vulnerabilities that increase the risk of dropping out and evading school.

¹ Education for All Global Monitoring Report 2010: *Reaching the marginalized*, UNESCO, Paris, 2010.

School exclusion is a complex phenomenon, and overcoming it demands more than good will alone. The State must fulfill its constitutional duty, and there must be the participation and the commitment of the entire society, and of each one of us, in order to secure the access, permanence, learning and completion of Basic Education at the right age. For these reasons, the Project has involved public managers of the three governmental levels in the area of education and other social policies, as well as actors of the civil society and of other institutions and agencies of the United Nations.

In January 2011, a Working Group was created for the Project, initially including representatives of the Ministry of Education (MEC), of the Anísio Teixeira National Institute of Educational Studies and Researches (INEP), of the National Union of Municipal Heads of Education (UNDIME) and of the National Council of Secretaries of Education (CONSED).

At a further moment, with the aim of deepening the multidisciplinary and inter-institutional nature of the phenomenon of school exclusion, the Group was enlarged with representatives of the Secretariat of Human Rights (SDH), of UNESCO, of the International Labor Organization (ILO), of the National Confederation of the Workers in Education (CNTE) of the Ministry of Social Development and Combat to Hunger (MDS), and of the Secretariat of Policies to Promote Racial Equality (SEPPIR).

Other actors related to the theme, such as municipal heads of education in all regions of the country, representatives of non-governmental organizations, universities, movements and forums, were also called to take part in the process from the start, with workshops to discuss the effectiveness and the gaps of the existing policies. The Working Group and the workshops have mobilized a total of 102 persons.

During the development of the Project, we noticed that the lack of dialogue and joint work among the many areas and the various levels of the State is one of the main hindrances to the implementation of effective public policies to face the complex phenomenon of school exclusion. Many initiatives have been implemented to change this situation, but they are still far from attaining the much-needed and desired intersectoriality and integration of the policies.

Through the present study, we hope to contribute to the huge efforts of a country that has reached a particular level of economic, social and political development, and has produced thereby all the conditions to create effective solutions to face educational exclusion, thus securing the access to public Basic Education with quality for all the population in school age – above all, children and adolescents.

Introduction – The main challenge: Reduce inequalities

The regime of collaboration among states, municipalities and the Union for the educational policies in Brazil is established by the 1988 Constitution, by the Act of Guidelines and Bases for National Education, and by the National Plan of Education (PNE). Even though the legislation clearly defines the responsibilities of each one – it is a duty of the municipalities to provide Primary School and Children's Education, while the states must provide Secondary School, and the Union must play a redistributive and fast-track function, providing technical and financial assistance –, in practice there is a difficulty in defining how these different instances must cooperate among themselves in order to secure the access of all children and adolescents to quality education.

The articulation of these three governmental spheres produces a very complex system of educational management in Brazil, which becomes even more complex due to the continental dimensions of the country. Brazil has quite striking regional inequalities in geographical, social and economic terms, which have a significant influence on its school networks and on the challenges that need to be overcome.



Photos: João Ripper / Imagens Humanas

Children of the community of Picada, which belongs to Quilombo Gurutuba

Starting in the 1990s, the country has expanded its efforts to improve the access of its children to education. In order to reduce the inequalities, an educational policy was adopted with an emphasis on the decentralization of resources, through the Maintenance and Development Fund for Primary Education and Valorization of Teaching (FUNDEF). By linking the official transfers of resources to the number of students, the FUNDEF, which was substituted in 2007 by the Maintenance Fund of Primary Education and Appreciation of the Professionals in Education (FUNDEB), kept the focus on Primary School as the central axis of the educational policies at that moment.

The PNE 2001-2010 (Act 10172/2001) has strengthened this mechanism, by stipulating that states and municipalities should create their own plans of education. These plans must supplement and put the PNE to practice, considering the local and regional particularities. Yet, according to the survey publicized in 2010 by the program Observatório da Educação, of the NGO Ação Educativa, 15 of the 26 Brazilian states do not have plans to set their guidelines and goals for the public policies in the area. The absence of a local plan is also seen in the Federal District. Likewise, 44% of all Brazilian municipalities have not created their plans of education, according to the Research of Basic Municipal Information (IBGE, 2010). After the expiry of the deadline of the PNE 2001-2010, the National Campaign for the Right to Education estimates² that only one third of its goals has been achieved, and points out that Brazil is still far from devising and successfully implementing State policies in the field of education³ beyond the actions and programs that depend on the good will of the public managers.

Along with the change of funding and in the organization of the educational systems, the educational policies have invested in the training of the teachers and in programs to stimulate the permanence of the children at school. As a result, the country is quite close to the ideal of universal Primary and lower Secondary School. According to the IBGE's 2009 National Survey of Household Samples (PNAD), 98% of the children from 7 to 14 years old are in the schools, corresponding to about 26,9 million students. When we include the children aged 6, the rate falls to 97,6%, but the trend is that this figure will keep rising, due to the mandatory nature of the nine-year cycle of Primary and lower Secondary School⁴.

² *Posicionamento Público sobre o PNE*, publicized on December 8, 2010. Available at <http://campanhaeducacao.org.br/?idn=260>

³ In mid-2012, an act project was in transit at the National Congress to create the National Plan of Education. As part of the democratic process, the Plan has been discussed by several sectors of the society, and its proposal has received several amendments. One of the main amendments is proposing that 10% of the GNP must be used in the area, based on the calculations of the study on the cost and quality by student [“Custo Aluno-Qualidade inicial: rumo à educação pública de qualidade no Brasil”], in contrast to the 7% proposed by the federal government until 2020.

⁴ In 2006, Act 11.274 entered into force to regulate the nine-year cycle of Primary and lower Secondary School in Brazil. The deadline for the implementation of this act, under the terms of the current legislation, expired in 2010.

The 2% that have remained out of school represent around 535 thousand children from 7 to 14 years old, according to the PNAD 2009-data. The most affected children are in the vulnerable populations, such as Afro-Brazilians, Indigenous, Quilombolas, poor, at risk of violence and exploitation, and with disabilities. This shows that the persisting inequalities in the Brazilian society reflect in the school system of the country.

In spite of the fact that Brazil is quite near the universalization of Primary School, the net rates of class attendance show that the country is still far from the goal in relation to children of up to 5 years old, and to the adolescents from 15 to 17 years old – in other words, in terms of Preschool Education and Secondary School, respectively. These are currently the largest groups out of school.

Methodology

In the entire world, 72 million children at the age of the final years of Primary and lower Secondary School are out of school – 54% of them are girls⁵. To face this situation, UNICEF and the UNESCO Institute for Statistics (UIS) started the *Global Initiative on Out-of-School Children* (OOSC) in 2010, by analyzing the facts of exclusion and the risks of school drop-out in 25 countries, according to five dimensions:

- **Dimension 1:** Children in pre-primary age out of school, in case of Brazil, children 4 and 5 years old
- **Dimension 2:** Children of primary school age who are not in primary or secondary school, in case of Brazil, children from 6 to 10 years old
- **Dimension 3:** Children of lower secondary school age who are not in primary or secondary school, in case of Brazil, children from 11 to 14 years old
- **Dimension 4:** Children who are in primary school but at risk of dropping out
- **Dimension 5:** Children who are in lower secondary school but at risk of dropping out

The analysis of the five dimensions is essential for a better comprehension of the multiple forms of exclusion and the obstacles on the path of inclusion; for identifying and following up more efficaciously on the most vulnerable groups and

⁵ *Education for All Global Monitoring Report 2010: Reaching the marginalized*, UNESCO, Paris, 2010.

regions; and for expanding the articulation among the educational policies and the systems of social protection.

It also encompasses the children who are currently attending school, but face the risk of dropping out. Thus, it identifies potential groups in situation of risk that may become out-of-school children in the future.

In Brazil, with the extension of mandatory enrollment towards the age groups of 4 to 17 years old, as demanded by Constitutional Amendment 59, of November 2009, the analysis also considers to this effect the age groups of 4 and 5 years old, and of 15 to 17 years old.

Based on the understanding that to overcome school exclusion, it is necessary to count with the commitment of several actors, the Project seeks to involve public managers of the three levels of government in the area of education and other social policies, as well as members of the civil society and of other institutions. A Working Group has been established for the Project, coordinated by UNICEF and by the National Campaign for the Right to Education, including representatives of the Ministry of Education (MEC), of the National Union of Municipal Secretaries of Education (UNDIME), of the Anísio Teixeira National Institute of Educational Studies and Researches (INEP), of the National Council of Secretaries of Education (CONSED), of the Secretariat of Human Rights (SDH), of UNESCO, ILO, of the National Confederation of the Workers in Education (CNTE), of the Ministry of Social Development and Combat to Hunger (MDS), and of the Secretariat of Policies to Promote Racial Equality (SEPPIR).

Other actors have been called upon to take part in this process since its beginning, through meetings to discuss the effectiveness and the gaps of the existing policies. The first of these meetings took place in May 2011 in Brasília, with the participation of 40 municipal heads of education (or their representatives), who discussed advancements and difficulties of the national programs and policies to face school exclusion and experiences of municipal initiatives. In August 2011, a new workshop for expanded consultations took place, and its audience listened to 39 representatives of 32 civil society organizations from 18 units of the federation, on occasion of the 7th National Meeting of the National Campaign for the Right to Education, in Brasília.

