



## Brazil

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### Education for All 2015 National Review

*This report was prepared by the relevant national authorities in view of the World Education Forum (Incheon, Republic of Korea, 19-22 May 2015). It was submitted in response to UNESCO's invitation to its Member States to assess progress made since 2000 towards achieving Education for All (EFA).*

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REPORT  
EDUCATION FOR ALL  
IN  
BRAZIL  
2000-2015





## **FEDERATIVE REPUBLIC OF BRAZIL**

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Secretariat for Higher Education – SESU

Secretariat for Professional and Technological Education – SETEC

Secretariat for Continuing Education, Literacy, Diversity and Inclusion – SECADI

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## Foreword

In 2000, 164 countries gathered together in Dakar and made the commitment to pursue six Education for All goals by 2015. These goals pertain to early childhood care and education; universal primary education; youth and adult skills; adult literacy; gender parity and equality; and quality of education. As the deadline approaches, UNESCO has asked the countries to submit a national report on what has been achieved in the period (results) and how it was done (strategies), as well as the challenges remaining for the period post-2015.

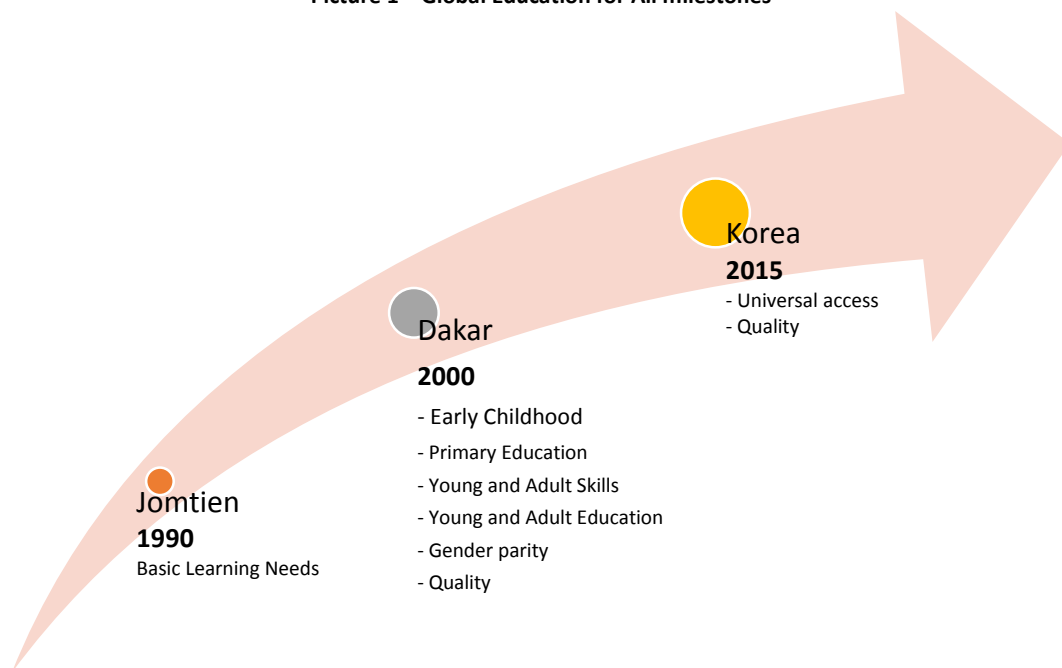
The present report from Brazil consists of a balance of the progress achieved along the past 15 years for each of the six Education for All goals. The document enables us to evaluate the road travelled since 2000, the policies and programmes implemented, and their main results. This report will inform the preparation of the Latin American report, and the reports from the different regions of the world will contribute to the situation analysis of all countries that are part of the Dakar commitment.

## PART 1: INTRODUCTION

### 1. Education for All (EFA): from Jomtien and Dakar to the Present

The World Conference on Education for All (Jomtien, Thailand), held in 1990, defined a broad set of challenges encountered, under different circumstances, by education systems around the world. Since then, significant collective efforts have been developed with a view to provide the means to improve through education the living conditions of children, youth and adults. This global call for action was reaffirmed in 2000, at the World Education Forum (Dakar, Senegal), when progress towards the goals previously agreed upon were assessed and reevaluated, taking into account the challenges of the new millennium. The next conference, to be held in Korea in 2015, will certainly determine new mid- and long-term commitments and, in so doing, will incorporate the challenges discussed at previous conferences, as anticipated in Picture 1.

Picture 1 – Global Education for All milestones



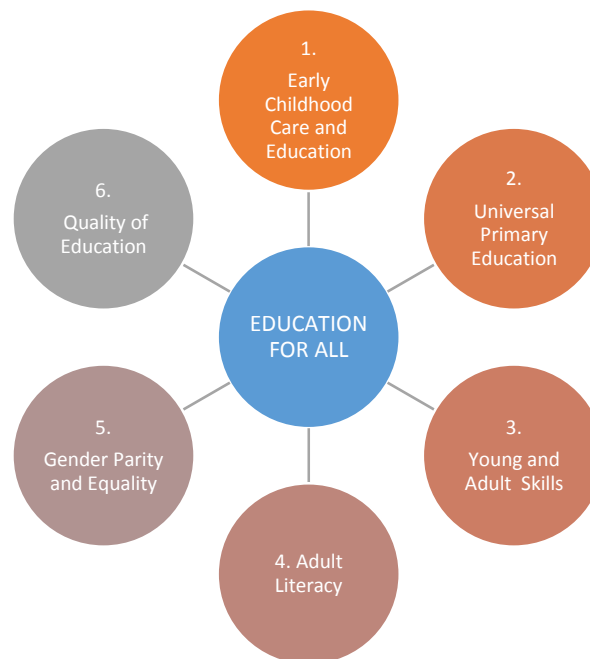
The 164 countries gathered together in Dakar proposed a common agenda of Education for All (EFA) policies, aiming at strengthening citizenship and promoting the skills required for a full and sustainable human development, and agreed upon 6 (six) goals to be pursued by 2015 by all the countries that signed the Dakar Commitment, namely:

- Expanding and improving comprehensive **early childhood care and education**, especially for the most vulnerable and disadvantaged children;
- Ensuring that by 2013 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory **primary education** of good quality;
- Ensuring that the learning needs of all **young people and adults** are met through equitable access to appropriate learning, **life skills** and citizenship training programs;
- Achieving a 50% improvement in levels of **adult literacy** rates by 2015;

- e) Eliminating gender **disparities** in primary and secondary education by 2005, and achieving **gender equality** in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality; and,
- f) Improving all aspects of the **quality of education** and ensuring excellence of all, so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Adopting the keywords used in the **Global Monitoring Report 2013/14** (UNESCO, 2014), the goals may be summarized as:

**Picture 2– Education for All  
Dakar Framework for Action – Goals**



Source: Developed from the Education for All goals

By adopting these goals, Brazil joined the group of countries committed to achieving the Education for All goals agreed upon in the Dakar Framework for Action by 2015. This commitment led to important changes in the public policy profile developed in the period. The Brazilian post-Dakar agenda was made possible by a broader scene that will be detailed later. This report will begin with a brief summary of the organization of the Brazilian education system.



## 2. Organization of Primary Education in Brazil

The 1988 Brazilian Federal Constitution (FC) states that education is the right of all and the duty of the State and of the family (Art. 205), its public offer being organized through the cooperation between Union, states, Federal District and municipalities (Art. 211) and teaching being open to private enterprise (Art. 209). Access to mandatory and free education is a subjective public right, and the competent authority is liable for the failure or irregularity of the offer of compulsory education (Art. 208, VII, § 1º).

According to Brazilian legislation, school education encompasses two levels: basic education, comprising of early childhood education, primary education and secondary education; and higher education (Box 1).

**Box 1 – Structure of the Brazilian Education System – Law 9,394/96**

Level	Step	Duration	Age group	
Higher Education	Higher Education	Variable	Above 18 years old	
Basic Education	Secondary Education	3 years	15 – 17 years old	
	Primary Education	9 years	6 – 14 years old	
	Early Childhood Education	Preschool	2 years	4 – 5 years
		Child care	3 years	0 – 3 years

Source: based on LDB/1996

Education levels and steps can be permeated by teaching modalities, i.e, education formats that may be offered by the school depending on specific demands and needs, namely special education, professional education, distance education (EaD) and youth and adult education (EJA), indigenous school education and rural education. In addition, offers to specific ethnic-racial groups, such as the Quilombola school education should be mentioned. Box 2 shows the coordination among education steps and modalities. This report underscores that the Federal Constitution ensures political, cultural, educational and linguistic rights to the indigenous peoples, regulated by Law 9,394/96 and by the guidelines issued by the National Education Council.

**Box 2 – Education Modalities – Law 9,394/96**

Levels	Steps	Modalities
Higher Education	Higher Education	Postgraduation
		Graduation
Basic Education	Secondary School	
	Primary Education	
	Early Childhood Education	Preschool
		Child Care

Source: based on LDB/1996

The vast majority of children, youth and adults enrolled in basic education attend public schools; the opposite occurs in higher education. Table 1 shows this distribution in 2013.

**Table 1 – Distribution of enrolment by education level and percentage of public sector participation  
Brazil – 2012 and 2013**

Education Level – Step and Modality	Total Enrolment	Public System	% Public System
Child Care	2,730,119	1,730,870	63.4
Preschool	4,860,481	3,643,231	75.0
Primary Education	29,069,281	24,694,440	85.0
Secondary Education	8,312,815	7,247,776	87.2
Special Education	843,342	664,466	78.8
EJA	3,772,670	3,623,912	96.1
Higher Education (college & graduate)*	7,037,688	1,897,376	27.0

Source: INEP/MEC, School Census 2013

\* Data from the 2012 Higher Education Census

There is an official distribution of responsibilities among the federated units concerning basic education. Municipalities have the incumbency of providing early childhood education (ages 0 – 5) and primary education (ages 6 – 14); the latter is shared with the states, who are also in charge of providing secondary education (15 – 17 years old). The Union has a redistributive and supplementary function regarding all basic education. This means that, should there be inequalities in education among federated units, systems and schools, the Union has a complementary role in promoting equity in a way that ensures the equalization of educational opportunities and a minimum standard of quality of education, through technical and financial assistance to the states, the Federal District and the municipalities. Therefore, the Union is responsible for formulating guidelines and redistributing funds; concerning the supplementary role, please refer to art. 211, §1º: “The supplementary function of the Union in educational matters, through technical and financial assistance at all levels.”

Among the changes that took place in the country in the last decade, some significant legal milestones deserve to be highlighted. First, the strengthening of basic education financing, through the creation of the Fund for the Maintenance and Development of Basic Education and for the Appreciation of Education Professionals – Fundeb (Constitutional Amendment 53/06 and Law 11,494/07), contributed to the significant increase of funds earmarked for this educational step. A second important change was the expansion of mandatory schooling for every individual from ages 7 to 14 to ages 4 to 17 (Constitutional Amendment 59/2009) to be implemented gradually by 2016. In order to better understand the Brazilian education policies, it is necessary to be acquainted with some elements of the scenario where they were designed, implemented and developed.

### 3. Background

The democratic transition period lived by Brazil in the 1980s had very significant milestones, including the approval of a new Federal Constitution (FC), known as “Citizenly Constitution,” in 1988. Defining education as a social right (Art. 6º), the Charter set forth innovative provisions, distributed in several articles (Art. 205 and 214). At that time, the educational context was sensibly different. Data from 1989 indicated that the proportion of the population of mandatory school age (7 to 14 years) actually attending school was 82.2%; the proportion of attendance of the population aged 0 - 6 years was 15.3%, and that of ages 15 to

19 in secondary school was 16.5%. The illiteracy rate of the population aged 15 and more was 18.8% (1989).

Incorporating the expectations created by the World Conference on Education for All, Brazil mobilized around the issue, approving a National Commitment to Education for All (May 1993) and a National Education for All Plan (1993). In addition, it held the National Education for All Conference (1994), with great impact and intense participation of educators throughout the country. In 1996, two important legal provisions were approved: the Law of Directives and Foundations of National Education – LDB (Law 9,394/96), which consolidated a new framework of guidelines for levels, steps and modalities of school education, and the Fund for the Maintenance and Development of Elementary Education and for the Appreciation of the Teaching Profession – Fundef (Law 9,424/96). By setting compulsory mechanisms for funding primary education, this fund opened the way for important changes which would take place in Brazil after 1994.

In 2000, during the preparation for the World Education Forum in Dakar, two papers recorded the path already travelled by the country – **Education for All: assessment of the decade** (BRAZIL. MEC. INEP, 2000) and **EFA 2000 Education for All: evaluation of the year 2000**, Brazil's national report (Brazil. MEC. INEP. 2000b).

Some progress achieved in basic education in the decade after the Jomtien Conference was evident: school attendance by age group increased considerably, reaching 41.2% between the ages of 4 and 6, 95.8% in the age group 7-14 and 81.1% in ages 15 to 17. In the population bracket 15 and more years, the illiteracy rate was 14.7% in 1996. In addition to numbers, there were important steps made towards the promotion of quality of education, among them the establishment of the National Curricular Standards (PCN); the creation of a nationwide Basic Education Evaluation System (SAEB); and improvements in teacher training.

These initial advances reflected the country's endeavors to expand access and promote quality, with an aim to meet the commitments determined in the World Conference on Education for All (1990). With the establishment of the 6 (six) goals set forth in the Dakar Action Framework, these achievements were strengthened and became more expressive in the post-Dakar years (after 2000).

In 2003, under a new administration, Brazil entered into a pact with society with the commitment to expand attention to excluded population segments with no access to social and consumer goods. Within a national programme to fight against hunger (Zero Hunger Programme), initiatives for direct income transfer to population strata under the minimum poverty line were created. An important measure in that direction was the Family Allowance Programme (PBF), one of its conditions being mandatory school attendance of all children from benefitting families.

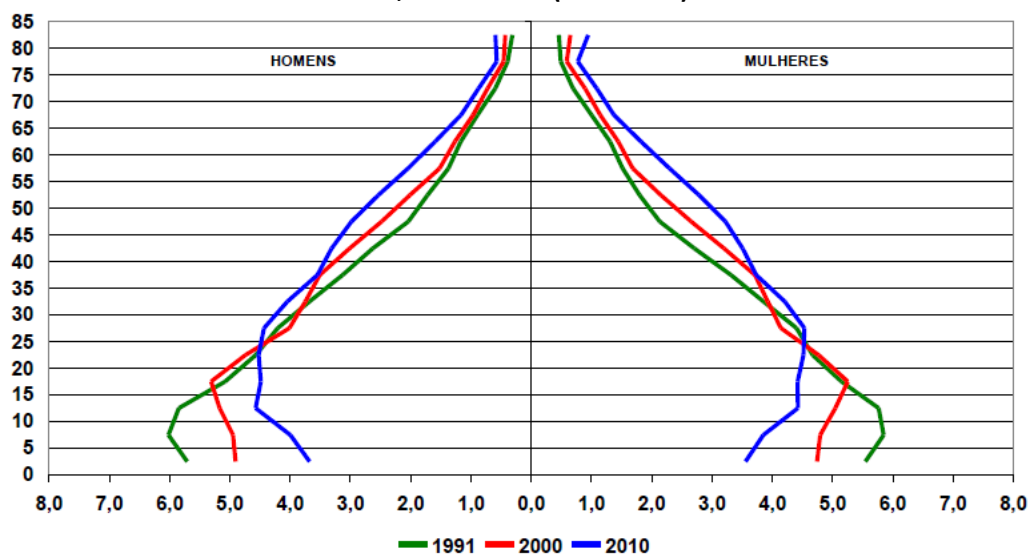
For education, the perspective of incorporating the excluded and appreciating the value of the social diversity that is part of our society was translated into endeavours in several directions, from the design of affirmative action policies geared to higher education, practically inexistent until then, to the adoption of specific measures for ethnic-racial groups and indigenous peoples. Institutionally, a specific secretariat was created in the Ministry of Education, in charge of policies geared towards excluded populations – the *Secretariat for Continuous Education, Literacy, Diversity and Inclusion* (SECADI). Legal instruments were designed, such as the law introducing in official school curricula the mandatory theme "Afro-Brazilian History and Culture" (Law 10,639/2003) and the National Curriculum Guidelines for the Education on Ethnic-Racial Relations and on the Teaching of Afro-Brazilian and African History and Culture (**Resolution CNE/CP 1, of 17 June 2004**). As to the appreciation of the value of the multiethnic nature and several languages of the indigenous peoples, Law 11,645/2008

mandated the inclusion in Brazilian school curricula of the theme “Indigenous Peoples’ Cultures and Histories.”

The country’s efforts were translated into a significant increase in the financial resources earmarked for education, expressed in two mutually coordinated mechanisms – the establishment of a minimum cost per student and the creation of specific funds to channel resources, a strategy which began in the mid-1990s and was strengthened and expanded in the first decade of the 21<sup>st</sup> century.