Chapter 1 – Children and adolescents out of school or at risk of dropping out in Brazil

There is still much to be advanced in order to secure the access of all children and all adolescents to Basic Education in the country. In all dimensions of the global study, the indicators show that the most vulnerable groups are those that have been historically excluded from the Brazilian society: the Afro-Brazilians and Indigenous populations, the individuals with disabilities, living in rural zones, and from low-income families.

Dimension 1: Children in pre-primary age out of school, in case of Brazil, children 4 and 5 years old

In the age group from 4 to 6 years old⁶, which encompasses the children who ought to be in Preschool and in the first year of Primary School, around 18,7% of the children are out of school, which is equivalent to 1.615.886 children.

Reflecting the inequality that has been found in several sectors of the Brazilian society in regard to race, 19,8% of the Afro-Brazilian children from 4 to 6 years old (921.677) are not attending school, compared to 17,3% of the white children (682.778). But the strongest

⁶ Act 11.274, of 2006, which changed the LDB in relation to the nine-year cycle of Primary and lower Secondary Education, included the mandatory attendance of the children at the age of 6 in the Primary School. The year of 2010 was the transitional deadline for the municipalities to fulfill the provisions of the Act.



Xakriabá Indigenous children, from the village of Morro Vermelho

inequalities are found by comparing the location: while 16,9% of the children from 4 to 6 years old are out of school in the urban areas, at the rural zones this figure climbs to 26,8%.

Considering income, the inequality increases even further. While 32,6% of the children from families with a per capita income of up to ¼ of the minimum salary are out of school, 6,9% of the children from families with a per capita income higher than two minimum salaries are in the same situation.

Dimension 2: Children of primary school age who are not in primary or secondary school, in case of Brazil, children from 6 to 10 years old

According to data of the PNAD 2009, 375.177 children between 6 and 10 years old are out of school in Brazil – corresponding to 2,3% of the total children in this age group. 3.453 of these children (0,9%) are working; the vast majority of those who executed some activity is Afro-Brazilian (93%) and lives in the Northeast (around 30%) and North (28%) Regions.

Regarding income, 3,6% of the children from 6 to 10 years old from families with a per capita income of up to ¼ of the minimum salary are out of school (138.249), while 0,6% of the children from families with a per capita income higher than two minimum salaries are in the same situation (7.409).

As to the racial context, there are no big differences for this age group. While 2,4% of the Afro-Brazilian children from 6 to 10 years old (219.335) are not attending school, 2,0% of the white children (144.345) are in the same situation.

Dimension 3: Children of lower secondary school age who are not in primary or secondary school, in case of Brazil, children from 11 to 14 years old

In the age group of 11 to 14 years old, 355.600 children are still out of school – which is equivalent to 2,5% of the total of this group, according to the PNAD 2009. The number of children from 11 to 14 years old who only work is about 20 times larger than the number of children in the age group of 6 to 10 years old: 68.289.

Regarding race, 2% of the white children from 11 to 14 years old (117.600) are out of school, compared to 2,9% of the Afro-Brazilian children (233.022). In terms of income, 3,5% of the children with a per capita family income of up to ¼ of the minimum salary are out of school (96.808), compared to 0,8% of the children from families with a per capita income higher than two minimum salaries (8.472).

Dimension 4: Children who are in primary school but at risk of dropping out

One of the main factors of risk for the permanence of the children at school is that of school failure, represented by the repetition of a school grade. We may also consider

the drop-out risk of the students who are older than the recommended age for the grade that they attend. 3.764.437 Primary School students are in this situation.

The rate of distortion between age and grade may also provide a more precise notion of how many children enter Primary School late. According to the rate calculated based on the data of the School Census of 2009, 6,2% of the students enrolled in the first grade of the nine years of Primary and lower Secondary School are either one or two years older than the recommended age for this stage⁷ (156.776 children). In the previous eight-year cycle of Primary and lower Secondary School, 15,4% of the children enrolled in the 1st grade/2nd year had an age above the recommended (551.652 children). The figures increased even further when we compare the location: at the rural zones, the rates are of 11,6% and 28%, in the 1st year and in the 1st grade/2nd year, respectively, in contrast to 5% and 12% in the urban areas.

The strongest inequalities are found by considering the race and family income of the children at risk of dropping out. While 8,99% of the white children (1.084.260) are older than the recommended age in the years of Primary School, among the Afro-Brazilian children the rate is of 16,46% (2.667.832).

On the other hand, the figure for the children of families with a per capita income of up to ¼ of the minimum salary who are older than the recommended age reaches 19,5% (1.324.959) in Primary School, a figure that is much higher than the rate of children from families with a per capita income above two minimum salaries in the same situation – 3,2% (62.776).

As child labor is a significant cause of school drop-out, the children who undertake any type of activity along with their studies can be considered as at risk. In spite of the fact that the Brazilian legislation prohibits work for anyone under 16 years old, in the age group of 6 to 10 years old there are 214.574 children in this condition (1,3%). Among the white children, the figure is of 1% (67.798), whereas among Afro-Brazilian children, it is of 1,6% (145.328).

Regarding the late enrollment in Primary School, there are no specific data in the PNAD 2009, or in INEP's yearly School Census. The information available deals with the number of children with an age above the expected age for the grade that they attend. In Primary School, 3.764.437 children are in this situation – which may indicate either their late enrollment or school failure.

Dimension 5: Children who are in lower secondary school but at risk of dropping out

According to the PNAD 2009, the children with an age above the recommended for their school grade in the lower Secondary School amount to 5.118.436. The strongest inequalities are found when one considers the race and the family income of the children at risk of dropping out. Whereas 30,67% of the white children

⁷ The INEP considers this criterion to calculate the rate of distortion between age and school grade.

(1.596.750) are older than the recommended age in the lower Secondary School, the figure among the Afro-Brazilian children is of 50,43% (3.513.117).

The percentage of children above the recommended age amount to 62,02% (1.241.902) in families with a per capita income of up to ¼ of the minimum salary, and to 11,52% (121.334) in families with a per capita income above two minimum salaries.

As well as in the age group of 6 to 10 years old, among the children from 11 to 14 years old, child labor is an important cause of school drop-out, and the children who undertake some type of activity alongside their studies may also be considered as at risk. In this age group, 1.090.117 children are in such situation (7,8%). Among the white children, the figure is of 34,60% (377.167); and among the Afro-Brazilian children, the figure is of 64,78% (706.160).

It is important to point out that, unlike the dimensions 1, 2 and 3, the dimensions 4 and 5 of the global study refer to the school level that the children and adolescents attend, irrespectively of their age. Therefore, many of these children and adolescents from 11 to 14 years old may be taking part in the dimension 4, which refers to the children of Primary School at risk of dropping out of school.

In terms of income, 11,9% (333.085) of the children from 11 to 14 years old in the families with a per capita income of up to ¼ of the minimum salary work and study. This figure shrinks down to 3,1% (34.217) in the families with a per capita income above two minimum salaries.

Adolescents from 15 to 17 years old out of school

Among the adolescents aged 15 to 17, 1.539.811 are out of school (14,8%). Similar to the other age groups, the Afro-Brazilian adolescents are in a less favorable situation: 16,1% of them are out of school (937.681), in contrast to 13,1% of the white adolescents (592.966).

Income is also a factor of exclusion in this age group. Whereas 20,4% of the adolescents in families with a per capita income of up to ¼ of the minimum salary are not attending school (335.854), 5,5% of the adolescents in families with a per capita income above two minimum salaries are facing the same reality (51.934). A significant part of the adolescents from 15 to 17 years old who do not study is involved with work: 673.820 of these adolescents are in such condition (6,5%).

At the Secondary School level, the number of students two or more years older than the recommended age for their grades is of 2.843.056, which corresponds to 24,2% of the total enrolled students in this school level.

As well as in the other dimensions, the Afro-Brazilian and poor adolescents are the ones who become exposed to the strongest risks of leaving school, although the differences in the age group from 15 to 17 years old are weaker. While 21,9% (1.277.003) of the Afro-Brazilian adolescents are working while studying, the figure for the white students is of 20,1% (909.970). Among the adolescents from families with a per capita income of up to ¼ of the minimum salary, the figure is of 19% (312.987); among the adolescents from families with a per capita income above two minimum salaries, the figure is of 16,6% (157.694).

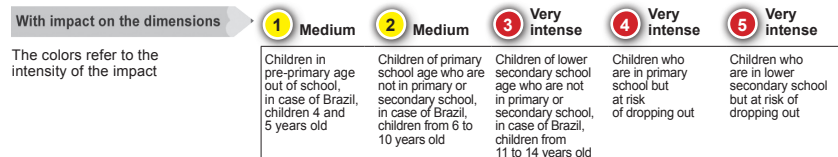
Chapter 2 – Barriers to the universalization of access and permanence in school

The realities of violence, lack of transportation, difficulties of access to school, child labor and a number of other social, economic and cultural barriers prevent that all children and adolescents may attend school; and, once that they are attending school, such factors have a negative effect on the ability to secure their right to keep studying, to make progress in their efforts, and to finish Basic Education at the right age.

Socio-cultural barriers

Regarding socio-cultural barriers, one of the main obstacles faced by the Brazilian students is the phenomenon of racial discrimination. All indicators of access to school and completion of studies show that the Afro-Brazilian children and adolescents are at a disadvantage in relation to the same age groups of the white population.

Discrimination affects schooling



Students from the Quilombo of Lapinha

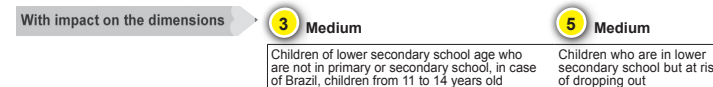
From the total number of excluded from school, the majority is either Afro-Brazilian or mixed: in the age group of 4 to 6 years old, 19,9% are out of school, according to the document *Comunicado nº 66 Pnad 2009 – Primeiras análises: Situação da educação brasileira – avanços e problemas* [“Communiqué 66 PNAD 2009 – First analyses: situation of Brazilian education – progresses and problems”], issued by the IPEA. And discrimination does not only manifest itself in the difficulty of access, but also in the continuity of school life. The average of years of schooling for the Afro-Brazilian population is of 6,7 years, compared to 8,4 for the white population. This difference indicates that the rates of school failure and drop-out among the Afro-Brazilian children and adolescents are higher than the rates among the white ones. It is an evidence that racial discrimination significantly interferes in the school performance of the students of the Primary and lower Secondary levels. However, the INEP School Census does not make a distinction of these indicators by race or ethnic group.

According to data from the National Rapporteur’s Office for the Human Right to Education, while 70% of the white children are able to finish lower Secondary School, only 30% of the Afro-Brazilian children reach the completion of this stage (INEP, 2007).

The figures are expressive, but they do not yet correspond to the subtle facts of discrimination, and cannot approximate the negative impact that they exert over school performance. The research *Preconceito e Discriminação no Ambiente Escolar* [“Prejudice and discrimination in the school environment”], undertaken in 2009 by the Institute of Economic Research Foundation (FIPE) and by the INEP in 501 schools of all states of the country, reveals some significant data in this regard. According to the study, 99,3% of the interviewees – among them, students, teachers and other members of the school community – affirmed that they have some type of prejudice, and 94,2% affirmed that they had prejudice of an ethnic-racial nature.

Discriminatory practices, such as humiliations and aggressions, have as their main victims the students, especially black, poor and homosexual, with averages of 19%, 18% and 17%, respectively. The research also shows that in schools with a high level of ethnic-racial prejudice, there is also a strong socio-economic prejudice, and that this situation affects the school performance. The school units with the highest rates of prejudiced attitudes among the students presented the lowest results in the Math and Portuguese evaluations of Prova Brasil 2007. In the schools with the more frequently reported situations of bullying, the evaluations of Prova Brasil also tend to have the lowest results.

Evasion and drop-out are related to pregnancy during adolescence

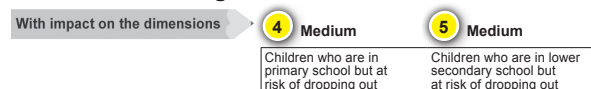


There are no specific researches on the relation between pregnancy in adolescence and school drop-out. Yet, the study *Situação Educacional dos Jovens Brasileiros na Faixa Etária de 15 a 17 anos* [“Educational situation of the Brazilian youth in the age

group of 15 to 17 years old”, written by the INEP researcher Carlos Eduardo Moreno Sampaio based on the analysis of the PNAD 2005, presents some data that bear evidence to this relation. According to the survey, among the girls of this age group who are studying, 1,6% are mothers. This number takes a leap to 28,8% among the adolescents who are out of school. This shows that evasion and drop-out may be linked to pregnancy in the adolescence, particularly among the adolescents of low-income families.

According to the UNICEF report *Situação da Adolescência Brasileira 2011* [“Situation of the Brazilian adolescence 2011”], among the girls aged 10 to 17 and without children, 6,1% were not studying in 2008. In the same age group, among the adolescents who did have children, this proportion, according to the report, reached 75,7%. Of these same adolescents, 57,8% were neither studying nor working⁸.

Violence is driving children and adolescents out of school



Violence is another factor that contributes to pushing children and adolescents away from school, and it manifests itself in distinct ways. According to the research *Bullying Escolar no Brasil*⁹, [“School bullying in Brazil”], which was issued in 2009 under the scope of the campaign Learn without Fear, by Plan International – a non-governmental organization aimed at the defense of the rights of the infancy and at the combat against violence and abuses against children in the entire world –, 70% of the more than 5 thousand students interviewed in the five geographical regions of the country point at the existence of violence in their schools.

The violence from conflicts among factions of drug dealers also has negative impacts on the performance of the students at school in the early years of Primary School. According to the research *Violência e Desempenho Escolar: Evidências dos Conflitos entre Traficantes de Drogas no Rio de Janeiro*¹⁰ [“Violence and school performance: evidences of the conflicts among drug dealers in Rio de Janeiro”], the schools near the areas that have experienced the strongest increase in the conflicts along the period of 2004 to 2009 had a decrease in the school performance, measured by the average results of the [nationwide evaluation] Prova Brasil by 5th-grade students. The estimates indicate that the students of a school who are exposed to violence episodes have scored in the Math test of Prova Brasil around 2,4 points less than the students who have not been exposed to violence, which

⁸ FONTOURA, Natália PINHEIRO, Luana. Síndrome de Juno: gravidez, juventude e políticas públicas, in *Juventude e Políticas Sociais no Brasil*, CASTRO, AQUINO et ANDRADE, IPEA, Brasília, 2009.

⁹ *Bullying*: aggressive behavior of all types, practiced in an intentional and repeated way, without an evident motivation, adopted by one or more students against another or others, causing pain and anguish, and taking place in an unequal relation of power. Source: Research report “Bullying escolar no Brasil”, publicized on March, 2010, Plan International.

¹⁰ Joana Monteiro is visiting researcher at the Harvard Kennedy School, and Rudi Rocha is lecturer of economics at the Institute of Economics of the Federal University of Rio de Janeiro (IE-UFRJ).

means 5% of the standard deviation of the scores (the statistics indicate the degree of variation among elements of a group). The facts of violence are also linked to a higher rate of failure and drop-out by 5th grade students, especially among Afro-Brazilians and mixed.

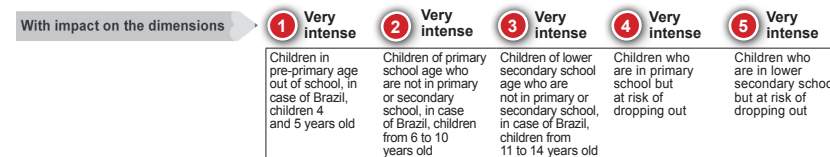
Data of the National System of Socio-Educational Assistance (SINASE), in a report published in 2006¹¹, also show that over half of the adolescents who are complying with a regime of socio-educational internment and provisional internment are not going to school, and 90% of them had not finished lower Secondary School. Among the adolescents who were complying with a semi-open socio-educational regime, 58,7% were out of the formal school before they had committed their legal infractions.

A recent study led by the National Council of Justice (CNJ), which analyzed the internment units for adolescents in conflict with the law from July 2010 to October 2011, under the scope of program *Justiça ao Jovem*, has pointed out to a worrisome scenario in regard to the education of the adolescents in conflict with the law. “In a general way, around 20% of the units have nothing to offer, while, in terms of the states, around 30% do have an effective proposal in relation to the schooling of these adolescents”, alerts the judge Reinaldo Cintra, one of the responsible for the report.

Economic barriers

Even though the income inequalities have decreased in the recent years, in particular due to the economic growth of the country and to the cash-transfer programs implemented by the federal government, extreme poverty still reaches 4 million Brazilian households, according to the Census 2010, and encumbers the access of children and adolescents to school. Even those who are able to enter school face big difficulties to make progress in the studies. According to the PNAD 2009, the individuals of the wealthiest layers of the population have almost twice the number of years of schooling than the individuals of the poorest layers.

Extreme poverty encumbers school access and progress in the studies



The boys and girls who are nowadays out of school or at risk of exclusion stem from families in situation of economic and social vulnerability.

¹¹ Sistema Nacional de Atendimento Socioeducativo – SINASE/Secretaria Especial dos Direitos Humanos – Brasília-DF: CONANDA, 2006. A new research is forthcoming in 2012 on assistance, schooling and professionalization of adolescents complying with socio-educational measures. The research started in September 2011 in all states. The data will be analyzed by region and the complete survey is due by the end of 2012.

Due to the economic difficulties, many children end up leaving school to work and help in the income of the family, or even to take care of the domestic services, thus allowing their mothers to exercise a remunerated work. According to the PNAD 2009, around 4,3 million children and adolescents from 5 to 17 years old are working in the country – a population almost equal to that of Costa Rica –, in average, 26,3 hours per week. School drop-out becomes evident when we analyze the rate of schooling of the distinct age groups. While 3,5% of the children from 5 to 13 years old are out of school, the rate among the adolescents of 14 or 15 years old is of 12,1%, and among the adolescents of 16 or 17 years old, of 26,4%.