In parallel to this increase in financial resources, it is worth remembering the significant demographic changes that took place since the Jomtien conference, with a decrease in the population growth rate, particularly involving the school-age population (Figure 1).

**Figure 1: Composition of the total resident population, by sex and age groups, Brazil, 1991 - 2010 (in millions)**



Source: <http://www.ibge.gov.br/home/presidencia/noticias/imprensa/ppts/0000000847310412201231572748-3985.pdf>

The image of a population pyramid, characteristic of the Brazilian demographic distribution until the 1990s, gradually gave way to a population mushroom. Already experiencing a decreasing growth rate since the 1950-1960 intercensal period (2.99), Brazil displayed a growth rate of 1.17 in the 2000-2010 period, below that of the previous one (1991-2000) of 1.64.

Considering the age group 0 - 19 years, potentially one that demands the care of basic education, data from the last two population censuses (2000 and 2010) shows that it decreased 7.7%, from 68,205,937 to 62,923,165, while the 20 – 24 age group grew 6.8%, from 16,141,515 to 17,245,190 (IBGE, 2013)<sup>1</sup>. This new composition brings challenges distinct from those of the past, which must be assimilated and responded to through public policies.

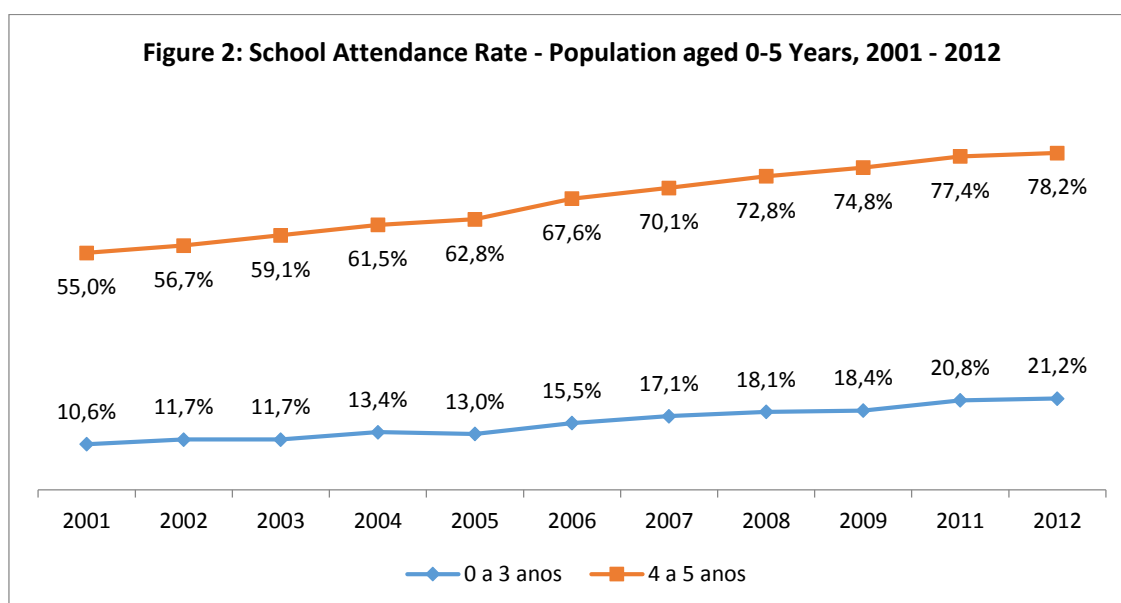
In the field of education, and specifically of basic education, the diminishing population of school-age means more resources available for the attention of children, youth and adults. However, the impact of this decrease in enrolment and of the increase of the value per student cannot yet be fully perceived at the grassroots, i.e. at the school units. With regard to higher education, the challenge is of a different order. The population increase in this age group demands an expansion of the offer which is not compatible with the public sector’s capacity.

<sup>1</sup> <http://www.censo2010.ibge.gov.br/sinopse/index.php?dados=12&uf=00>

After these initial considerations about the demographic changes that have altered the profile of education demand, this report will point out some of the progress achieved by Brazil towards the Education for All goals set forth in 2000. A brief look at the numbers reveals the treatment given by the country to the Dakar goals.

Early childhood attention in Brazil is provided by three complementary areas: Health, Education and Social Care. While this report focuses specifically on Education, it has to underline that one of the criteria used to determine the appropriateness of **Early Childhood Care** is the Infant Mortality Rate (IMR). The Brazilian indicator is positive – the last Census (IBGE2010) showed a drop of the IMR from 29.7 (per thousand) in 2000 to 15.6 in 2010.

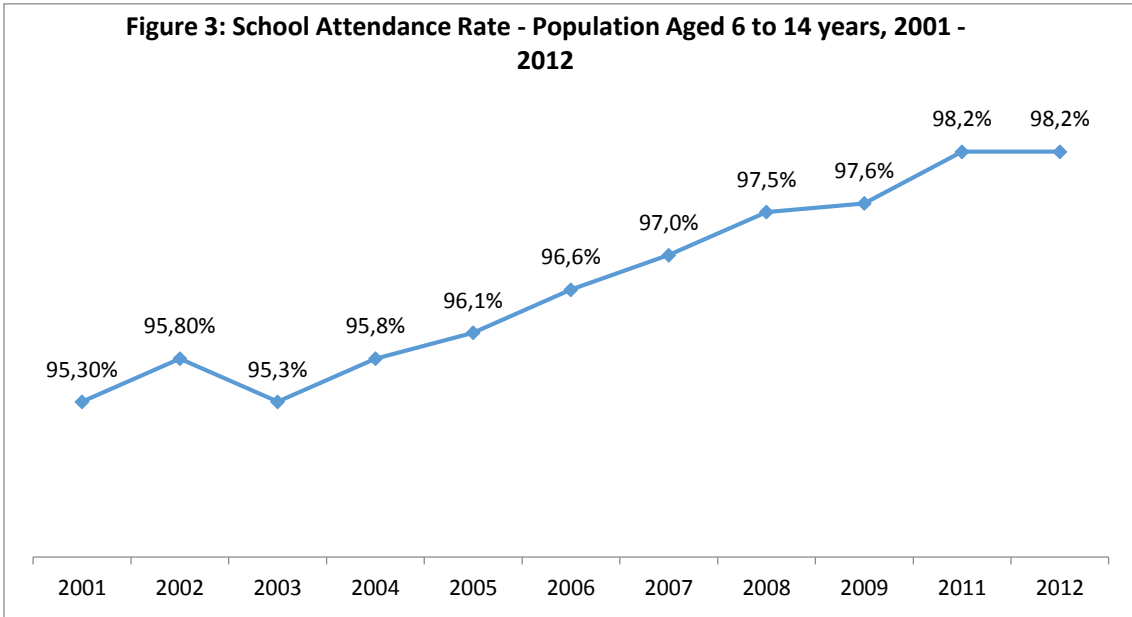
**Early Childhood Education** corresponds to the education of children aged 0-5. At this level of basic education, the school/child care attendance rate grew from 55.0% (2001) to 78.2% (2012) in ages 4 - 5 years, and from 10.6% (2001) to 21.2% (2012) in ages 0 – 3 years (Figure 2).



Source: prepared by INEP using data from IBGE/Pnad.

Looking at the population aged 0 to 5 years in both the 2000 and 2010 IBGE census, it can be observed that school attendance increased from 27.1% to 43.5%, which was connected both to the education policy efforts and to the population decrease in this age group, which fell by 14.7% in the period, corresponding to more than 2.5 million children.

Concerning **Universal Primary Education**, corresponding to ages 6 to 14, the attendance rate rose from 95.3% (2001) to 98.2% (2012) (Figure 3).

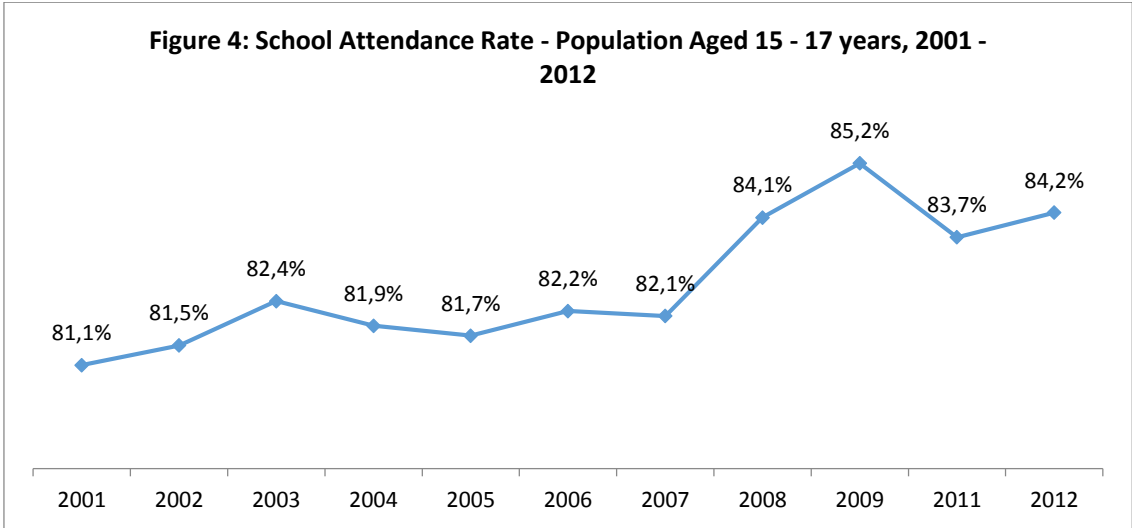


Source: prepared by INEP using data from IBGE/Pnad.

In the period since the Dakar Framework for Action, an important achievement for this step of basic education was its extension from 8 to 9 years (Law 11,274/96). There were two major challenges for primary education, beginning in the 1990s and peaking by the end of the last decade. The first concerned universal offer: in 2000, enrolment was 16.8% higher than the population in this age group (35,717,948 students x 30,518,929 population). The demand for infrastructure and human resources over a very short period required a great management capacity and the focusing of initiatives from the public powers.

The second challenge faced in attempting to provide universal access to primary education was the significant age-grade distortion found. Specific policies to decrease it were implemented, resulting in a drop from 35.3% in 2001 to 23.6% in 2010. During the same period, the population in this age group suffered a 4.7% reduction (corresponding to 1,439,688 individuals) while the decrease in enrolment was 3.5 fold greater, demonstrating both the decrease of the distortion and the increase of the net schooling rate.

Concerning **Youth and Adult Skills**, the school attendance rate remained fairly stable among ages 15 – 17-years, with a slight improvement of attention from 81.1% (2001) to 84.2% (2012) (Figure 4).



Source: prepared by INEP using data from IBGE/Pnad.

Examining the numbers of this age group in the 2000 and 2010 IBGE census, we observe a 5.3% reduction in absolute numbers and a decrease in the percentage of out-of-school youths from 18.9% to 16.3%. It is worth pointing out that secondary education services to ages 15-17-years had a significant increment, from 36.9% (2001) to 51.6% (2011). One of the major challenges faced in this education stage is represented by the decrease in the age-grade distortion rate, which fell from 48.8% in 2000 to 44.9% in 2010.

As to the indicators of outcomes, one must examine the behaviour of the approval, repetition and drop-out rates in primary and secondary education (Table 2).

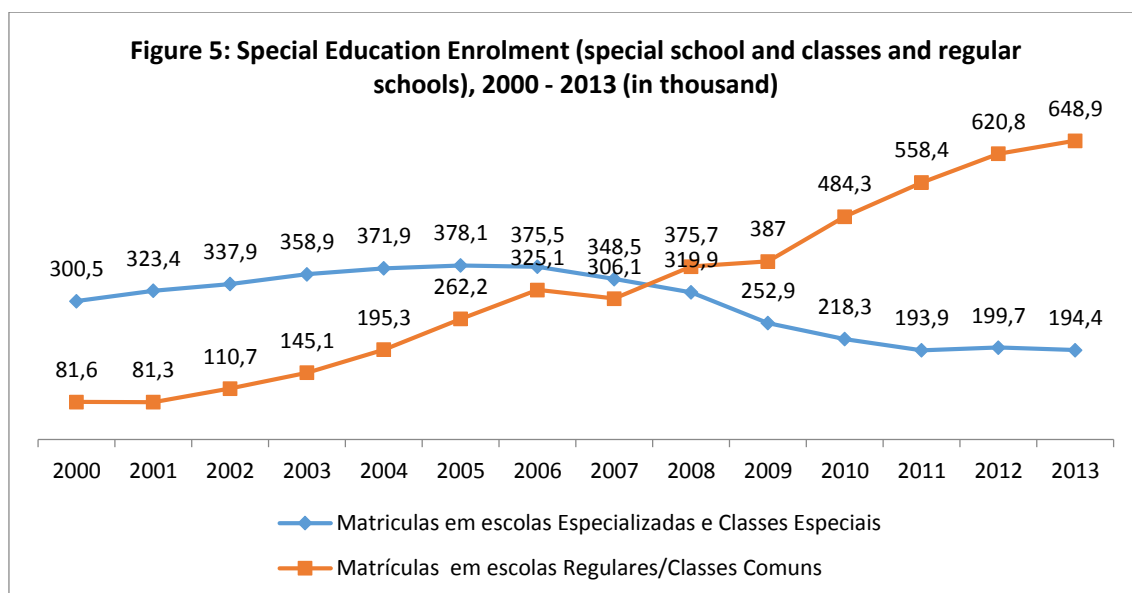
**Table 2 – Rates of outcomes, primary and secondary education, 2000 - 2010**

Rates of Outcomes	Approval		Repetition		Drop-out	
	2000	2010	2000	2010	2000	2010
Primary Education	83,1	86,6	10,7	10,3	12	3,1
Secondary Education	74,4	77,2	7,5	12,5	18,1	10,3

Source: INEP/MEC, School Census.

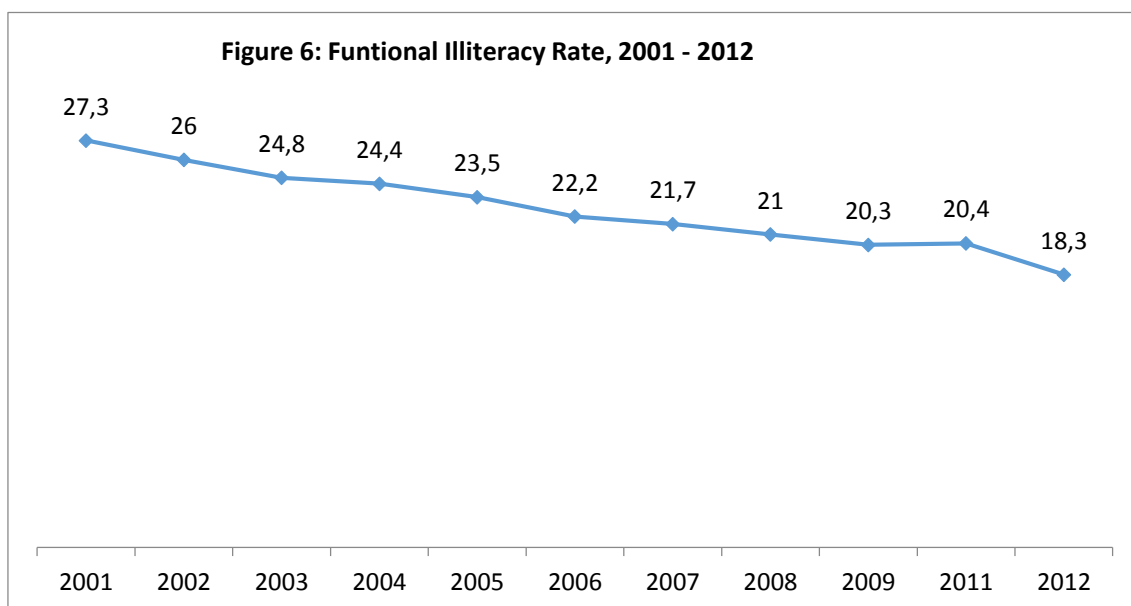
The main highlight in the results obtained from the public policies implemented in the period is the reduction in drop-out rates in both levels of basic education, namely a 74.2% decrease in primary education and 43.1% in secondary education.

Another aspect worthy of mention is the **inclusion policy** implemented since the signature of the Salamanca Declaration (1994), which changed the paradigm of services for individuals with special needs and consolidated the inclusive education policy. Figure 5 shows the behaviour of the enrolment in special education in the period 2000 – 2013, revealing a 695.2% growth of services in regular schools and classes, with a simultaneous drop of 35.3% of the care provided in specialized schools and classes.