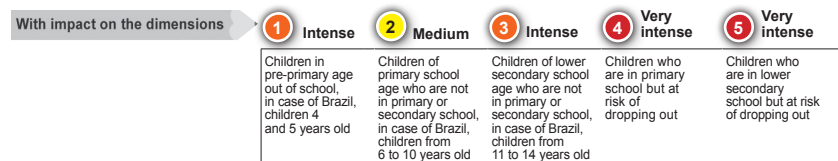
Work, besides taking the children away from school, affects their performance as students and makes it weaker than the performance of the children who are only studying. A comparison of the scores obtained in the System of Evaluation of Basic Education (SAEB) shows that both in Portuguese and Mathematics, in the Primary School and Secondary School, the performance of the students who work is weaker than that of the students who do not. For this reason, the rates of failure and drop-out are also higher among the working children.

Barriers linked to the provision of education

There still are innumerable barriers linked to the provision of education: from the lack of transportation to the inadequate infrastructure for assisting the demand, or even the non-appreciation of the professionals of education, or else the difficulty of access for students with disabilities.

Either acting in conjunction or in isolation, these barriers often result in the alienation of children and adolescents from the classroom.

Lack of professional appreciation of the teachers



According to data of the INEP and of the National Confederation of the Workers in Education (CNTE), publicized in the Global Action Week of 2006 – which was organized in Brazil by the National Campaign for the Right to Education –, a teacher of Children's Education earns down to 20 times less than a judge¹². On its turn, the remuneration of a Secondary-School teacher is almost one fourth of that of a police chief in the country. Nowadays, the salary average of these professionals with Higher

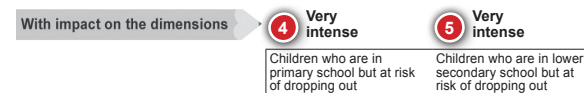
¹² These are the most recent comparative data available.

Learning is, according to the CNTE, 50% less than the salary average of the professionals of other categories with the same level of education.

The salaries are not only low, but are also subject to the variations in the economic situation of the regions, states and municipalities, jeopardizing the quality of the school, especially in the poorest areas.

According to the research *Motivos da Evasão Escolar*¹³, coordinated by the economist Marcelo Neri, from the Getulio Vargas Foundation (FGV-RJ, 2009), 40,3% of the adolescents from 15 to 17 years old who drop out of school affirm that their decision is due to the fact that they find school uninteresting. The necessity to work and produce income is pointed at as the second main reason, with 27,1% of the answers.

Problems of access and infrastructure



One of the main challenges on the path of universalizing the entire Basic Education is the strong difficulty of access by teachers and students to the schools of rural areas, especially in the North and Northeast regions.

In several places, there are no sufficient schools to meet the demand in locations near the residences. When these schools exist, many children either have no access due to the deficiencies in the network of school transportation, or they may take hours to arrive at school, which discourages their attendance. Yet, there are no specific data on how many children are out of school due to the lack of school transportation, and there are only data on the students who attend school and have no access to this service. According to the School Census of 2009, of the 6.680.375 students enrolled in rural schools in Brazil, 4.355.656 (around 65%) do not count with systems of public-school transportation.

Furthermore, many curricula are disconnected from reality, from the needs, the values and the interests of the students who live in the countryside, and this obstructs learning from becoming an effective instrument of development at the rural environment.

The provision of Indigenous Education is still insufficient



Regarding Indigenous Education, the educational levels have improved in the recent years, but there still are barriers to be overcome. One of them is the expansion of the provision of the final years of Secondary School. The enrollment in this school stage has

¹³ The study was carried out based on the educational supplements on education of the PNADs of 2004 and 2006, and on the Monthly Research on Employment, of the Brazilian Institute of Geography and Statistics (IBGE), using the direct answers of parents and students on the reasons for school evasion. The research was sponsored by the Educac DPaschoal Foundation, by the movement Todos pela Educação, by the Unibanco Institute, and the Getulio Vargas Foundation.

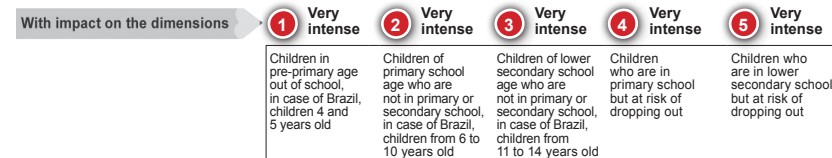
not reached 6% of the total of Indigenous Education in the country; in relation only to Basic Education, it represents 15,7%, according to the report *Um Olhar sobre a Educação Indígena – Com Base no Censo Escolar de 2008* [“A look on Indigenous Education – Based on the School Census of 2008”], published by the INEP in 2009.

In spite of the inexistence of data on the demand for higher Secondary School in the indigenous schools, the enrollment figures in the early and final years of Secondary School (55.435 and 27.615, respectively, according to the School Census 2010) are important indicators of the dimension of the problem.

Another barrier is the qualification of the teachers. According to the INEP report, the number of teachers at the Indigenous schools with insufficient schooling is large: 41,3% (26) of the teachers working at nursery schools, 42,5% (427) of the teachers working in Preschool and 40,6% (1756) of the teachers in the Primary School do not have a certificate of pedagogical secondary course [“Normal”] or of Teaching [modality of “Magistério”], which are the minimum requirements for these teaching stages. There is an even smaller number of teachers with a college degree in Teaching [“Licenciatura”]: only 21,2% (1141) of the teachers in the lower Secondary School and 51% (576) in the final years of Secondary School have a diploma as required to work at these teaching levels.

There is also much to be advanced in relation to the use of specific didactical materials, and to infrastructure. According to the report, only 38,4% of the Indigenous schools in Brazil (1035) use specific materials in their classrooms. And in spite of the fact that 71,1% of these schools are operating in school buildings, there is a reduced number of libraries and reading rooms.

The education provided at the Quilombola communities is precarious



The Quilombola education faces¹⁴ similar challenges to the general education, but there is less information available about it. According to the Palmares Cultural Foundation, a body of the Ministry of Culture, 1624 Quilombo-remnant communities had been recognized until 2010, distributed throughout almost all Brazilian states – but it is estimated that the total may reach 3 thousand communities.

From the 1696 existing schools of Basic Education in Quilombola areas, 1554 (92%) are located in rural zones and present the same problems of the other school establishments of the countryside. They are frequently distant from the homes of the students, do not present the adequate infrastructure for their activities, do not count with qualified teachers, and few of them are able to provide Primary School and the early years of Secondary School, and even less to provide the final years of Secondary School.

¹⁴ According to the Ministry of Social Development and Combat to Hunger, the Quilombola communities are ethnic-racial groups with a trajectory of their own, specific territorial relations, and Afro-Brazilian ancestry linked to the resistance to historical oppression.

A MODEL EXPERIENCE IN THE POPULAR COMMUNITIES OF RIO DE JANEIRO

The program *Escolas do Amanhã* [“Schools of Tomorrow”] of the Municipal Secretariat of Education of Rio de Janeiro is developed in 152 schools in conflict zones of the city. It is mentioned by the Innovation Exchange – the databank of the NYC Global Partners (www.nyc.gov/html/unccp), a website of the New York City Hall that showcases innovative public policies – as one of the best educational

practices of the world, encompassing around 107 thousand students and 5,5 thousand teachers.

The program was launched, with some ongoing actions, in August 2009. “The program *Escolas do Amanhã* has a stronger look in regard to two important issues: the improvement of learning and combat to school evasion”, affirms the Municipal Secretary of Education Claudia Costin.

In 2008, the rate of school evasion in the network was of 2,6%. In the areas where the *Escolas do Amanhã* were located, the rate was almost two times higher: 5,1%. Two years later, evasion in the network had decreased to 2,4% and, in the areas of the *Escolas do Amanhã*, to 3,26%.

According to the manager of the program, André Ramos, the main goal is to take a leap in the quality of education at these schools. The goals change from school to school, and are based on the IDEB. “The CIEP 1º de Maio, in Santa Cruz, for instance, has climbed over 1 point

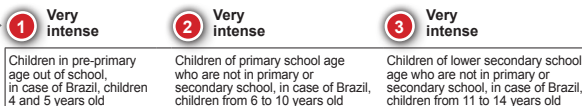
in the average, in absolute terms. That was a significant improvement in a quite violent area”, reports Ramos.

The program *Escolas do Amanhã* has the main pillars of school-support activities, Integral Education and the Dynamic Learning Method, with neuroscience-based techniques to help overcome the emotional traumas produced by many years of violence.

“Now, we must persist strategically in order to advance with the learning, so that these children may build their future”, says Claudia Costin.