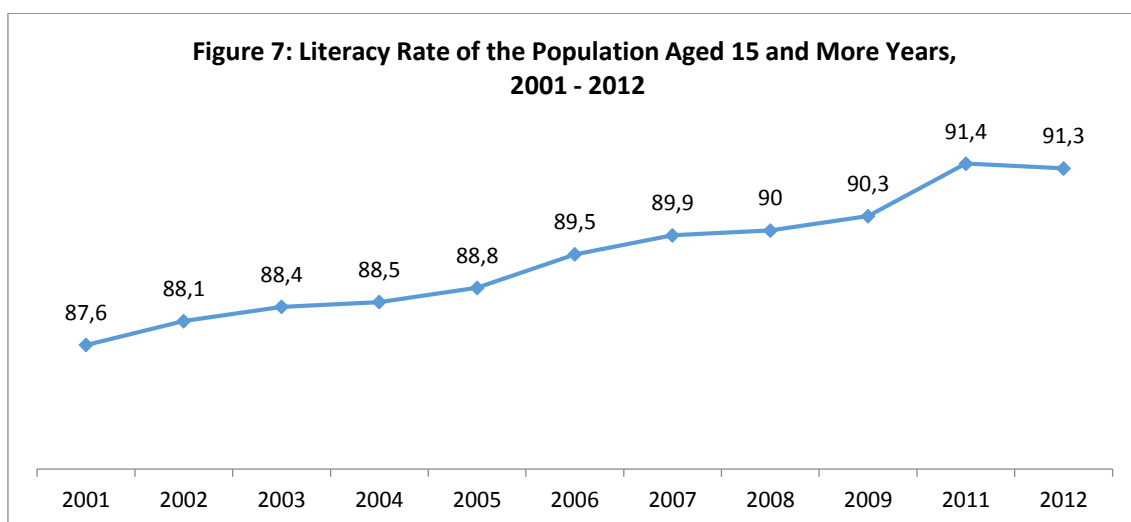
Source: MEC/Inep

The **Youth and Adult Literacy Rate** (population aged 15 and more years) rose from 86.7% (1999) to 91.3% (2012). The functional illiteracy rate<sup>2</sup> in this age group dropped from 27.3% (2001) to 18.3% (2012), corresponding to a 33.% decrease, as depicted in Figure 6.



Source: <http://seriesestatisticas.ibge.gov.br/series.aspx?no=4&op=0&vcodigo=PD384&t=taxa-analfabetismo-funcional>

Another major effort undertaken by Brazil concerns the literacy rate of the population 15 and more years (Figure 7). This resulted from interlinked actions focusing different audiences, such as the adult literacy policies (Solidary Literacy, Literate Brazil and other initiatives in partnership with civil society) and of changes in the teaching and learning processes in the early grades of primary education, with the creation of the literacy cycle, aiming to decrease repetition in the first three years of primary school.

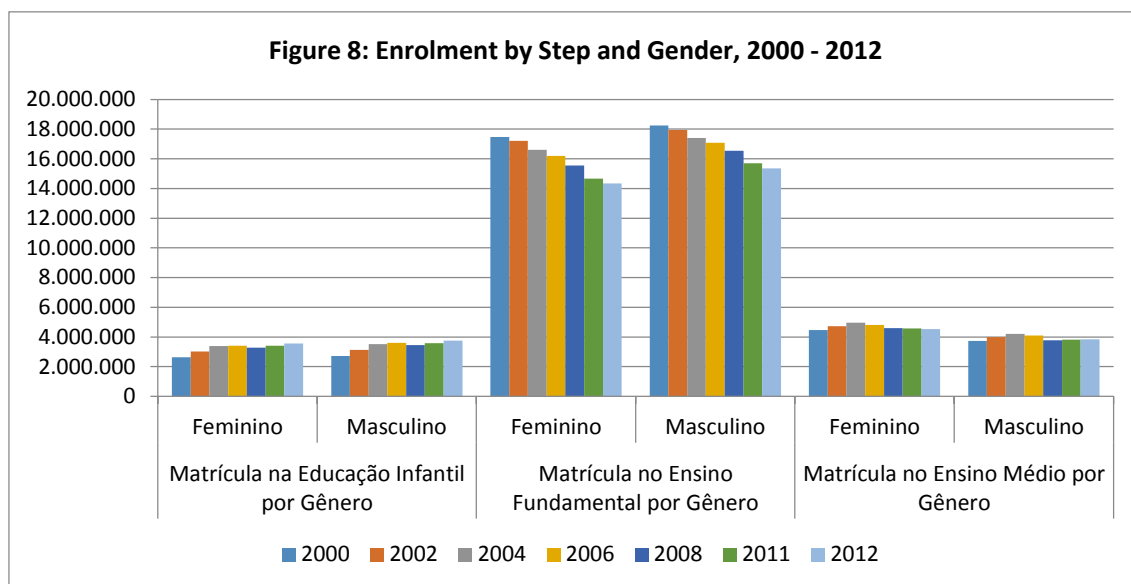


Source: Microdata from Pnad (IBGE)

<sup>2</sup> In order to calculate functional illiteracy, IBGE uses the number of individuals aged 15 and more with less than four years of schooling. According to the definition of the United Nations Educational, Scientific and Cultural Organization - UNESCO, a functionally literate individual can participate in all the activities where literacy is required for the effective functioning of his/her group and community and is also allowed to continue to use reading, writing and calculation for his/her own and the community's development.



In terms of **Gender Parity and Equality**, school enrolment figures display a similar rate of participation for boys and girls, taking into account gender proportions in the population of this age group (according to the 2010 Census, the percentage of males and females aged 0 – 4 years is 3.7% and 3.6%; for ages 5 – 9, 4.0% and 3.9%; for ages 10 – 14, 4.6% and 4.4% and for ages 15 – 19, 4.5% and 4.4%, respectively), a trend which was already present even before the Dakar Summit. Figure 8 shows the behaviour of enrolment by education level and gender in the period 2000 – 2012. In child and primary education, the difference is of around 5% throughout the period, while in secondary education female participation is 18% higher.



Source: INEP/MEC, School Census

In the broader context of changes in Brazilian policies, this report must underline those pertaining to the **Quality of Education**, heralded by the 1988 Constitution and countersigned by the LDB and a whole legal framework which institutionalized an unprecedented cycle of reforms in our educational history. Gradually refined and expanded, the Basic Education Evaluation System (SAEB) opened the way to the introduction of a culture of large-scale evaluation, following the example of the countries that are members of the Organization for Economic Cooperation and Development (OECD). The monitoring of results allowed the institution of mechanisms to evaluate school performance. The creation of a Basic Education Development Index (IDEB) in 2007 enabled Brazil to set targets and evaluate and compare results, all of which bear a strong impact on the indicators of results.

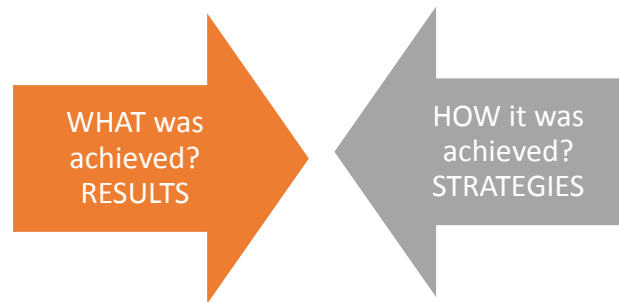
There are certainly other factors associated with **quality of education**, which will be analyzed in the detailed discussion of results. However, the information presented so far offers a preliminary frame of reference for understanding the changes that took place in Brazilian education in the past fifteen years. Based on this information, it can be stated that the Brazilian education policies developed during this period represented unquestionable progress and were in harmony with the Education for All goals set forth in 2000. Many challenges, however, remain. The country is aware that it must advance in order to fully reach these and other goals pertaining to the right to education, as set forth in the 1988 Constitution.

Progress in the field of the school inclusion of individuals with handicaps, pervasive development disorders and exceptionally gifted are important and should be mentioned.

#### 4. Education for All in Brazil: Results and Strategies

The analysis of the **results** achieved by Brazil towards the Education for All goals shows they are closely linked to the **strategies** adopted to face the challenges of the country in 2000. Picture 3 illustrates this approach.

**Picture 3 – Education for All  
Results and Strategies: a seamless process**



In order to better understand the dimensions of the education development process aiming to achieve the Education for All goals, the analysis of results and strategies will be carried out separately. This methodological differentiation allows for a better understanding of results and strategies. Part 2 will dwell in greater detail on the results obtained.

## PART 2: RESULTS – WHAT WAS ACHIEVED?

### 1. Early Childhood Care and Education

The expansion and improvement of **early childhood care and education**, especially for the more vulnerable and disadvantaged ones, requires a comprehensive vision of children at this time of life. In addition, it demands an understanding of the meaning of early childhood for human development, as well as of the formulation of equitable policies directed to overcoming inequalities in this very delicate phase of childhood.

Examination of the data on the extremely poor population<sup>3</sup>, by age group, reveals the vulnerability of very young children.

**Table 3: Extremely poor population, by age group - Brazil (2000 and 2010)**

Year	Age group											
	0 - 6 years		7 - 17 years		18 - 29 years		30 - 64 years		65 and more years		Total	
	N°	(%)	N°	(%)	N°	(%)	N°	(%)	N°	(%)	N°	(%)
2000	5,382,283	23.49	7,625,597	20.29	4,315,954	11.81	6,602,828	10.82	282,929	2.89	24,209,583	14.42
2010	2,866,191	14.64	4,776,192	13.07	3,602,943	8.89	6,083,716	7.71	384,366	2.76	17,713,408	9.35

Source: Ipea, 2013

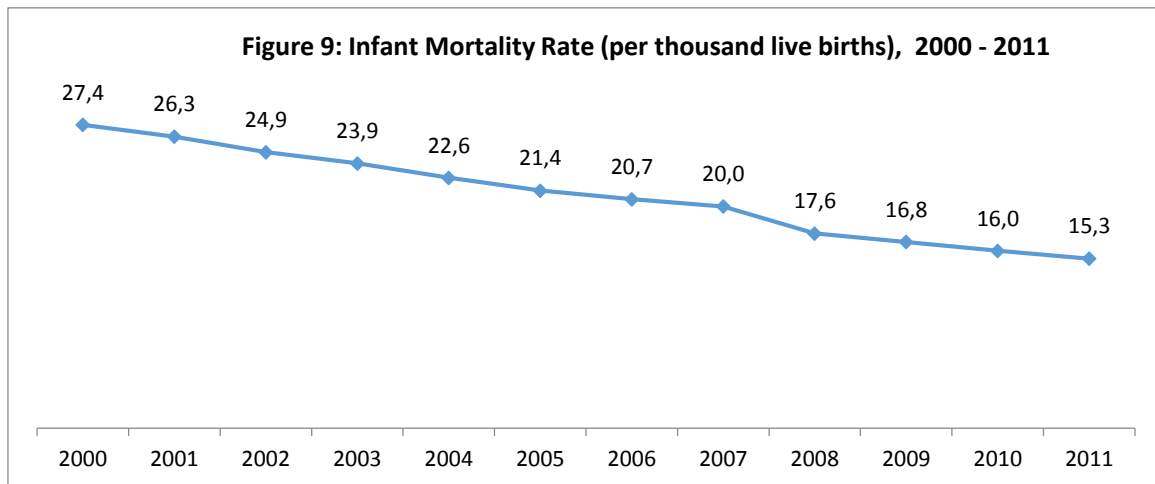
Table 3 allows us to ascertain a significant reduction in the proportion of the extremely poor in all age groups, from 14.42% to 9.35% between 2000 and 2010. Among children aged 0 to 6 years, the percentage dropped from 23.49% to 14.64%. Nevertheless, this is the more vulnerable population where there is the highest percentage of people at risk. Therefore, these young children are the ones most needing care and education.

Early childhood care begins *in utero* and implies special attention to pregnant women, through prenatal care and health activities. The infant mortality rate<sup>4</sup> is a major indicator of improvement in care, and it shows a sustained decreasing trend in Brazil in the post-Dakar years (Figure 9).

<sup>3</sup> According to IBGE (2012), the extremely poor population is the one with a *per capita* income of up to 70 reais, considering values as of 1 August 2010. (Source: ESTUDO TÉCNICO N.º 23/2012).

<sup>4</sup> According to IBGE, infant mortality rate is defined as the frequency of infant deaths (before the first birthday) in a population in relation to the number of live births in a certain calendar year. It is expressed as deaths per thousand live births.

(<http://www.ibge.gov.br/home/estatistica/populacao/condicaoodevida/indicadoresminimos/conceitos.shtm>).



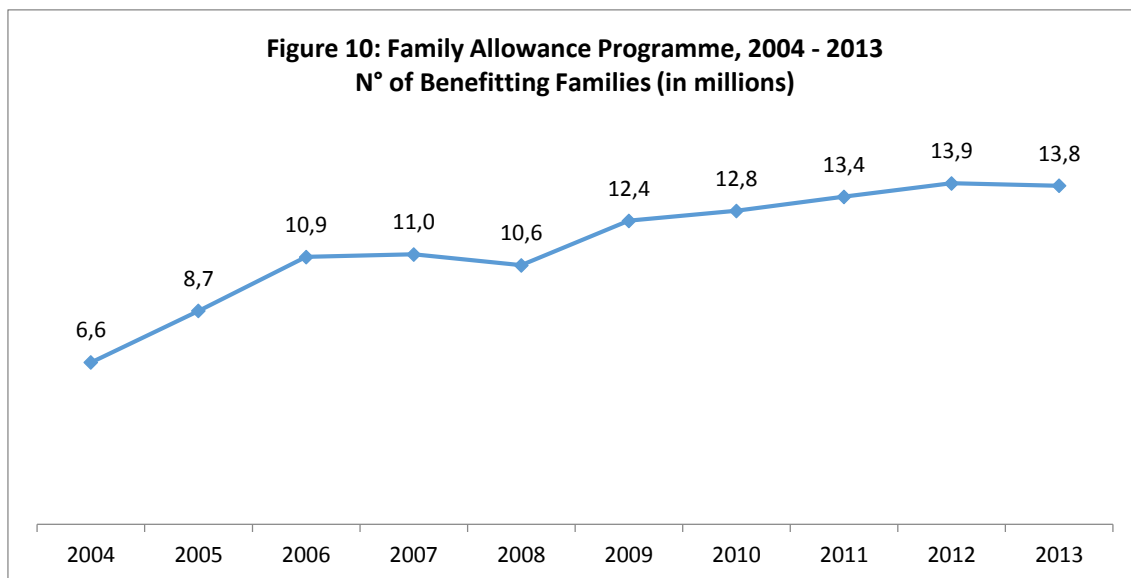
Fontes: <http://seriesestatisticas.ibge.gov.br/series.aspx?no=13&op=0&vcodigo=MS54&t=taxa-mortalidade-infantil> e <http://tabnet.datasus.gov.br/cgi/tdb2012/matriz.htm>

It is true that the Brazilian initiatives of direct income transfer adopted had an important and strategic role, contributing not only to the reduction of IMR (Figure 8) but also to the better nutritional status of the young child.

The Family Allowance Programme (PBF), of the Ministry of Social Development and Fight Against Hunger (MDS), provides specific care to babies and pregnant women from households with incomes below the threshold of poverty, through the transfer of benefits for the protection of pregnant women (“Variable Benefit for Pregnant Women”) and for the nutrition of babies 0 to 6 months (“Variable Benefit for Breastfeeding Mothers”).

The Benefit for the Continuous Social Care Provision (BPC) instituted by the 1988 Federal Constitution, which is part of the Basic Social Protection within the Single Social Care System (SUAS) also deserves mention. Previous contribution to Social Security is not required in order to have access to this **individual, non-permanent and non-transferable benefit. It comprises of a monthly** transfer of one minimum wage to elderly individuals 65 (sixty-five years old) or more, and to individuals of any age with long term physical, mental, intellectual or sensorial handicaps which, interacting with several barriers, may obstruct his/her full and effective participation in society in equal conditions with others. In both cases, beneficiaries must prove the lack of means to ensure their own support as well as their families’. The monthly *per capita* household income must be inferior to  $\frac{1}{4}$  (one fourth) of the current minimum wage.

Since its creation in 2004, PBF has expanded by 109.1% its target of benefitting families (Figure 10). In addition to the direct income transfer initiatives, there are other specific policies and programmes geared towards this end. Most of them fall within the scope of the Unified Health System (SUS), coordinated by the Ministry of Health (MS), whereby the federated units carry out initiatives of prenatal care, breastfeeding and child health.



Source: IPEA, 2013

In addition to this type of care, and acknowledging the role of education for the young child's development, Brazil has sought to expand the access to and to improve the care in early childhood education. The institutionalization and expansion of the right to education in early childhood were enshrined in the 1988 Federal Constitution which, during the last decade, were further broadened by changes in the texts of the Constitution and the Law of Guidelines and Foundations of National Education (LDB).

According to the 1988 Constitution and the 1996 LDB, until 2006, child education, a duty of the state, covered the assistance to children aged zero to six years (FC. Art. 208. IV). Primary education, in turn, corresponded to the age group 7 to 14-years. With the increase in the duration of the latter from 8 to 9 years (Law 11,274/06), 6-year old children now benefit from the right to mandatory schooling<sup>5</sup>. Three years later, in 2009, Brazil took up an unprecedented challenge, approving the expansion of the mandatory education age from 6 to 14 years to 4 to 17 years (CA nº 59/2009).