The challenge of inclusive education

With impact on the dimensions



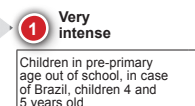
The children with disabilities also face severe problems of exclusion and discrimination. Even though it is an obligation of the State to promote and secure the respect to the equality of rights for all, many obstacles obstruct their free access to school and to inclusive education. According to the matching of data undertaken by Program BPC na Escola in 2010 (a result of the cross-checking of information between the BPC records and the Educacenso-data), of the 409.202 BPC beneficiaries with disabilities, from zero to 18 years old, 192.312 (47%) are out of school.

The access to education is even more hampered according to the type and the degree of one's disability. In general, the schools refuse children with severe disabilities. Furthermore, it is very difficult for the education of children with disabilities to advance beyond lower Secondary School. There are few higher Secondary Schools that provide assistance to adolescents with disabilities, a fact that casts strong limits to their insertion in this educational stage.

The School Census 2010 confirms the difficulty of progress in the studies of children with disabilities: whereas 522.978 (around 75%) attend Primary School and the early years of Secondary School, only 28.667 (4%) attend higher Secondary School. The number of students at this school level is even quite lower than at Youth and Adult Education, even though it has been rising consistently in the recent years.

Limited Preschool offer

With an impact on the dimension



The access of children of up to 5 years old to day care centers and pre-schools also collides with the limitation in the number of offered seats. The enrollment figures in Children's Education have risen, but the existing day care centers and pre-schools are still insufficient to meet the demand. According to data of the third report *Um Brasil para as Crianças e os Adolescentes*¹⁵ ["A Brazil for the children and adolescents"], issued in 2011 by the Abrinq Foundation – Save the Children, it is estimated that 12 thousand new day care centers must be built in order to meet the current demand for Children's Education in the country.

The number of pre-schools is not the only problem. According to a study issued by the INEP in 2011, it is necessary to increase by almost 40% the number of teachers all over the country (the equivalent to 100 thousand) so that the current population of children of 4 and 5 years old who are still not in Preschool can be served. This figure has been reached by dividing the number of 4 and 5-year old children who are still unassisted by the average number of students in a classroom.

¹⁵ The report examines only the number of day care centers that should be ready and operational to assist the children from 0 to 3 years old.

SHORTENING DISTANCES

A research undertaken by the IBOPE in 2010 at the request of Brazil's Confederation of Agricultural and Livestock Production, and of the National Apprenticeship Service (SENAR) in 10 states of the 5 Brazilian regions has pointed out that 10% of the students of the rural schools need more than one hour to arrive at school.

To facilitate the access to education by the children and adolescents living in remote areas, some secreta-

riats of education have sought alternative solutions, which allow to serve the largest possible number of students.

In the state of Amazonas, for instance, the solution found by the State Secretariat of Education and Quality in Teaching (SEDUC) to secure the right to education of the children and adolescents living in the rural communities more distant from the urban centers, was to create in 2007 the project of Face-to-Face Higher Secondary School

with Technological Mediation. From the Center of Educational Media, live lessons are transmitted in real time to classrooms located all around the state, through a platform of interactive TV and teleconference that operates through satellite.

In 2011, the project assisted 27 thousand students of the 6th, 7th and 8th grades of lower Secondary School, and of the 1st, 2nd and 3rd grades of higher Secondary School in 1500 rural communities of all 62 municipalities of the state of Amazonas. In 2012, it

is assisting 34 thousand students of 2100 communities. In the current year, along with higher Secondary Learning, all grades of lower Secondary Learning are also offered (from 6th to 9th grade), along with the first segment of Youth and Adult Education.

In the state of Tocantins, a pilot project is in course with full-time education at ten schools in the countryside. As an alternative, the possibility of creating mobile teaching units in school-buses and school-boats is under consideration.

The bottleneck of higher Secondary School

Nowadays, 14,8% of the Brazilian adolescents from 15 to 17 years old (1.539.811) are out of school, and only half of those who attend school are in higher Secondary School, which is the adequate schooling stage for their age group. However, in case of a successful correction in the yearly flow of Primary and lower Secondary School, the existing facilities for providing these teaching stages may be insufficient to incorporate, in a short period of time, the adolescents of 15 to 17 years old who ought to be attending them, according to the IPEA analysis of *Comunicado nº 66 Pnad 2009 – Primeiras Análises: Situação da Educação Brasileira – Avanços e Problemas*. As higher Secondary School will be mandatory from 2016 on, following the current mandatory status of Primary and lower Secondary School, the expansion of the provision is a big challenge that needs to be urgently treated so that the right of each of these adolescents may be secured.

Qualification of the teachers: a central barrier in all dimensions

The qualification of the teachers is a central barrier in all dimensions of the global study, and one of the focusing points of the Development Plan of Education (PDE),

which, among several objectives, seeks to stimulate the expansion of access by the educators to the universities.

According to the report *Estudo Exploratório Sobre o Professor Brasileiro – Com Base nos Resultados do Censo Escolar da Educação Básica 2007*, published by the INEP in 2009, 1.288.688 teachers (68,4% of the total) had a diploma in higher learning. Of these, 1.160.811 (90%) had a degree on Teaching, which is the necessary requirement to work with Basic Education. Among the teachers with a secondary schooling level, 82,1% had a diploma of pedagogical secondary course [“Normal”] or of Teaching [“Magistério”], which are the minimum requirements for working with Children’s Education and Primary School.

There are also 119.323 teachers who need to finish their minimum training in order to work with Basic Education, also called “lay teachers” (6,3% of the total) – with a diploma of either lower or higher Secondary School, and without a teaching license. Of these, 15.982 have only finished the lower Secondary School; most of them (around 53%) are in the Northeast Region.

In the higher Secondary School, most teachers currently have the minimum level of schooling required by law: 87% (360.577) finished their higher education and have a degree in Teaching. Only 6,4% (26.556) of them have a college diploma without a degree in Teaching, and 6,6% have only finished higher or lower Secondary School.

AN ACTIVE SEARCH FOR CHILDREN WITH DISABILITIES

In 2009, the Coordination of Special Education of the Secretariat of Education of Salgueiro, a municipality in the dry countryside of Pernambuco, started a work of active search for children and adolescents with disabilities. It established a partnership with the Municipal Secretariat of Education to engage the community agents of health in the identification of these children and adolescents during their visits to all households of the municipality. With the data in their hands, the professionals of the

Coordination visited the families to identify the reasons of school exclusion, and to persuade them about the importance of enrolling the children in school.

According to the Coordinator of Special Education of Salgueiro, Patrícia Lourenço, one of the biggest challenges was to convince the parents that the schools did have the conditions to receive their children and assist them adequately. In spite of the difficulties, the children were enrolled and currently remain in school.

Another initiative was implemented in the state of Rio Grande do Norte by the Public Prosecutions Office [“Ministério Público”, or MP]. Through an agreement with the Post, the postmen were trained to identify the families with children and adolescents with disabilities who were out of school in three municipalities of the metropolitan region of Natal. These families were called to explain the reasons why their children were not in school. Next, the MP sought solutions to eliminate the causes of exclusion. It also established an agreement with UNICEF to identify the neces-

sary changes in order to expand the accessibility of the schools.

In the present, the MP is undertaking a survey on the children with disabilities who are out of school. In the countryside, it counts with the support of the health agents of program Saúde da Família [“Family Health”], who make regular visits to the population. It is also undertaking a search in the health centers that assist individuals with disabilities, and a cross-checking of data from the program BPC na Escola and from the School Census, to identify the children who are not yet in school.

Political, financial and technical barriers

With impact on the dimensions

1 Very intense	2 Medium	3 Medium	4 Very intense	5 Very intense
Children in pre-primary age out of school, in case of Brazil, children 4 and 5 years old	Children of primary school age who are not in primary or secondary school, in case of Brazil, children from 6 to 10 years old	Children of lower secondary school age who are not in primary or secondary school, in case of Brazil, children from 11 to 14 years old	Children who are in primary school but at risk of dropping out	Children who are in lower secondary school but at risk of dropping out

In the present, educational funding in Brazil is based on the concept of earmarking. According to this concept, the states and municipalities must use 25% of their tax revenues with the expenses on education, whereas the Union must use 18%. Each one of these instances must invest in its priority area: the municipalities, in Children's Education and Primary School; the states, in Secondary School and State Universities; and the Union, in the maintenance of its own network, which encompasses universities and technical schools, along with the support to Basic Education in the states, municipalities and the Federal District. This division of responsibilities was stipulated by the Federal Constitution of 1988. At that time, it created a big disparity, as reported by a recent World Bank study¹⁶: "While the costs by student at the municipal primary schools in some parts of the Northeast of Brazil were of less than R\$ 100 per year – lower than the expenses in Nicaragua and Bolivia at the time –, in schools of the state network in the same region, the costs were of R\$ 600, and could reach R\$ 1.500 in schools of the municipal or state networks in the Southeast Region of the country".

In 1996, the federal government created the FUNDEF to combat these disparities. Through this system, a large part of the taxes collected by the states and municipalities, which were earmarked to be spent with education, would be directed to this fund, and should be redistributed in the networks of (municipal and state) public schools of each state.

Starting in 2007, the FUNDEF was substituted by the FUNDEB, which introduced some important changes. The main change was that it has encompassed the entire Basic Education. In other words, it included not only Primary and lower Secondary School, but also Children's Education, higher Secondary School, Special Education, YAE – youth and adult education and Vocational Teaching. It also increased the tax base earmarked for expenses with education, and assigned a fixed contribution by the Union, secured by the Federal Constitution. The federal government must make a complementation equivalent to at least 10% of the sum of all resources forwarded to the FUNDEB by the states and municipalities.

In the evaluation of the World Bank, by raising the minimum expenses with Basic Education, the FUNDEF and the FUNDEB have significantly contributed to an increase in the educational investment in Brazil from 1998 on. While the expenses with education were equivalent to 2% of the GNP in 1995, in 2009 this figure had reached 5%.

As highlighted by the World Bank study, besides stimulating the overall increase in the expenses with basic education, the FUNDEF and the FUNDEB have contributed

¹⁶ Atingindo uma Educação de Nível Mundial no Brasil – Próximos Passos, Barbara Bruns, David Evans and Javier Luque (Sumário), 2011, World Bank.

to a more equitable distribution of these investments in all regions of the country and school networks. Nonetheless, in both issues, the current scene is still far from ideal.

The data obtained by a research undertaken by the UNDIME between August 2010 and February 2011 to systematize the profile of educational expenses in the Brazilian municipalities show that there still persists a strong inequality among the regions. "The average value found in a nursery school in the Northeast represents only 36,5% of the national average. On the other hand, the value found in the Southeast is 4,4 times higher than the value in the Northeast, and 1,6 times higher than the national average. Even in the Primary and lower Secondary School, which has had a redistributive base through a funding policy for 15 years, the difference between Southeast and Northeast is almost twofold (1,91)", as points the report of the study¹⁷.

The research also compared the obtained data with the values proposed by the study on the cost and quality by student ["Custo Aluno-Qualidade Inicial"] (CAQi) of 2009, in the version described by Informed Opinion 8/2010 of the National Council of Education, with the collected data on the Northeast Region¹⁸. In the Northeast Region, the municipalities invested in day-nursery assistance only 29,1% of what would be necessary to establish a minimum standard of quality, according to the CAQi. In the Preschool, the northeastern municipalities reached 60,6%.

The scene is even more serious if one considers the investments that will need to be done so that Constitutional Amendment 59, of November 11, 2009, can be implemented. The Amendment determines the expansion of mandatory schooling in order to encompass all age groups between 4 and 17 years old until 2016.

According to the National Campaign for the Right to Education, it is necessary to assign at least another R\$ 31,4 billion to Basic Education, in order to secure a minimum standard of quality. "To make education into an instrument of equity and prosperity, Brazil needs to invest around 8% of its yearly GDP for ten years in Basic Education. Nowadays, this represents a total effort of around R\$ 251 billion – twice the current investment", affirms Daniel Cara, General Coordinator of the Campaign¹⁹.

Even though the improvement of education does involve more issues beyond the additional financial resources allocated to the area, without an appropriate funding it will not be possible to establish the necessary bases to take further steps in this direction, including the decent remuneration and the continuous training of the teachers of public networks, the adequate infrastructure in the schools, and the increase in the number of seats, among other actions. Thus, it is necessary to implement policies of public expenditures for education that may raise the investment in the sector and enhance the management of the available resources.

¹⁷ Research report Perfil dos Gastos Educacionais nos Municípios Brasileiros – Ano base: 2009. Undime – União Nacional dos Dirigentes Municipais de Educação. Brasília, publicized on February, 2012.

¹⁸ The values calculated by the informed report have two differences in contrast to the data of the UNDIME research. The CAQi makes a distinction of values between school-registration figures in urban and rural areas, while this datum was not analyzed by the research. Thus, the comparison between the "initial series" of the research and the "urban initial series" of the CAQi must take this point into consideration.

¹⁹ "O custo da qualidade", Daniel Cara, publicized on April 13, 2011, *Carta Capital*.

Chapter 3 – Policies and programs to overcome barriers

Several policies and programs are currently in execution by distinct spheres of the public power to overcome the barriers that still obstruct the full assistance to the educational needs of the Brazilian children and adolescents. Some of them invest in issues that directly affect education, such as the quality of teaching, and financing. Other programs, such as the Bolsa Família stipend, and the Program to Eradicate Child Labor (PETI), link the benefit to the attendance at school.

Given the complexity of the scene, the intersectoriality of the public policies has a strategic importance in order to secure the universalization and the indivisibility of the rights of the child. The right to learn is secured with a strong participation of programs and policies of other areas, along with education. The guarantee of the social rights, therefore, is the product of a relation of complementarity, in which the attainment of one right supports and allows to secure other rights.

Actions and programs against racism at school

To combat the presence of racial discrimination in the Brazilian schools, several actions have been implemented, especially through the initiative of the civil society.



School at Quilombo da Lapinha

Among these actions, there is the Educar Prize for Racial Equality. It was created in 2002 and is promoted by the Center of Studies on Work Relations and Inequalities (CEERT), with the goal of promoting an education free from racism, prejudice and discrimination.

Another initiative is the Campaign For a childhood free from racism, undertaken by UNICEF in partnership with the SEPPIR, among other actors. Through short television film, a blog and printed materials describing ways to contribute to a childhood free from racism, it seeks to mobilize the Brazilian society for the need of securing ethnic-racial equity and equality since childhood, thus combating racism after recognizing its existence.

On its turn, the project Education and Social Relations, executed by the organization Ação Educativa with the support of the European Union, has the goal of developing a methodology to promote racial equality in the schools, with the participation of educators, students and the community, favoring the transformation of the curricula and of the school practices. As results of the project, we find the production of support materials that promote the recognition of racial inequality in education as a social problem, and the construction of a system of indicators of racial equality in education, to allow the schools to know their situation and their needs in relation to this issue, and to adopt measures to reduce racial inequalities in the school community.

In the governmental field, a highlight is the promulgation of Act 10.639, of 2003, and of Act 11.645, of 2008, which establish the mandatory inclusion of Afro-Brazilian and Indigenous History and Culture in all schools of the country. Thus, all Brazilian students must take lessons on Afro-Brazilian and Indigenous culture, with the goal of promoting the recognition of the role of these peoples in the construction of the national society. To attain this goal, one of the expected dimensions for constructing the Plan of Articulated Actions (PAR) of the municipalities envisages the implementation of policies of initial and continuous training of Basic-Education teachers on these themes.

Indigenous Education

The Secretariat of Continuous Education, Literacy, Diversity and Inclusion, of the Ministry of Education, is developing several initiatives to improve the quality of Indigenous Education. Their highlights include the initial and continuous training of Indigenous teachers of secondary level and of college level; the production of specific didactical materials in Indigenous languages, in bilingual format or in Portuguese; the political-pedagogical support to the school systems, in order to expand the provision of education in Indigenous lands; the promotion of the Indigenous social control over the mechanisms of funding for public education, and the execution of the actions and programs in support to Indigenous Education; the financial support to the construction, reform or expansion of Indigenous schools; and the management of programs of school meals and transportation.

Quilombola Education

Since 2006, the Program Brasil Quilombola has provided technical and financial support to state and municipal projects of initial and continuous training for teachers, public managers and other professionals of Basic Education acting in the communities of Quilombo remnants, as well as to the construction and reform of schools, and to the production and distribution of specific didactical materials for these populations.

Along with the distribution of specific didactical materials to all Quilombola schools registered in the School Census, which benefit approximately 15 thousand students, a number of agreements has been signed up to the 1st semester of 2010 for the construction of 80 schools in Quilombo-remnant communities.

Education in rural areas

The public policies aimed at education in the countryside have invested in the qualification of the teacher and in the production of specific didactical materials for the rural reality, in order to make the school more attractive for the children and adolescents who live in these areas, so that they may be able to finish their learning cycle. There have been also investments to expand the provision in the lower and higher grades of Secondary School, through the construction of new schools and the capacity-building of teachers to act in these stages of Basic Education.

Despite the fact that the indicators of rural zones are even worse than the indicators of the urban zones, the School Census of 2009 has found advancements as results of these efforts. There has been an increase in the enrollment in the rural schools, at the levels of Day care centers (5,7%) and higher Secondary School (9,4%) in relation to 2008.

Intersectoral policies and policies to overcome economic barriers

In the recent years in Brazil, the trend of the public programs and policies that seek to face the barriers that obstruct access and permanence by the children and adolescents at school has been to integrate many governmental and non-governmental bodies and entities in initiatives with the UNICEF Município Aprovado (“Approved Municipality”) seal, with the Bolsa Família (“Family Stipend”) program and with the Program to Eradicate Child Labor (PETI), among others.

The UNICEF Municipal Seal of Approval

The UNICEF Municipal Seal of Approval is a strategy that seeks to mobilize the municipalities to promote actions that secure the rights of children and adolescents, con-

tributing so that Brazil may reach the Millennium Development Goals (MDGs). One of the MDGs is to attain universal Basic Education, that is, to extinguish the figures of out-of-school children. To reach this certification, the registered municipalities must provide training to their public managers and mobilize local actors, implementing or enhancing the policies and programs of assistance to childhood. They receive support and training to undertake these activities along the process. At the end, to verify the advancements that the municipalities have made during the stipulated period for the prize, they are evaluated according to three axes: social impact, management of public policies, and social participation. Each one of these axes has a list of indicators that the municipality must achieve as a goal, from the perspective of securing the rights of children and adolescents.