Therefore, the call for enrolments and the offer of preschool places for all children aged 4 and 5 years became a duty of the State; families and the society, on their hand, received the responsibility of monitoring regular attendance. The deadline for meeting the legal provision of mandatory preschool enrolment for children aged 4 to 5 years was set at 2016. Undoubtedly, this new and complex challenge implies an increase in enrolment and school attendance rates for the population aged 0-5 years. Further data below shows the efforts made in 2000 – 2012.

It is important to highlight that, concerning indigenous peoples and taking into account the constitutional provisions, child education is an option of each native community, pursuant to Resolution 05/National Education Council, Basic Education Chamber.

### 1.1. Attendance Rate and Enrolment

Figure 2, in Part 1 of this report, shows school attendance rates in the interval 2001-2012. The general growing trend observed in the provision of child education displays differences

<sup>5</sup> Age was altered pursuant to Law 11,274 of February 2006, sanctioned by the President of the Republic, which made mandatory nine years of primary education, with the inclusion of 6-year old children.

according to the age group considered: for children aged 0 to 3 years, the increase was from 10.6% to 21.2%; and for children aged 4 and 5 years, from 55.0% to 78.2% in the same period.

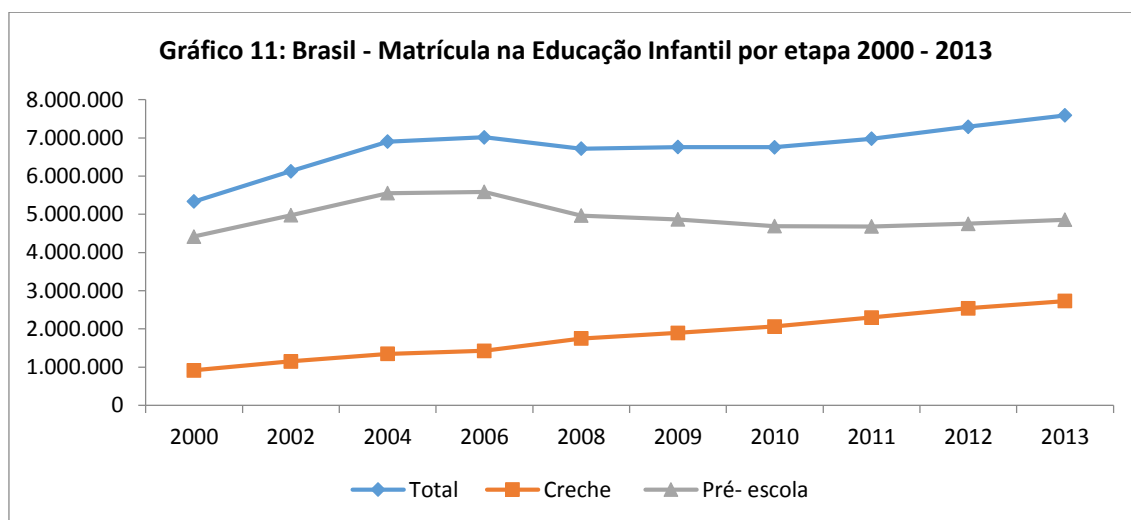
As to the enrolment in the interval 2000 – 2013, there was a three-fold increase in child care attendance and a 10% increase in preschool attendance (Table 4). It is important to highlight that in 2000 the numbers of preschool enrolments were already significant, which explains the difference in growth between the two stages of early childhood education.

**Table 4: Child Education Enrolment by Stage (Child Care and Preschool) Brazil 2000 – 2013**

Year	Child Education Enrolment by Stage		
	Total	Child care	Preschool
2000	5,338,196	916,864	4,421,332
2002	6,130,358	1,152,511	4,977,847
2004	6,903,762	1,348,237	5,555,525
2006	7,016,095	1,427,942	5,588,153
2008	6,719,261	1,751,736	4,967,525
2009	6,762,631	1,896,363	4,866,268
2010	6,756,698	2,064,653	4,692,045
2011	6,980,052	2,298,707	4,681,345
2012	7,295,512	2,540,791	4,754,721
2013	7,590,600	2,730,119	4,860,481

Source: INEP, school census

In the same period considered, the expansion in early childhood education enrolment, which increased from 5,338,196 to 7,590,600, was significant. In other words, there was a 42.2% increase in 14 years. Figure 11 shows the distribution by type of care.

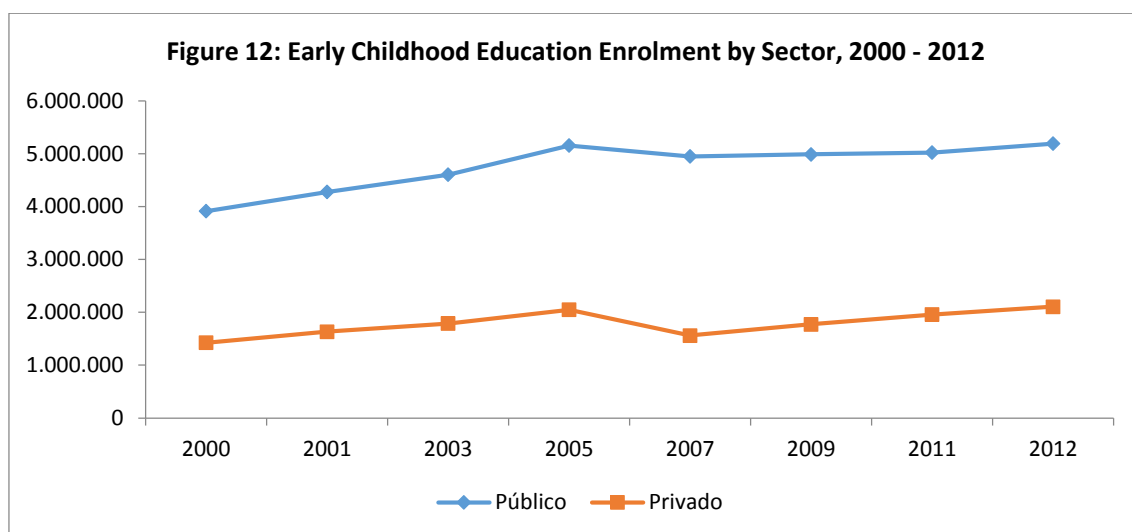


Source: prepared with data from INEP, school census

In the period under consideration, we can observe small negative variations in preschool enrolment in the interval 2008 – 2011, followed by a return to growth in 2012. The significant growth in child care (children aged 0 to 3 years) of child education, which reached 197.8%, must be underscored. According to Pnad 2012, the population aged 4 and 5 years at that time was 5,516,000, which allows us to infer that universal preschool care is very close.

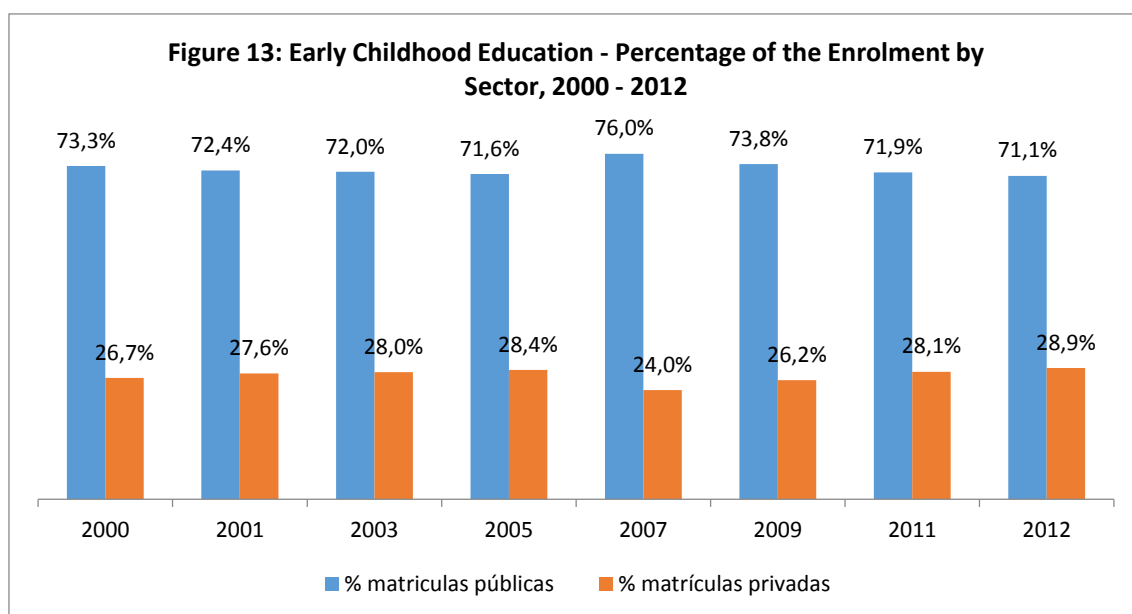
## 1.2. Sector

The vast majority of early childhood education in Brazil is offered by the public sector. In 2000, this corresponded to 73.3% (3,914,411) of enrolled children, the private sector accounting for 26.7% (1,423,785); in 2012, these numbers were 71.1% (5,190,128) and 28.9% (2,105,384) (Figure 12).



Source: INEP, school census

Figure 13 also shows that, in the period under consideration, enrolment in the private sector has grown faster than in the public one, particularly after 2008. This phenomenon might be linked to the social mobility of a significant part of the population, which came to be called “the new middle class.”



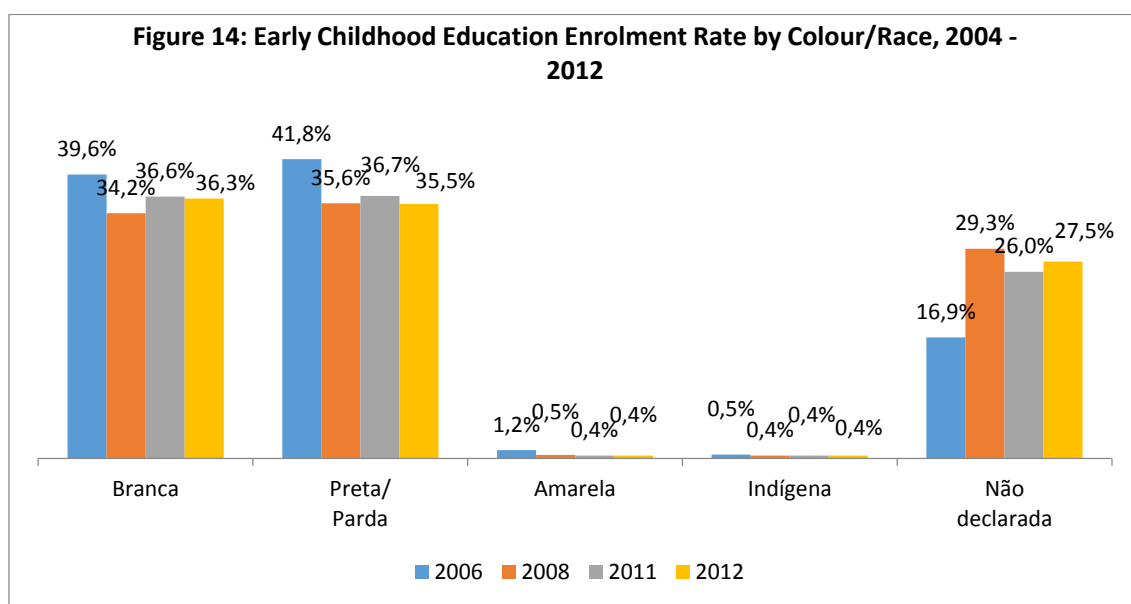
Source: INEP, school census

Since the **care and education of more vulnerable and disadvantaged young children** is a particularly sensitive challenge, the report makes the reminder of the country’s focus in this period, namely the expansion of opportunities in terms of colour/race (white, black/mixed, native Brazilian, Asian), location (urban/rural) and *per capita* household income, which are

discussed below. The increasing enrolment of children with handicaps also deserves special mention.

### 1.3. Colour/Race

Examining school attendance rates for early childhood education (up to 5 years of age) by colour/race in the period 2004 – 2012<sup>6</sup>, a decreasing participation of whites (39.6% in 2000 and 36.3% in 2012) as well as blacks/mixed (41.8% in 2004 and 35.5% in 2012) is noted. The increase in the number of people choosing not to declare colour/race, from 16.9% to 27.5%, (Figure 14), deserves attention.



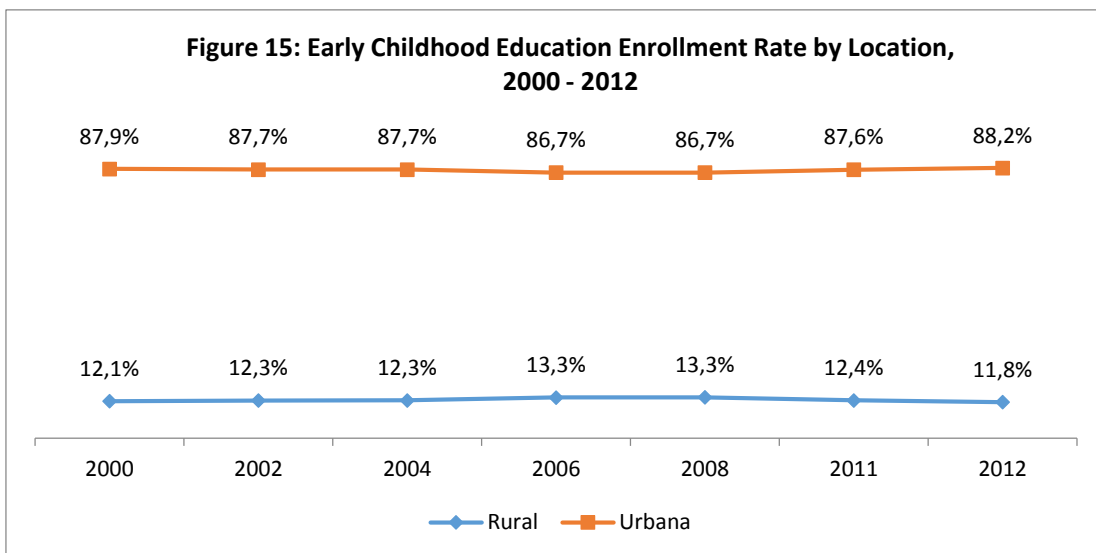
Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

### 1.4. Location

Figure 15 shows early childhood education enrolment rates by location in the period 2000 – 2012. It is important to point out the absolute increase (from 646,519 in 2000 to 859,526 in 2012) of early childhood education enrolment in rural areas, which constitute the most vulnerable population segments. Given the continuing inequality of access to child education by location, in 2007 the Ministry of Education, through SECADI, started to develop its policy on early childhood education in rural areas, which will be further dwelt upon in Part 3.

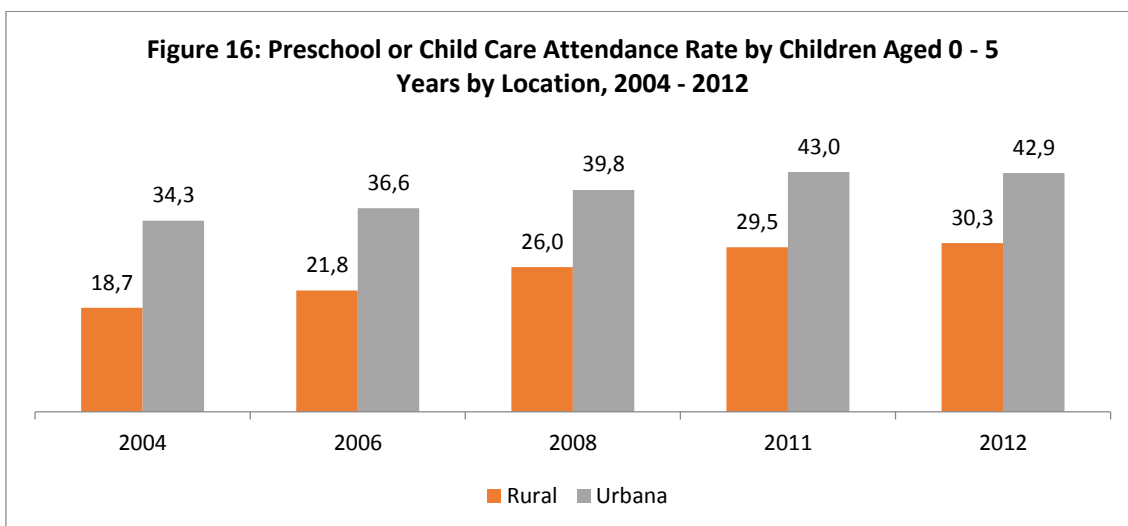
<sup>6</sup> Data on colour/race only began to be collected in 2004.





Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

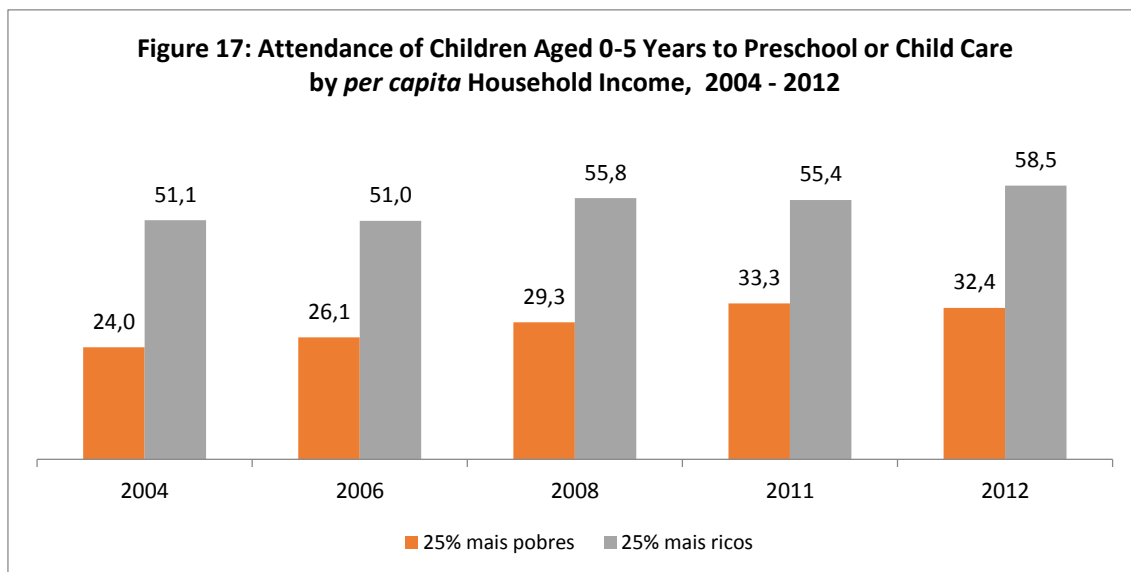
On the other hand, observing the rate of attendance of children up to 5 years old in school or child care in the same period (Figure 16), we see the evolution of both, with an increase of 62% in rural areas and 24.9% in urban ones.



Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

### 1.5. Per Capita Household Income

Concerning early childhood education attendance rate in the period 2004 – 2012 by *per capita* income (Figure 17), an increase among both the richer and the poorer quartiles can be observed. However, it must be highlighted that in the poorest quartile the increase in attendance rate was of 35.2%, and in the richest one 14.4%; therefore, the poorer children's access enjoyed a 2.4-fold increase.



Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

The analysis of results pertaining to the goal **early childhood care and education** in this period allows us to conclude that, while many challenges remain, there are many achievements already noticeable. First, there is a significant increase in the attendance rate to child care or school, a service that most countries find difficult to ensure. Other advances are associated with the most vulnerable segments of the population, such as the increase in young children’s enrolment in rural areas as well as among those whose household *per capita* income falls in the poorest quartile of the population.

## 2. Universal Primary Education

The goal of “ensuring that by 2015 all children, particularly girls and children in difficult circumstances, have access to and complete, free and compulsory primary education of good quality” has been constantly and systematically pursued by Brazil since the World Conference on Education for All held in Jomtien. The first milestone of the political decision of achieving this goal was the Ten-Year Education for All Plan (1993), which was continued for the two following decades.

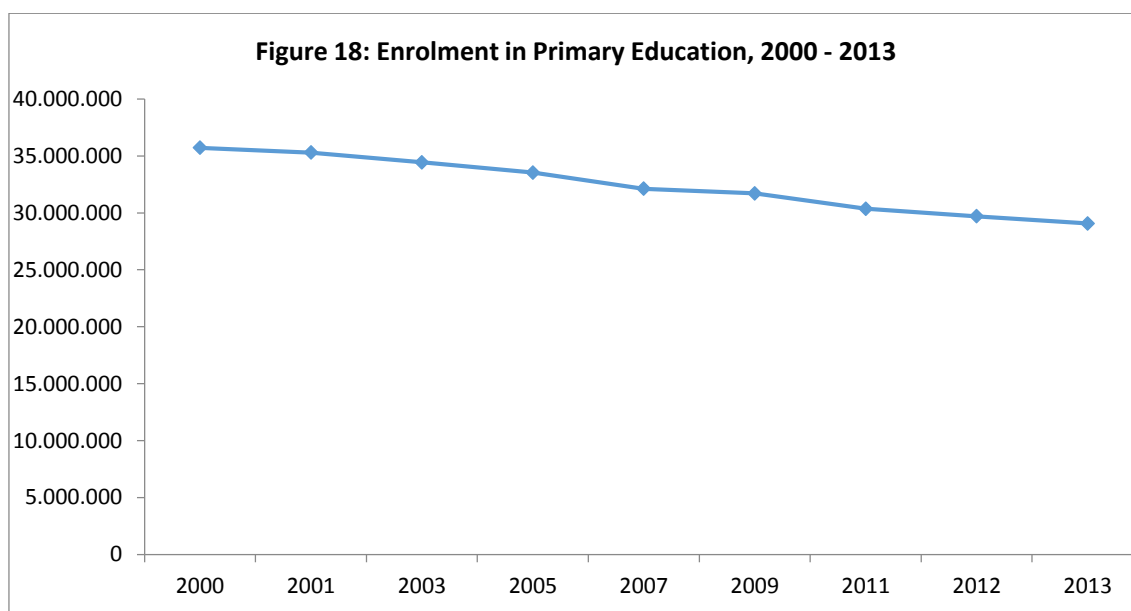
In Brazil, primary education (second step of basic education), and more specifically its early years (1st to 5th grade), whose target group is the age bracket of children aged 6-10 years, is called fundamental education. The present report chose to attribute priority to the analysis of fundamental education as a whole, as this is the expected course to be followed by Brazilian children and adolescents.

As previously mentioned in Part 1, the policy concerning primary education is developed in collaboration (FC, Art. 211 and LDB, Art. 8º) among public powers, through the federated bodies – Union, Federal District, states and municipalities – where each one is incumbent on specific tasks. The municipalities are primarily responsible for providing this step of basic education and the states for ensuring it, while the Union has a redistributive and supplementary function.

This topic focuses on the distribution of the primary education enrolment, according to the following characteristics: attendance rate, sector, race, location, *per capita* household income and percentage of years of schooling of the population in this age group.

## 2.1. Enrolment and Attendance Rate

Given the changes in the population's demographic profile and the improvement in the transition rates<sup>7</sup> in this step of education, there was a decrease in the offer of primary education in the period concerned, enrolment figures<sup>8</sup> moving from 35,717,948 in 2001 to 29,069,281 in 2013 (Figure 18).



Source: INEP, school census

The decrease of 6,648,667 students in primary schools can be explained by two simultaneous factors: the population decrease in this age group ensuing from the change in birth rates, a fact which had been present since the 1960s, and the efforts of educational systems to implement initiatives aimed at decreasing the age-grade distortion (35.3% in 2001 and 22.0% in 2012).

This phenomenon cannot be interpreted in isolation and must be associated with the positive trend of increased attendance rate in this age group, which varied from 95.8% to 98.2% between 2001 and 2012 (Figure 3). In other words, although there has been a decrease in the birth rate and the number of school-age children is equally decreasing, there is a trend of increased attention to this age cohort.

## 2.2. Sector

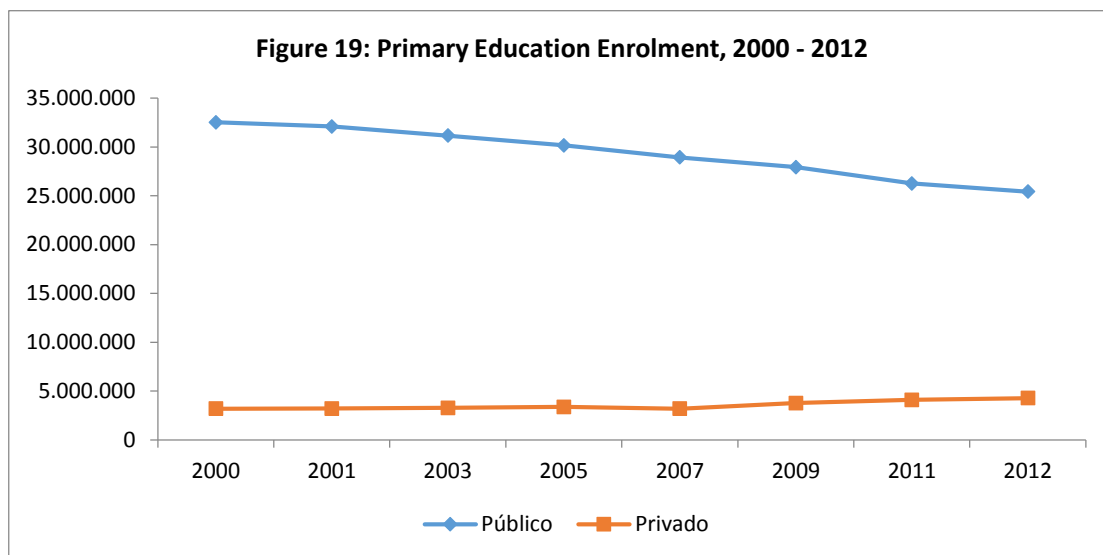
The public sector has a predominant role in the provision of primary education (Figure 19). In 2000, enrolment in the public network corresponded to 91.1% of the supply (32,528,707),

<sup>7</sup> In an educational system, it is possible to assess students' progression based on the rates of transition among grades, i.e., to the entry and exit flows for each series. **Entry flow** corresponds to promoted students (students in series  $s$  of year  $m$  who were enrolled in year  $m - 1$  in series  $s - 1$ ) and repeating students (students in series  $s$  in year  $m$  who were enrolled in year  $m - 1$  in series  $s$ ) and **exit flow** to students promoted to the next grade (students in series  $s + 1$  in year  $m + 1$  who were enrolled in the year  $m$  in series  $s$ ), repeating students (students in series  $s$  in year  $m + 1$  who were enrolled in year  $m$  in series  $s$ ) and drop-out students. From this configuration, it is possible to calculate the rates of transitions among grades (promotion, repeating and drop-out).

<sup>8</sup> It is important to highlight that since 2007 the school census was done by student, the use of this new methodology contributing to decrease data imprecision.

the private network accounting for 8.9% (3,189,241). In 2012, the participation of public network was reduced to 85.6% (25,431,566) and the participation of the private sector increased, now accounting for 14.4% (4,270,932).

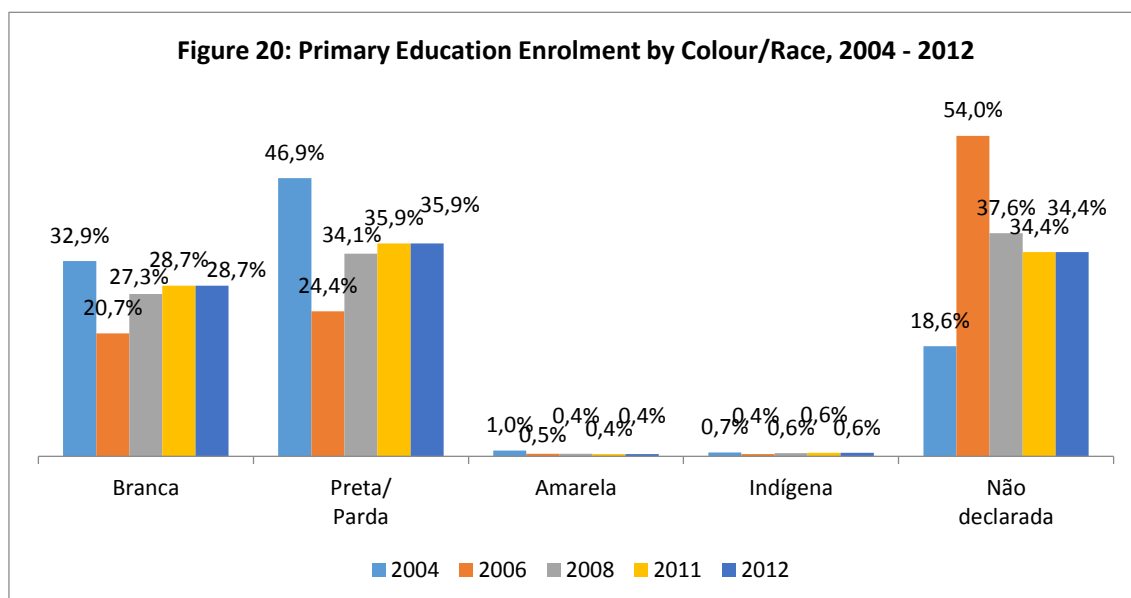
Thus, there was a significant increase of the private supply of primary education; the meaning of this trend must be better investigated, as the public investment in basic education increased considerably in the period.



Source: INEP, school census

### 2.3. Colour/Race

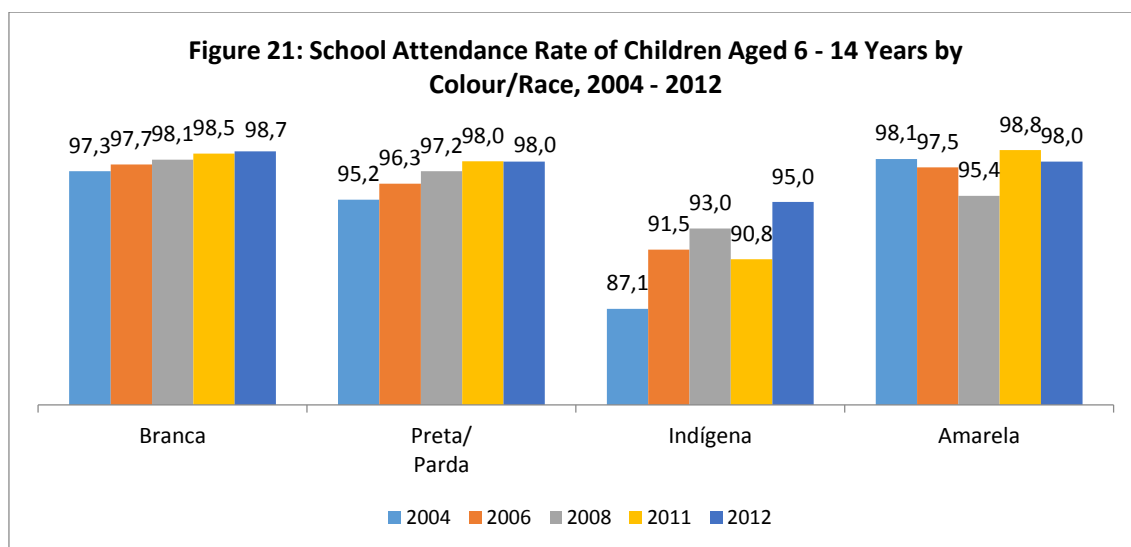
A major factor for the reduction of inequalities in the access to primary education, and thus to its universal access, is the issue of colour/race. Figure 20 shows that the percentages of individuals declaring themselves to be white and black/mixed decreased from 32.9% to 28.7% and from 46.9% to 35.9%, respectively. It is important to highlight that there is a significant percentage of people choosing not to declare colour/race (Figure 20). A qualitative study might contribute to the understanding of this new trend, since, theoretically, the percentage of people declaring themselves to be black/mixed should increase.



Source: IBGE - Pnad's 2004 a 2012; Elaborado por MEC/Inep/DEED.

Nota: (\*) - Exclusive pessoas sem declaração de cor/raça.

Nevertheless, still addressing school attendance of children aged 6-14 years by colour/race, data indicates an increase in parity, especially between whites and black/mixed (Figure 21).