The UNICEF Seal is currently in its sixth edition, covering the period of 2009-2012, with one innovation: along with the Semi-Arid region, the methodology was adapted and expanded towards the states of the Legal-Amazon region committed with the pact “Agenda Criança Amazônia” (“Agenda Amazon Child”) which is also articulated by UNICEF. In this region, over 560 municipalities have registered from the states of Acre, Amapá, Amazonas, Maranhão (which also has municipalities registered by the Semi-Arid Seal), Mato Grosso, Pará, Rondônia, Roraima and Tocantins.

Monitoring the attendance to combat drop-out

One of the instruments used in several parts of the country to combat evasion and the risk of dropping out is the Communication Form of the Infrequent Student (FICAI). The FICAI was developed in 1997 by the Public Ministry of the state of Rio Grande do Sul through a Term of Commitment of Adjustment between the Coordination of Prosecutions Offices of Justice for the Childhood and Youth, the state and municipal secretariats of education and the Tutoring Councils of Rio Grande do Sul, and it is used to monitor the attendance of the students of the public-school network. When a student drops out of school, or when a student is constantly skipping school, the School Council, with the support of the partnering institutions, contacts his or her parents, or other legally responsible adults, so that the student can be brought back.

After a given number of consecutive or alternated days in a same month, the search for the student begins. Along with home visits, there are meetings, lectures and other activities with the students, parents or legally responsible adults who are not fulfilling the call to keep the attendance at school.

In the present, along with Rio Grande do Sul, the FICAI is used in other Brazilian states such as Santa Catarina, Bahia, Piauí, Alagoas, Pernambuco, Rio de Janeiro and Mato Grosso. Beyond combating school evasion, the FICAI is also helping identify cases of sexual abuse and domestic violence against children and adolescents, due to the proximity that it establishes between the family, the school, the Tutoring Council and the Public Ministry.

A network of programs of the federal government

In articulation with states and municipalities, the federal government is also developing a number of social programs that help secure the right of children and adolescents to Basic Education. This is due to the fact that one of the conditions so that the families may join and remain active in these programs is the mandatory enrolment and regular attendance by the children at school.

The main and widest program is called Bolsa Família (“Family Stipend”, PBF), which was created in 2003 through the unification of other previously existing conditional cash transfer programs (Bolsa Escola, Cartão Alimentação, Auxílio Gás, and Bolsa Alimentação).

The PBF is the program of the federal government with the widest reach. It currently reaches more than 13 million families nationwide. According to the Ministry of Social Development, several studies show that the PBF has led to an increase of 4,4% in the enrolment rate, through the comparison between beneficiaries and non-beneficiaries. In the Northeast, this difference reaches 11,7%. In 2008, the drop-out rate in the public-school network was of 3,6% for the beneficiaries of the Primary and early Secondary levels – lower than in the general result of the School Census, which found a rate of 4,8% for the same school levels. In the final years of Secondary School, the differences between the drop-out rates were even higher: 7,2% for the located beneficiaries, in contrast to 14,3% for the results of the Census²⁰.

Another initiative that is a part of the Unified System of Social Assistance, managed by the Ministry of Social Development and executed in articulation with other ministries is the PETI. Its goal is to pull children and adolescents of up to 16 years old away from child labor. It is structured around three basic axes of action: direct cash transfer for the families with children or adolescents in situation of work (integrated to the PBF); service to promote coexistence and strengthen the linkages of children and adolescents of up to 16 years old; and follow-up activities for the families by the Reference Centers of Social Assistance (CRAS) and Specialized Reference Centers of Social Assistance (CREAS).

The Program *Saúde na Escola* (PSE)

According to the understanding that the permanence at school demands a full-time assistance to the children and adolescents, another initiative of the federal government to be highlighted is the Program *Saúde na Escola* (“Health at School”, PSE), created in 2007. One of its guidelines is to strengthen the combat against the

²⁰ Technical Note 9, by the Ministry of Education, written by Marcos Maia Antunes (General Coordinator of Monitoring 1), Edson Ferreira Lopes (UNDP Consultant) and Luis Alexandre Rodrigues da Paixão (UNDP Consultant), issued in May 2010.

vulnerabilities that may affect the full development at school. It is an integrated work between the ministries of Health and Education, in partnership with the municipalities, to expand the assistance of basic health to the students of the public-school network.

A common feature of the governmental programs above is the concern with the involvement of many public bodies and the three governmental levels – federal, state and municipal – in its execution. Led by the Ministry of Social Development, the PBF, the PETI and program BPC na Escola count with the decisive participation of other ministries. The PSE, on its turn, was created by the Ministry of Health, and is also an inter-ministry action.

Policies to overcome the barriers linked to the provision of education

School transportation

To face the difficulties of school transportation, which is an important barrier in terms of access to school, the MEC currently counts with two programs: the program *Caminho da Escola* (“Way to School”) and the National Program of Support to School Transportation (PNATE)²¹.

The program *Caminho da Escola* was created in 2007 and consists of the provision, through the National Bank of Economic and Social Development (BNDES), of a special credit line for the purchase of new buses, micro-buses and boats by the states and municipalities. Starting in 2009, the program was expanded for all Basic Education, including the students of Children’s Education and higher Secondary School who live in the countryside.

Along with the buses²², the program *Caminho da Escola* provides boats and bicycles for the transportation of students of the public-school network who live in riverside areas and in places of difficult access for traditional vehicles. The boats are produced through an agreement with the FNDE and with Brazil’s Navy.

On its turn, the PNATE was instituted in 2004 to provide financial assistance in supplementary support to the states and municipalities, without the necessity of an agreement to fund the expenses in the use and maintenance of vehicles for the transportation of Basic-Education students in rural areas, and to pay for independent

²¹ The program consists of the automatic transfer of financial resources, without the necessity of an agreement or of another instrument, to fund expenses with reform, insurances, financing, taxes and fees, tires and tubes, mechanical services, and the purchase of vehicles and boats for the transportation of Basic-Education students who live in the rural areas. It is also used for the payment of services hired from third parties for school transportation. The calculation of the resources assigned to the states, Federal District and municipalities is based on the number of rural students declaredly transported in the previous year.

²² In 2009, the FNDE, in partnership with the INMETRO and with car producers, has developed specific models of school buses for the transportation of students. These models have a higher chassis and their wheels are closer to their front and rear, to improve their driving capacity; they also count with accessibility-devices and broader doors, to facilitate the access by wheelchairs, among other innovations.

companies to provide school transportation. As well as program Caminho da Escola, it was expanded in 2009 to encompass the entire Basic Education.

In spite of representing an important step towards the resolution of the difficulties of access to school in the most isolated areas of the country, the programs still face many challenges in order to secure the right to learn to the children who live in the countryside.

Integral education

According to specialists, the provision of full-time education is an essential strategy to break the vicious cycle of poverty and reduce social inequality. It favors the development of the children by providing them with more opportunities of learning, of expanding their cultural references, and of receiving information, especially in regions of social vulnerability, through an increase in the number of school hours with activities developed at school or at other spaces, by teachers or social educators, and involving the family and the community in the education of the children.

In 2007, the federal government created the program Mais Educação (“More Education”), which envisaged the increase in the number of school hours to 7 daily hours, along with the provision of educational activities in the areas of culture, arts, sports, leisure, digital culture, communication, human rights, environment, health, natural sciences and economics, in distinct educational territories. To attain this end, it stimulates the establishment of partnerships among the public-school network and clubs, parks, social organizations, museums, libraries, movie theaters and other spaces in the communities.

According to the School Census of 2010, over 1,3 million students enrolled in Primary and lower Secondary School receive full-time education – most of them (around 95%) in the public-school network. Another 1,7 million students in this school stage take part in some type of complementary activity. From this total, if one adds the time spent with complementary activities to school lessons, almost 850 thousand students can be considered as attending full-time programs. Other initiatives of the MEC in the sense of strengthening the role of the school in the community and in the network of protection to the children and adolescents, especially in the more deprived regions, contributing to the appreciation of the value of education, and to cutting down on violence, are the programs Escola Aberta (“Open School”) and Escola que Protege (“School that Protects”).

Expanding mandatory schooling

Another measure adopted to improve education in Brazil was the mandatory enrollment for all children in Primary School starting at the age of 6, thus expanding to nine years the minimum length of this stage of Basic Education. Researches have pointed out that the enrollment of 6-year old children in school increases the quality of the teaching process, facilitating their progress in the studies.

The effort of the government to put this policy to practice can be verified through the data of the School Census. While in 2009, approximately 59% of the students enrolled in Primary and lower Secondary School were following the nine-year cycle and 41% were in the eight-year cycle, in 2010 this proportion changed to 66% and 34%, respectively.

The School Census also points to a decrease of 3,6% in the Preschool enrolment from 2009 to 2010, from 4.866.268 to 4.692.045, respectively. According to the INEP, this decrease can be attributed to the fact that the 6-year old students are now entering Primary School and are no longer in Preschool, as it used to be before the expansion of the age group in this stage of Basic Education.

Policies to overcome the barriers of management and governance

For more than 15 years, the MEC has carried out evaluations of learning in the Brazilian educational system through the INEP, in order to support the development and the implementation of educational policies. The aim of these evaluations is to identify deficiencies, so that it may be possible to devise action plans and define the priorities in terms of funding.

According to the guidelines laid out by the PDE, the INEP created the IDEB in 2007, integrating the results of Prova Brasil and of the School Census. Along with the creation of the index, the INEP also established goals and sub-goals for schools, municipalities and states for the period between 2007 and 2021. To meet these goals, it is necessary to rectify the situation of the school program, so that the repetition and drop-out rates can be significantly minimized, and so that the school performance can be improved.

Inclusive education

According to the National Policy of Special Education from the Perspective of Inclusive Education²³, adopted by the MEC in 2008, the priority for the insertion of children and adolescents with disabilities in the schools is to enroll them in common classes of the regular school and provide them with specialized educational assistance in special teaching rooms in complementary hours. As a result, there has been an increase in the number of children with disabilities in school. In 2010, the School Census recorded an increase of 10% in the Special-Education figures²⁴. The number of registered students increased from 639.718 in 2009 to 702.603 in 2010.

²³ According to the MEC website, inclusive education is an educational paradigm based on the human-rights conception, synthesizing equality and difference as inseparable values.

²⁴ The MEC and the INEP adopted the expression ‘Special Education’ to refer to the programs, actions and data in connection with students with disabilities, difficulties of mental development, and special talents / intellectual giftedness.

The number of students included in the classes of regular school and Youth and Adult Education (YAE) has increased by 25% in relation to 2009, while in the special classes and in the exclusive schools, it has decreased by 13,6%.

In the area of Special Education, the federal government also keeps the program BPC na Escola (“BPC at school”), which follows up on, and monitors the access and permanence of children and adolescents with disabilities in school, in the age group below 18 years old, which are beneficiaries of the BPC²⁵. The program is the result of the articulation between the MEC and the MDS, the Ministry of Health and the Secretariat of Human Rights.

Investment and funding in education

Besides appreciating the value of intersectoral policies and networking, the issues related to educational funding have become increasingly more important in the country.

The FUNDEB has been in effect since 2007 and is the instrument that currently has the aim of securing resources in Brazil for all stages of Basic Education: from Day Care Center to higher Secondary School. It was created to substitute its predecessor FUNDEF, which was restricted to Primary and lower Secondary School, and envisaged the possibility of a tenfold increase in the complementary resources assigned to education by the federal government, and of supporting programs aimed at adolescents and adults.

The implementation of the FUNDEB represented an important step in the process of expanding the access to Children’s Education and to higher Secondary School – the educational levels that present the largest number of out-of-school children and adolescents. The challenge now is to guarantee that the states will transfer the due resources to the Fund. According to a survey by the FNDE, which is the body responsible for administering the FUNDEB, in 2010, 12 states and the Federal District failed to transfer R\$1,2 billion to the Fund.

Another important tool to increase the resources assigned to education is the study on the cost and quality by student [“Custo Aluno-Qualidade Inicial”] (CAQi). It was created by the National Campaign for the Right to Education, approved by the National Council of Education (CNE) in May 2010, and currently awaits its homologation by the minister of Education.

The CAQi sets a minimum value for the investment per student, according to each school stage, taking into consideration the necessary inputs to secure the learning in each one of these stages. It also sets the percentage of the GNP per capita that must be used to readjust these values, which are variable for the distinct stages of Basic Education.

²⁵ The BPC guarantees a monthly minimum salary to senior citizens starting at the age of 65, and to individuals with disabilities at any age, after it becomes proved that they count neither with the means of securing their own subsistence, nor with families in condition to maintain their needs.

Conclusions and recommendations – Necessary paths to secure the right to learn

The following recommendations were written based on the analysis of the collected data for the Report, on the contributions of the organizations that take part in the Working Group, on the consultations that were developed along the Project and on documents of national organizations in the field of education. They relate to the identified profiles and barriers, and seek to follow one single principle: the principle of equity.

1. Educational policies and funding for education

- The study confirmed that the right to learn is constructed with a strong participation of programs and policies of other areas, especially the areas of assistance, health, culture, sports and leisure. Only the policies implemented in an intersectoral way will be able to guarantee, for instance, the inclusion, permanence and learning of children and adolescents with disabilities, living in shelters, complying with a socio-educational regime, out of school, at risk of child labor, or in situation of social and economic vulnerability. In many cases, the first step to attain such articulation is the integration of databases and actions of the structural programs of each area.
- The intersectorality must be supported by a regime of effective collaboration among the federative units, to be regulated through the assignment of responsibilities, missions



Children of the community of Pacu 2, at Quilombo Gurutuba

and tasks based on each unit's capacity to collect resources and implement its actions. In education, this regime must inspire the construction of a National Articulated System of Education, leading to integrated and integral National, State and Municipal Plans of Education, and respecting the autonomy of the federal units.

- The effectiveness of the implementation of the National, State and Municipal Plans of Education, and the efficient and effective management of the goals, policies and programs that make the plans depend on the increase of the public investment in education. This investment must be based on cost-parameters linked to standards of quality in education, such as the cost and quality by student (CAQi), which must be institutionalized through specific laws and norms.
- Educational policies and programs, along with their funding, must be the object of an effective social control, which implies in strengthening the councils and other existing mechanisms and instances, in promoting their articulated action, along with the expansion and consolidation of the participation by adolescents, families and communities in each one of them.

2. The provision of quality education

- To enable the effective implementation of Constitutional Amendment 59/2009, which established the mandatory schooling for all children and adolescents from 4 to 17 years old, there must be a special attention to the boys and girls of 4 and 5 years old, and to the adolescents from 15 to 17 years old, as these are the groups that face the highest rates and the highest risk of school exclusion.
- The provision of integral and context-based education is important to break with the cycle of poverty and inequality. It is necessary to eliminate from the school culture the acceptance of failure, of evasion, of not becoming literate at the right age, and of not learning. It is recommended to establish continuous evaluation processes, which may allow an individual assistance and the enhancement of the management of education, of the school and of the classrooms.
- It is necessary to correctly establish the dimension of the school networks, both in the urban and rural areas, securing thus the accessibility and the transportation of students and teachers; correctly distribute the didactical materials and the school meals at the right time, and to provide training to teachers and other staff members. We highlight the necessity to secure the quality of the countryside schools, reversing the process of closing school units at rural zones and transferring the students to urban zones, oftentimes at unacceptable distances, especially in the cases of small children, becoming thus a strong reason for school exclusion.
- It is indispensable to appreciate the value of the professional of education, to secure the quality of teaching. To this end, it is necessary to implement concrete actions, such as securing the necessary investment for initial and continuous training with quality,

the effective institutionalization of the National Baseline of Salaries, the implementation of career plans and the regulation of enrolment, with the aim of avoiding temporary hiring and outsourcing.

3. Socio-cultural barriers

- The elimination of the factors that deepen the discrimination of Afro-Brazilian, Indigenous and Quilombola children is a strategic step to combat inequalities. It demands that all actions and policies recognize, respect and effectively implement the right to specific, differentiated, intercultural, community and quality education for all.
- Consolidate and expand the policies and programs of inclusion for the children and adolescents with disabilities in the regular schools, promoting the continuous training of teachers and the individual assistance to this group of boys and girls.
- Enhance the policy of evaluation and the provision of didactical books, incrementing the accessibility of children with disabilities, securing non-discriminatory contents in relation to gender, race and ethnic group, sexual orientation and religion, and creating the conditions so that the Afro-Brazilian and Indigenous history and culture can be taught in the schools.
- Secure the inclusion of the analysis of contents related to the issues of prejudice and discrimination, which may lead to processes of school exclusion, such as gender, race and ethnic group, religion, disabilities and sexual orientation, in the National Policy of Teachers' Training and in the programs of continuous training.
- Strengthen the linkage and the articulation of the schools with the System of Guarantee of Rights, established by the Statute of the Child and Adolescent (ECA), building capacity for the professionals of education, for the identification and presentation of denouncements of violence against children and adolescents, especially in the cases of sexual abuse and exploitation, child labor, racism, homophobia, religious intolerance, and discrimination of gender and against children and adolescents with disabilities.

4. Economic barriers

- Strengthen the programs aimed at the social and economic inclusion of families below the poverty line, considering that the vast majority of the children and adolescents out of school or at risk of school exclusion are from these families in the rural zones, in popular communities of urban centers, or living in the streets. Consolidate the conditionality of school attendance as part of the cash-transfer programs.
- Devise and implement state and municipal plans to eradicate child labor, involving and articulating the public policies of education and social assistance, and mobilizing families, the society, and social and entrepreneurial organizations. Special attention must be dedicated to actions along with the Public Ministry and to the Judiciary Branch, aiming at the fulfillment of the existing legislation on child labor.