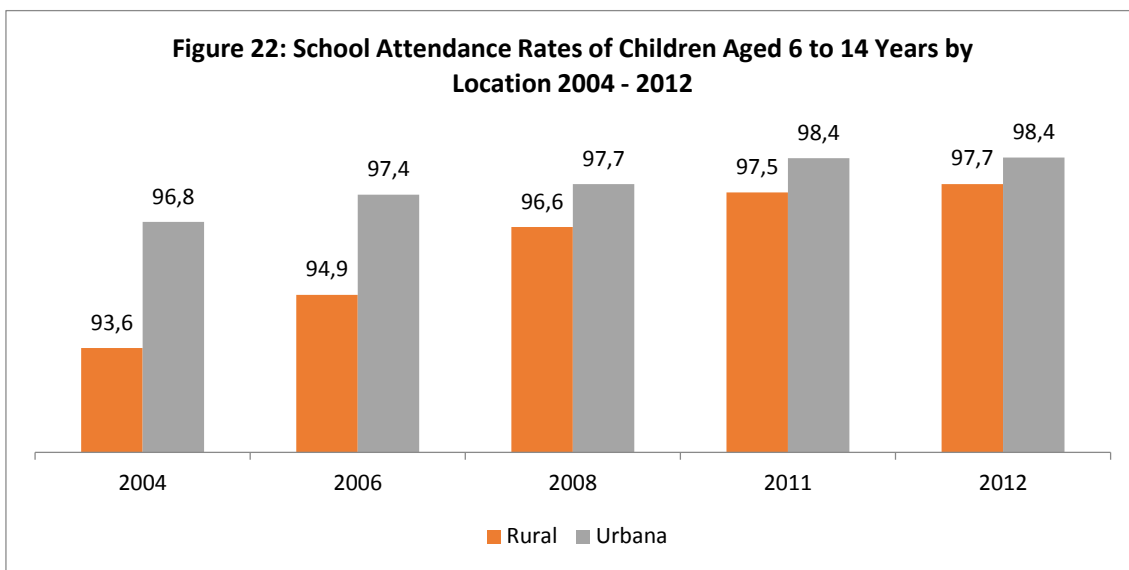


Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

While the attendance rate of white children grew from 97.3% to 98.7% between 2004 and 2012, that of black/mixed children grew from 95.2% to 98.0%. The increase in the attendance rate of native children, from 87.1% to 95.0% in the period, was also noteworthy.

## 2.4. Location

Another component of the supply is school location, affecting more particularly children with difficult access to school equipment. Considering the continuing increase in the rate of urbanization, the trend of decreasing the difference in enrolment between urban and rural schools means that more children living outside urban centers now have access to school (Figure 22).

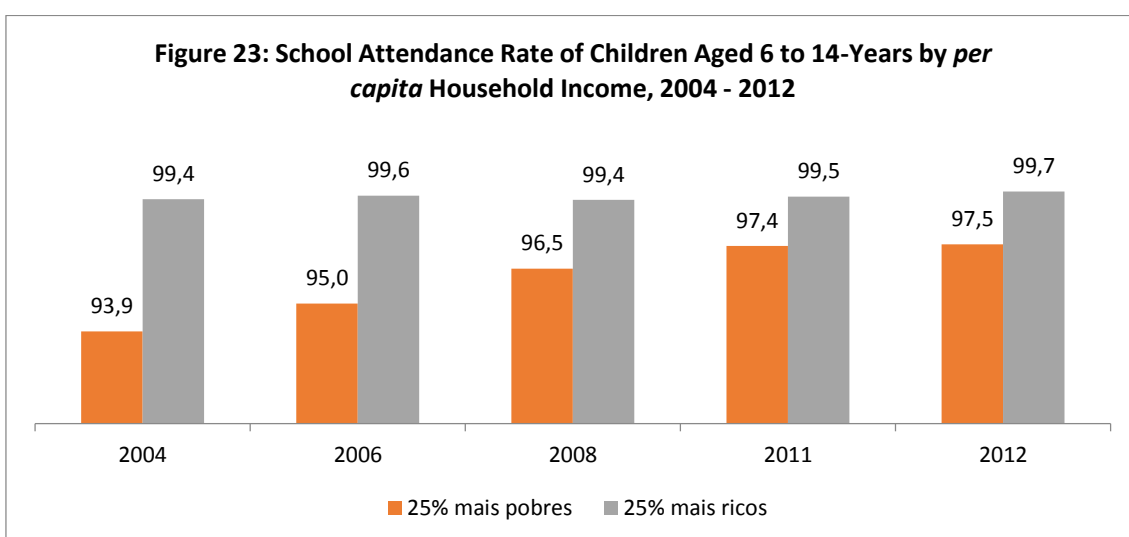


Source: IBGE – Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

As previously seen, school attendance among children aged 6 to 14 years grew in the interval 2000 - 2012. This positive difference happened in both locations: attendance in rural schools grew from 93.6% in 2004 to 97.7% in 2012 and in urban schools from 96.8% to 98.4%.

## 2.5. Per capita Household Income

Another aspect that witnesses the concern for the more vulnerable segments refers to the expansion of access in terms of *per capita* household income. It can be observed that the participation of the poorest quartile of the population aged 6 to 14 years increased from 93.9% in 2004 to 97.5% in 2012, while the increase among the richest quartile in the same period was from 99.4% to 99.7%. Figure 23 shows this trend and reveals that, in an 8-year period, the attendance rate of the poorest quartile grew 13-fold compared to the richest one.



Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

Taken as a whole, the results pertaining to the goal of **universal primary education** can be considered positive, since in practically all aspects examined there was an expansion of access

and greater equality between richer and poorer and by race/colour. It is also worth mentioning the significant growth in the enrolment of handicapped people in primary education, a fact that reflects the inclusion policy adopted.

### **3. Youth and Adult Skills**

The goal of “ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes of citizenship training” presents a broad and complex challenge. Brazil faces it with policies involving the integrated action of governmental and non-governmental institutions, in an effort to develop skills of youth and adults for a globalized and changing world marked by new requirements of basic knowledge needed for the insertion in social and productive life.

In the education sector, the efforts to develop skills of youth and adults are carried out through a general formation offered in regular courses and a preparation for the labour world through specific courses. Understood as an educational modality, professional education was regulated by a specific law in 2008 (Law 11,741/08), which altered articles 39 to 42 of the 1996 LDB. Courses can be divided in initial or continued training or professional qualification; technical professional education at the secondary school level; and technological professional education at graduation and post-graduation levels (Art. 39, § 2º, I, II and III).

Given the breadth of policies and initiatives offered by public and private agents, the promotion of skills of youth and adults lies within the scope of several bodies of government and civil society. Within the Ministry of Education, the responsibility for developing Youth and Adult policies rests with three secretariats: Secretariat of Basic Education (SEB), responsible for policies for mandatory regular education at this level; Secretariat of Continuous Education, Literacy, Diversity and Inclusion (SECADI); and Secretariat of Professional and Technological Education (SETEC).

Given the organization of the Brazilian school supply and the reach of the alternatives aimed at the training of skills, the analysis of goal 3 will focus on results associated with regular and professional secondary education and other initiatives geared to the attention of the population aged 15 to 17-years (the target of secondary education). The present report shall also discuss data pertaining to the supply of professional education to older youth and adults, focusing specifically on professional education policies developed by the Ministry of Education.

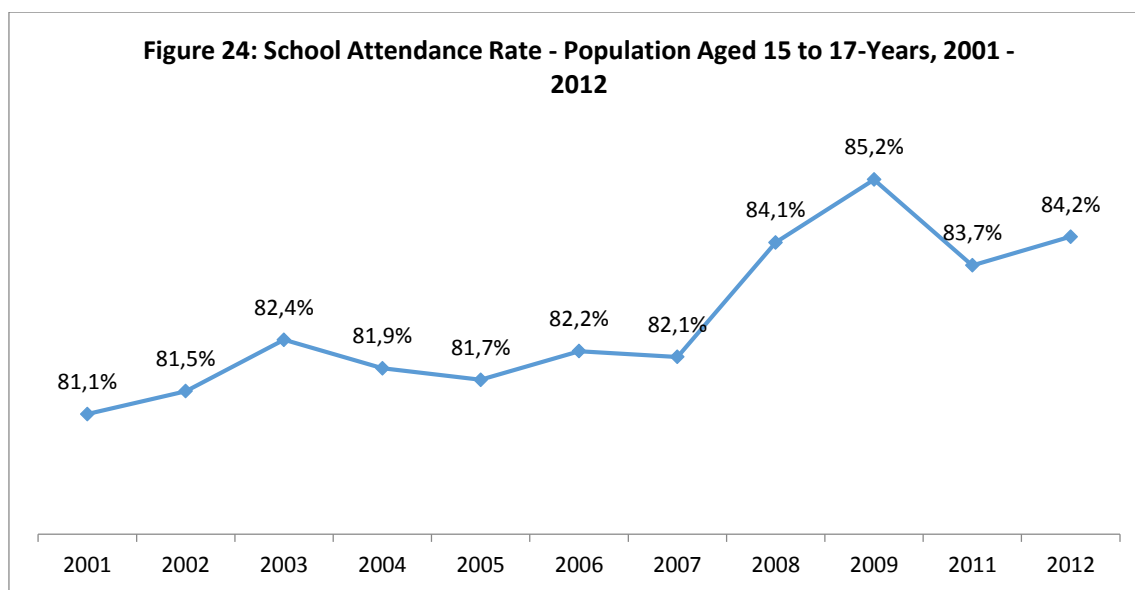
#### **3.1. Regular and Professional Secondary Education**

In Brazil, the final step of basic education is secondary education, with a minimum of three years (LDB, Art. 35), offered preferentially to individuals aged 15 to 17 years. Nevertheless, given the age-grade distortion at this level, the enrolment includes a much larger group, with a significant proportion of 18 and 19 year olds.

Besides the “general formation of the pupil,” secondary education may also provide preparation for “the exercise of technical professions” (Law 11,741/08, Art. 36-A), through technical professional education at the secondary level. This preparation for work may take place at secondary education institutions or “in cooperation with institutions specializing in professional education” (Law 11,741/08, Art. 36A, Single Paragraph).

##### **3.1.1. Attendance Rate**

The evolution of the school attendance rate of individuals aged 15 to 17-years in the period 2001 – 2012 can be seen on Figure 24.

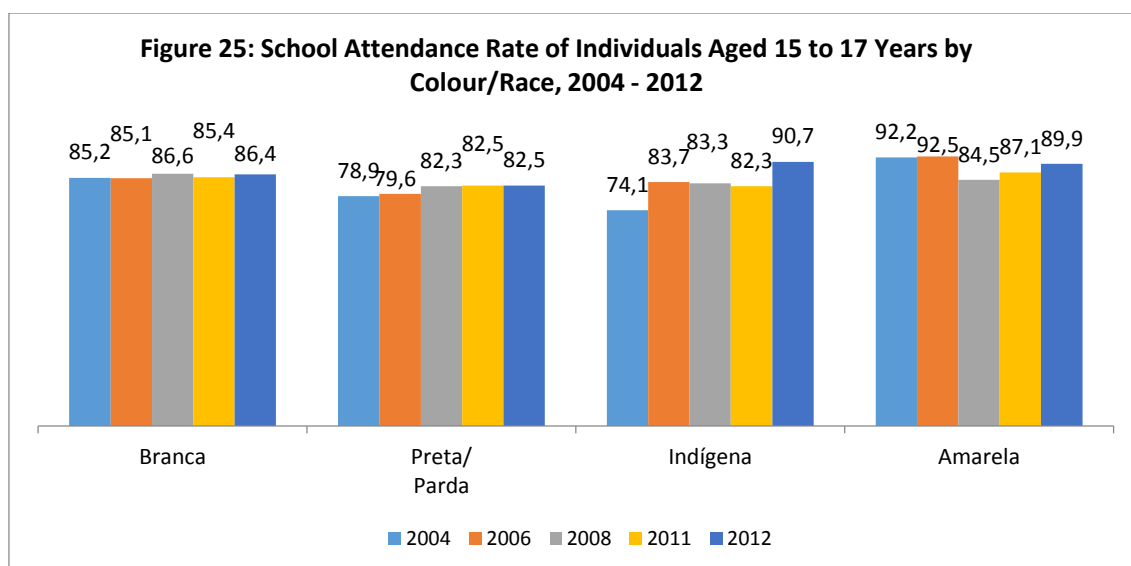


Source: prepared by INEP using data from IBGE/Pnad.

As can be seen, school attendance rates of the population aged 15 to 17-years displayed variations of 4.1 percentage points; in the period under consideration, it rose 3.8%, from 81.1% in 2001 to 84.2% in 2012.

It is worth mentioning some progress relative to the expansion of attention to the more vulnerable groups in this age bracket, particularly the distribution by colour/race, location and *per capita* household income (Figure 25). The attendance rate of the black/mixed population increased from 78.9% (2004) to 82.5% (2012) in eight years, and that of the indigenous population 22.4%, from 74.1% (2004) to 90.7% (2012).

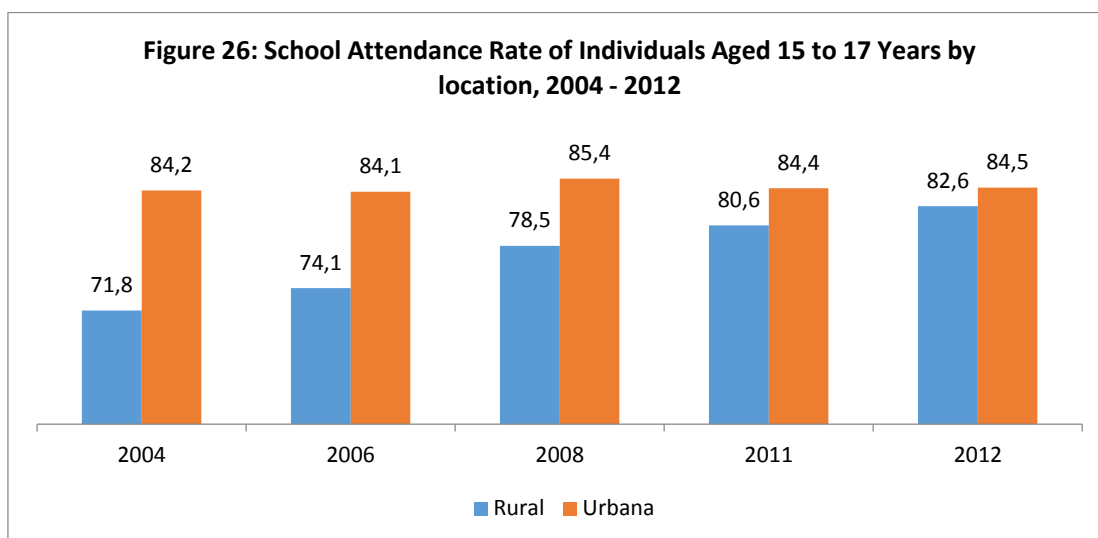
It is also important to refer the access of handicapped people to secondary education and to professional and technological education, pursuant to the creation of conditions for their access and of policies of inclusion directed to them.



Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.



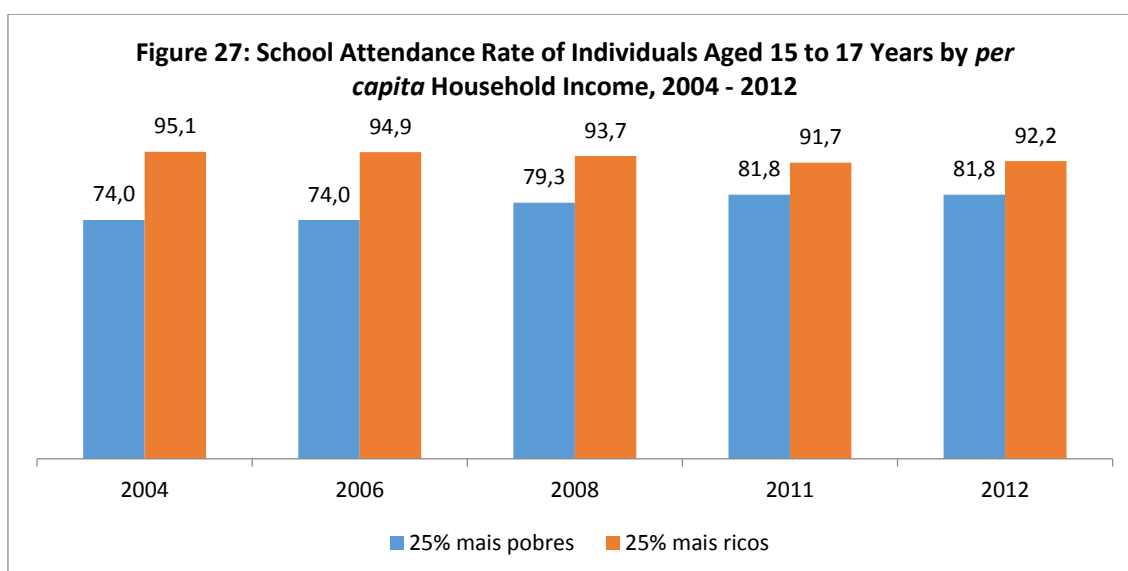
As to school attendance by geographical location (Figure 26), it can be observed that the rates of the urban population remained stable, while those of rural populations showed a significant growth, from 71.8% to 82.6%, representing a 15% increase in eight years.



Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

These data reveal that, in recent years, there has been an expansion of the access of previously excluded social segments.

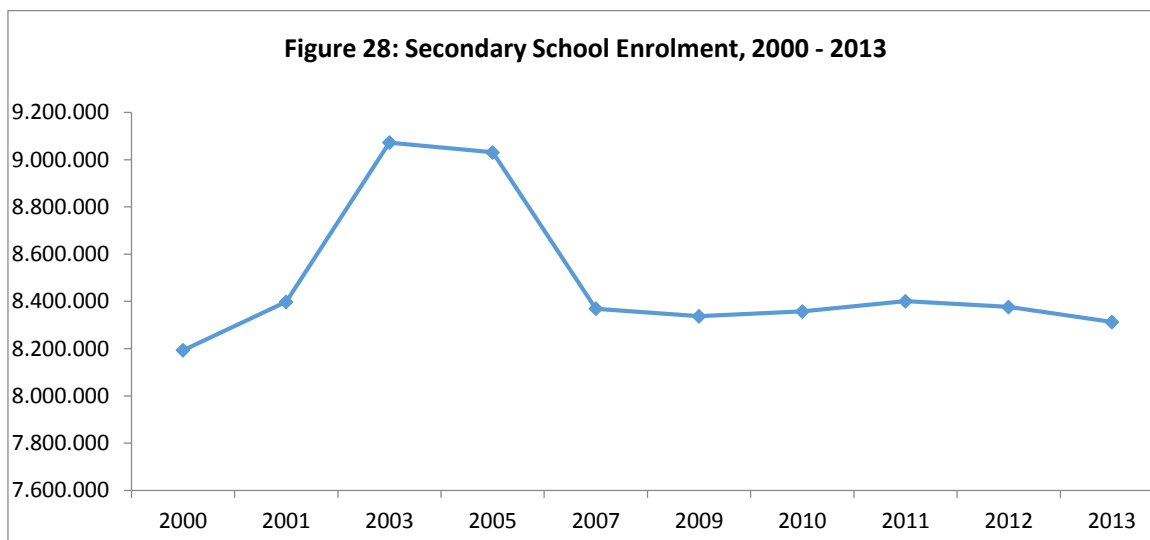
Analyzing the school attendance rate of the population aged 15 to 17 years in the period 2004 – 2012, a 3.1% drop in the richest quartile and a 10.6% increase in the poorest quartile can be seen (Figure 27), evidence of the country's efforts to increase educational opportunities for those individuals at greater social and economic vulnerability.



Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

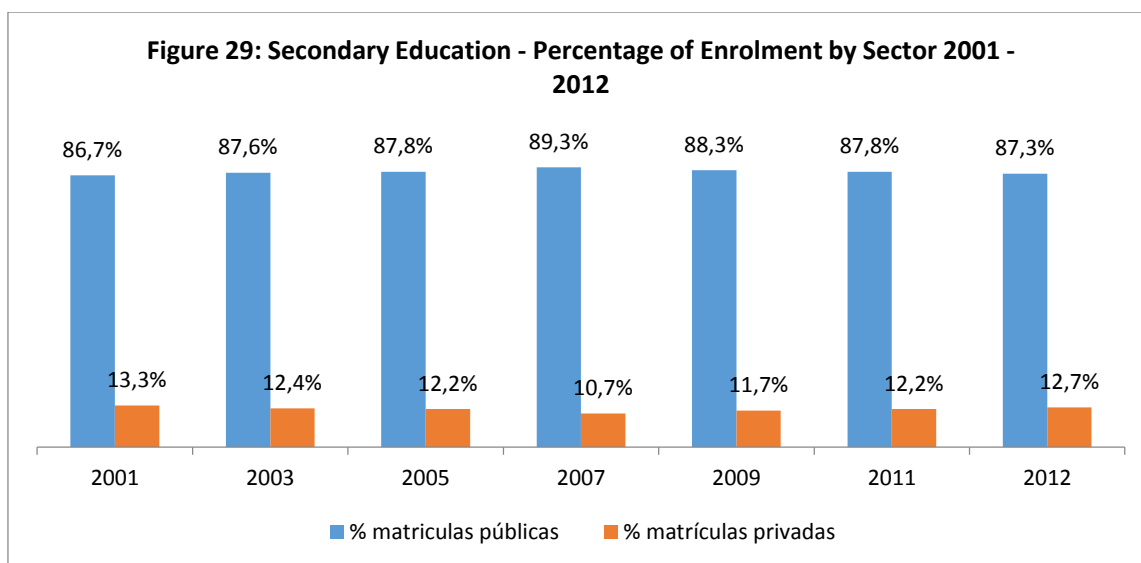
### 3.2. Regular Secondary Education

There has been an absolute increase in the secondary education enrolment from 8,192,948 (2000) to 8,312,815 (2013), with a particular behaviour along this period that can be seen in Figure 28.



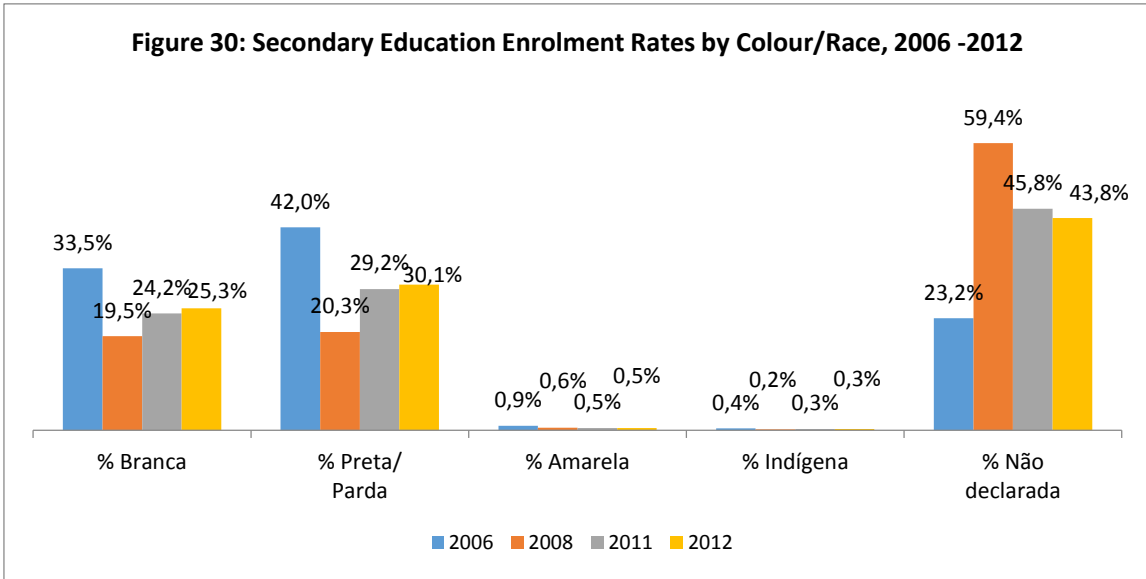
Source: INEP, school census

The present report will now focus its attention on secondary education according to sector, colour/race and location. Figure 29 shows the distribution of enrolment by sector, demonstrating that most secondary students are enrolled in the public network. The figure allows us to see that public network participation was higher in 2007, displaying small drops since then, followed by parallel increases in the private system.



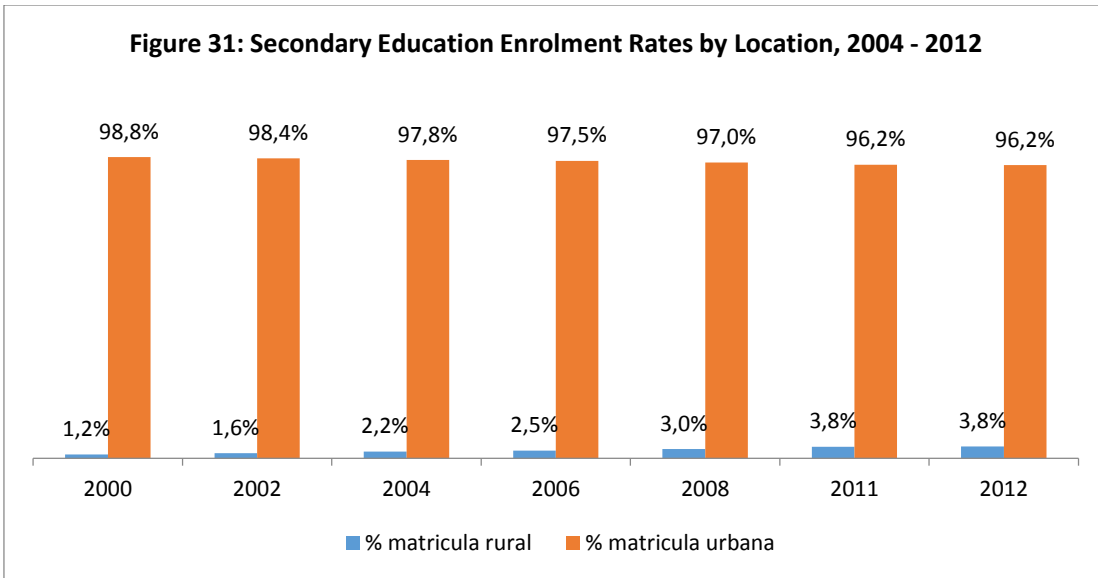
Source: INEP, school census

Figure 30 shows the enrolment in secondary education by colour/race in the period 2006 – 2012. It can be observed that, while in 2006 23.2% chose not to declare their colour/race, in 2012 43.8% chose this option, and that the percentage of people declaring themselves to be white and black has decreased (24.6% and 28.3% respectively).



Source: prepared by MEC/Inep/Deed.

According to the variable location, the vast majority of the secondary education enrolment is located in urban zones (Figure 31).



Source: MEC/Inep/Deed.

The concentration of the enrolment in urban areas is consistent with the more general population distribution, largely urban, as shown by the Census IBGE 2010. At the same time, there is a contingent of pupils that moves from rural areas to study in urban schools, a factor that must be taken into account in analyzing this distribution. On the other hand, it is worth noting that there seems to be an expansion of secondary education in rural zones, with an absolute (from 99,775 to 322,479) and a relative (from 1.2% to 3.8%) increase in enrolment between 2000 e 2012. On the other hand, in urban zones there was an absolute (from 8,093,173 to 8,054,373) and relative (from 98.8% to 96.2%) reduction in the same period.

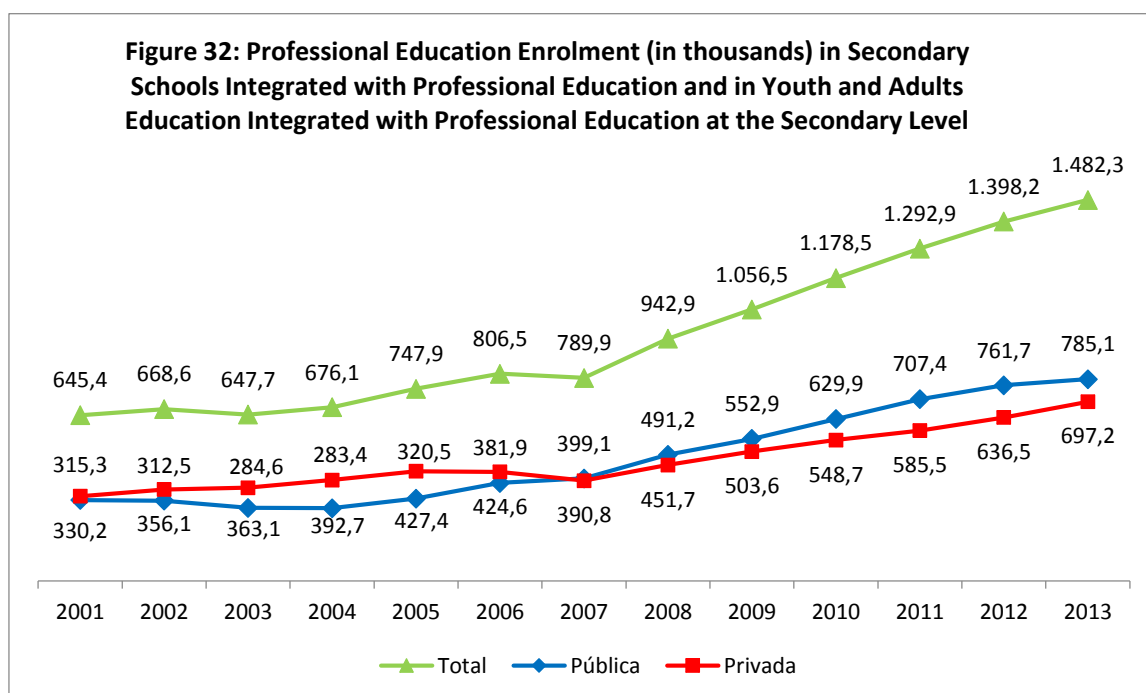
### 3.3. Technical Professional Education at the Secondary Level

Professional education is promoted by public and private agents and offered in different modalities, permeating formal school education or not. Technical professional education at the secondary level is one of the three modalities of professional technological education provided by Brazilian education laws (Law 11,741/08 and LDB, Art. 39 §2º, I, II and III). Its supply can be “articulated” with secondary education or “subsequent” to it for those who already have graduated (Art. 36-B, I e II). Under the articulated form, it can be “integrated” (technical professional habilitation at the secondary level at the same teaching institution with a single inscription) or “concomitant” (for those who enter or are already in secondary education, with a different inscription for each course). In the case of the second alternative, it may take place in the same institution or in different ones, making use of available opportunities, or in distinct institutions through complementarity agreements between them (Law 11,741/08, Art. 36-B).

Data indicates an intense expansion of its supply in recent years, caused mainly by federal policies and investments with a focus on offering greater educational opportunities to youth in the secondary education age bracket. This was done by professional education integrated to secondary education, as an option to regular secondary school, and by the expansion of the supply of professional qualification to youth and adults out of regular school synchrony, together with an increase in schooling. Through these means, Brazil has sought to redeem those individuals who were not able to conclude their schooling and at the same time offer them professional formation for the job market.

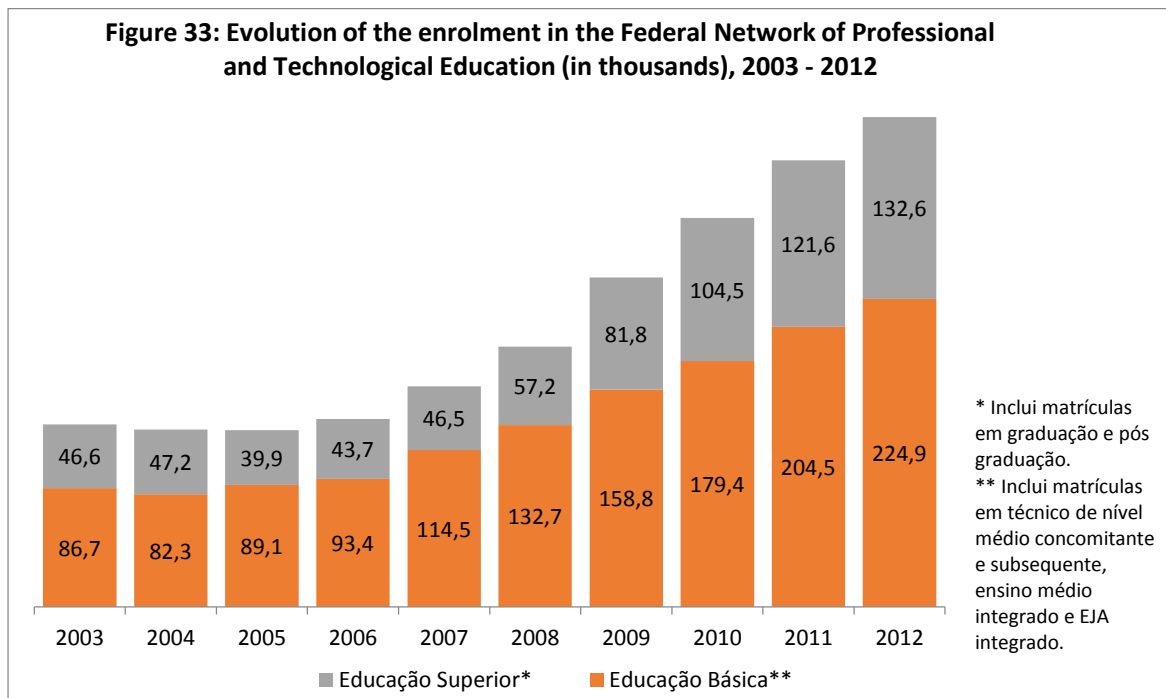
These policies were enabled by strengthening and expanding the professional education network in the states, by expanding the federal network of professional and technological education, and by coordination with other education networks, particularly the institutions of the national apprenticeship systems (SNA), para-state bodies organized and managed by unions (confederations and federations) representing entrepreneurs, including the National Service for Industrial Apprenticeship (SENAI), National Service for Commercial Apprenticeship (SENAC), National Service for Rural Apprenticeship (SENAR), National Service for Transportation Apprenticeship (SENAT), Commerce Social Services (SESC) and Industry Social Services (SESI).

The results of such policies are translated in the indicators of expansion. Between 2001 and 2013, the total enrolment in this type of education grew 129.7% (Figure 32).



As shown in the data, this increased supply took place both in the public (149%) and in the private systems (111.2%), and enrolment more than doubled in the period 2001 – 2013. In the more general context of expansion of professional education, it is possible to observe that the participation of the private sector, which previously accounted for 51.2%, dropped to 47.0%, giving way to the public sector, whose offer grew from 48.8% to 53.0% in the same period.

A considerable part of the enrolment expansion took place in the federal network of professional and technological education, as seen in Figure 33, which details the supply of higher and basic education.



Source: INEP/Educacenso and Censup and Capes/Geocapes

Figure 33 displays a large growth in the federal education network, both in higher and in basic education. In the first case, enrolment rose from 46,600 to 132,600 and in the second from 86,700 to 224,900, in the period under consideration.

Both the expansion of the federal network and the creation and expansion of different programmes, which involve both the supply of technical professional education at the secondary level and of other modalities legally provided, namely: initial and continuous formation or professional qualification and technological professional education at the graduation and post-graduation level (Law 11,741/08 – Art. 39 §2º, I and III) have contributed to the remarkable growth of professional and technological education

### 3.4. Other Initiatives

Among the nationwide initiatives promoted by the Ministry of Education in the area of professional and technological education, the present report wishes to highlight three<sup>9</sup>: the

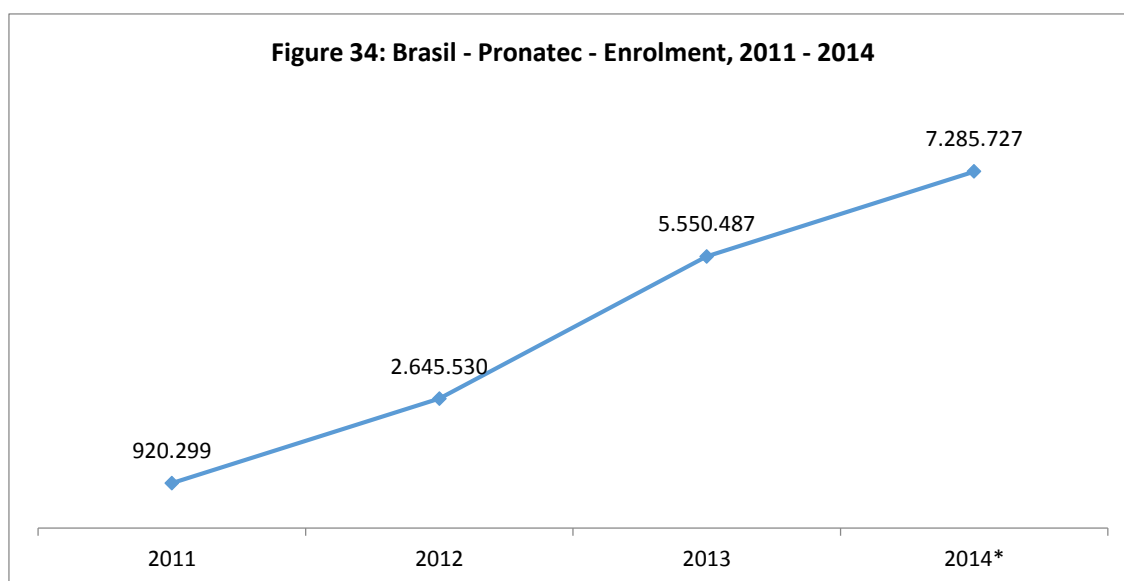
<sup>9</sup> In addition to the abovementioned programmes, other initiatives and actions directed to the professional education of youth and adults have been developed directly or with the support of the Ministry of Education, as well as the federated units, such as Project Factory School and others. Considering that they have a more localized character

National Programme for Access to Technical Education and Job Training (Pronatec); the National Programme for the Integration of Basic and Professional Education in the Modality of Youth and Adult Education (Proeja); and the National Programme of Youth Inclusion (Projovem Urban and Projovem Rural<sup>10</sup>).

Pronatec was created in 2011 with the objective of expanding, interiorizing and democratizing the offer of professional education courses, thus contributing to the improvement in the quality of basic education and expanding the workers' educational opportunities. The programme's priority was the attention to secondary education students in the public system, including youth and adult education, workers, and beneficiaries of federal income transfer programmes.

In order to fulfill its aim, Pronatec comprises initiatives that intend to provide eight million school places by the end of 2014. The initiatives include the physical expansion of the federal, district and state public network, with the construction and expansion of professional education schools nationwide, the decrease in the institutions' idle capacity, the expansion of distance professional education and the supply of Students Allowance and Workers Training Allowance, in addition to ensuring the commitment of gratuity of the national apprenticeship services and the possibility of loans for funding technical courses.

Figure 34 shows the expansion of the programme since its creation, with a 278.1% growth in three years.



Source: MEC/SETEC (\*) until 05/06/2014

Proeja was created in 2005 with the objective of offering opportunities of studying and professional education competencies to those who didn't have access to primary and secondary

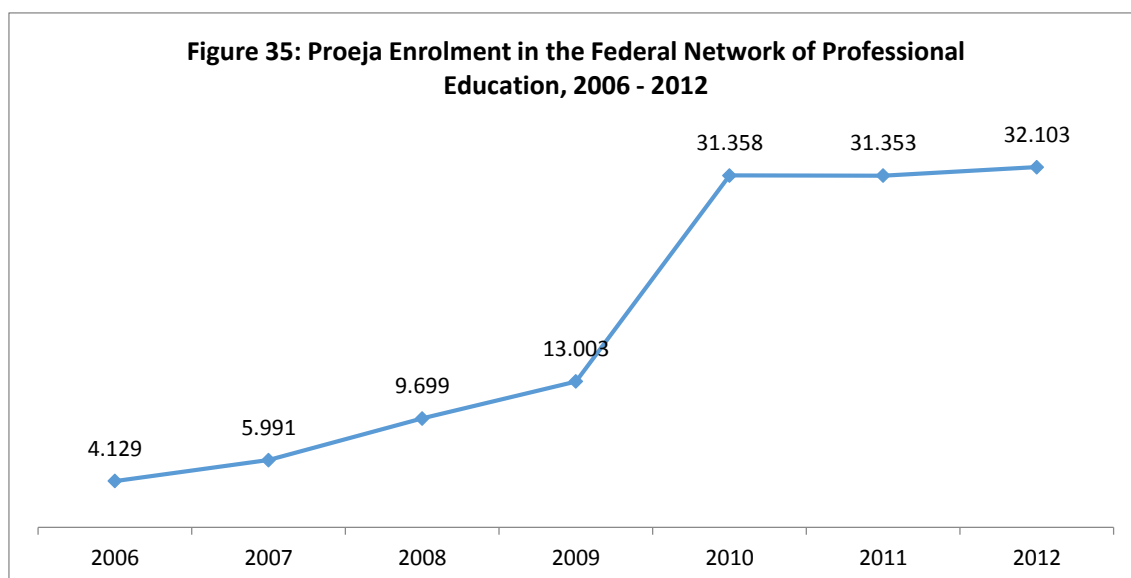
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in terms of numbers, this report does not cover them; if interested, please refer to the Ministry of Education site for further information. See: <http://www.mec.gov.br/>.

<sup>10</sup> Projovem also comprises two modalities: Projovem Adolescent and Projovem Worker. Projovem Adolescent is geared to individuals aged 15 to 17-years who, in their majority, come from families benefiting from the Family Allowance Programme. Projovem Worker is developed by the Ministry of Labour and Employment (MTE) and directed to unemployed individuals between 18 and 29 years old belonging to households with *per capita* incomes of up to one minimum wage, aiming to prepare them for income generating alternative occupations. Projovem Adolescent is developed by the MDS.

education at the regular age. The minimum age requirement for enrolment is 18 years old, with no maximum age limit.

Between 2006 and 2012, there were more than 30,000 enrolments in education institutions belonging to the Federal Network of Professional, Scientific and Technological Education. Figure 35 shows the growth of Proeja enrolment since its creation.



Source: MEC/Simec.

Projovem Urban and Projovem Rural are initiatives geared to youth between 18 and 29 years old who have not completed primary education but who can read and write. They are carried out in partnership with the public education systems of states, the Federal District and directly with municipalities with populations over 100,000.

The objective of Projovem Urban is to enable the comprehensive formation of youth, in the modality of youth and adult education, associating: a) basic formation, to increase schooling and complete primary education; b) initial professional qualification and c) citizens' participation, as a way to promote the experience of community social activity. Projovem Rural aims to provide young family farmers with: a) basic formation, to increase the level of schooling and complete primary education and b) professional and social education.

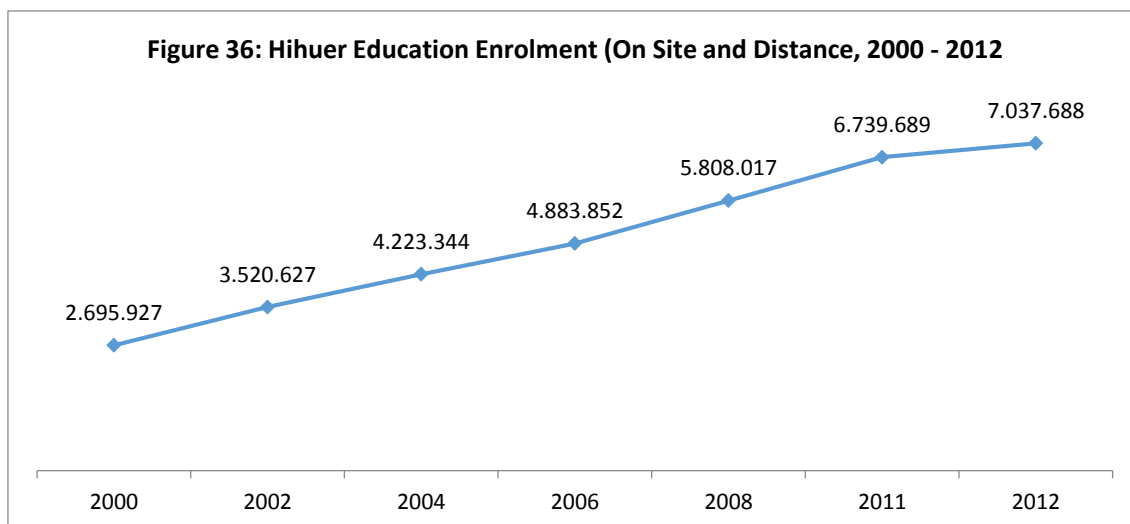
Table 6 presents the enrolment of Projovem Urban in 2012.

**Table 6: Enrolment in Projovem urban – 2012**

Enrolment		Males		Females		Total	
		N°	%	N°	%		
Youth with handicaps		308	0.70%	248	0.40%	<b>556</b>	<b>0.53%</b>
Gender/colour and race	Black	34,039	82.70%	52,763	82.90%	<b>86,802</b>	82.82%
	Indigenous	6,578	15.98%	263	0.41%	<b>6,841</b>	6.53%
	White	161	0.39%	9,962	15.65%	<b>10,123</b>	9.66%
	Asian	381	0.93%	657	1.03%	<b>1,038</b>	0.99%
<b>Total</b>		<b>41,159</b>	<b>100.00%</b>	<b>63,645</b>	<b>100.00%</b>	<b>104,804</b>	<b>100.00%</b>

Source: MEC/SETEC

As seen, the initiatives developed by Brazil for the purpose of promoting the improvement of the skills of youth and adults are diverse and multifaceted. In addition, it is worth remembering the remarkable expansion of higher education in the population aged 18 and more years, where the percentage of attention used to be very low, and which experienced a 161% growth in 13 years (Figure 36).



Fonte: MEC/Inep/Deed.

The examination of the previously mentioned policies and initiatives allows for the conclusion that Brazil made large strides towards “ensuring that the learning needs of all youth and **adults** are met through equitable access to appropriate learning and **life skills** programmes” as well as to citizenship training programmes. Nevertheless, there are many challenges still to overcome.

#### 4. Adult Literacy

The goal of “achieving a 50% improvement in levels of adult literacy by 2015” is particularly challenging to the more populous countries of the South, such as Brazil. For this very reason, together with other nations, Brazil is a member of the E-9 initiative<sup>11</sup>, which aims to build a special agenda for the countries that hold over 70% of the world’s young, adult and elderly illiterate individuals. Many steps were taken in this direction but, once again, many challenges remain.

The right to literacy and education for youth and adults goes back to the 1988 Federal Constitution which enshrined it as one of the duties of the State, to be met through the assurance of:

<sup>11</sup> Initiative E-9, a consortium of the nine most populous nations of the South, was conceived in 1993, as an unfolding of the World Conference on Education for All, held in Jomtien, Thailand, in 1990. “E” refers to education and “9” to the countries holding more than half of the world’s population, just as almost half of children out of school and two thirds of illiterate people: Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan. Every two years, the E-9 countries identify an Education for All theme and work towards a common agenda. India is responsible for coordinating the E-9 initiative since 2012. Available at: <<http://www.teachersforefa.unesco.org/v2/index.php/en/e9-countries>> Access in: 22 December 2013. Free translation.



Mandatory basic education, free of charge, for every individual from the age of 4 (four) through the age of 17 (seventeen), including the assurance of its free supply to all those who did not have access to it at the proper age (FC, 1988, Art. 208, I).

The LDB uses similar terms when it defines the “public and free access to primary and secondary education to all those who didn’t complete them at the proper age” (LDB, Art. 4º, IV). The general guidelines for Youth and Adult Education (EJA) are clarified in two articles of the same law (Art. 37 and 38) detailing the ways to ensure the gratuity, taking into account the specificity of this population group and the links that its education must have with the labour world. Thus, Art. 37 establishes that

§ 1º Teaching systems will ensure appropriate educational opportunities, free of charge, to youth and adults who could not carry out their studies at the regular age, taking into account the pupils’ characteristics, interests, living and working conditions, through courses and exams.

§ 2º The public powers will enable and encourage the access to and the permanence of the worker in school, through integrated and complementary activities.

§ 3º Youth and adult education should be linked preferably with professional education, abiding to the proper rules and regulations.

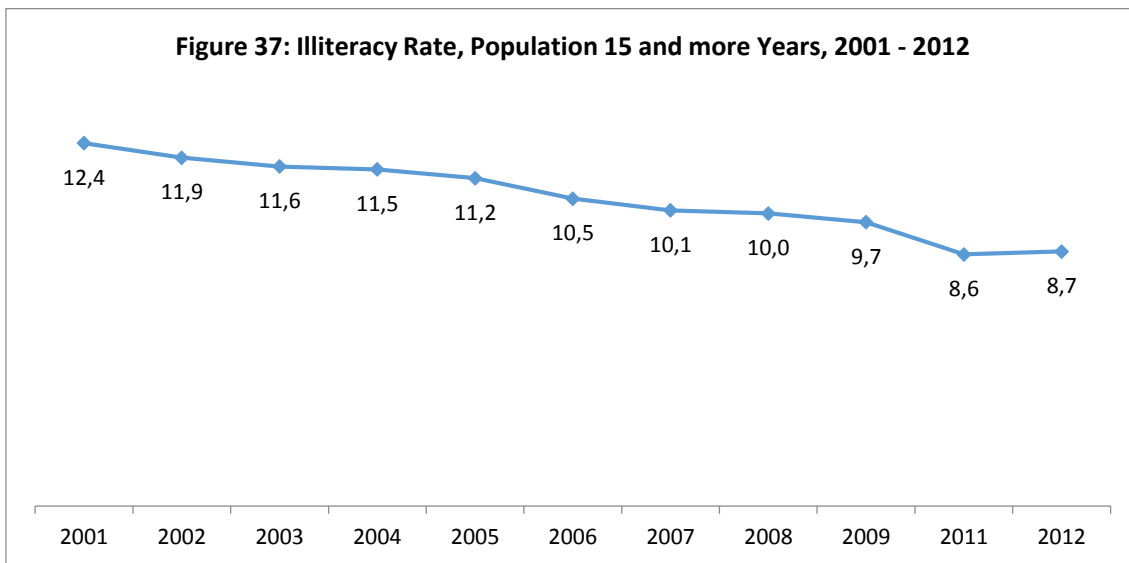
It also defines general orientations concerning the supply of “supplementary courses and exams” to be provided by the teaching systems, “which will be a part of the national common curricular base, enabling the continuation of studies on a regular basis,” as well as the target group of such initiatives and the forms of assessment and recognition through exams of knowledge and skills acquired by the students through informal means (Art. 38, §1º and §2º).

Youth and adult education in the country is offered at regular teaching institutions of the public and private systems, through governmental and non-governmental initiatives, as well as through special programmes. Within the state and municipal school systems there are different EJA models: literacy, primary and secondary education in schools belonging to the system and in EJA units, with different and open options designed for this public. There are other initiatives of a different nature, offered through special alternatives, such as some of the activities discussed under Goal 3, like Proeja and Projovem.

As previously seen, these are programmes aimed at the education of youth and adults who did not complete their schooling at the proper age, associated with professional training. In addition, courses specially designed for the teaching-learning of youth, adults and the elderly may be offered by the public teaching system, supported by funds from the Union, such as the Literate Brazil Programme that will be analyzed further on. In addition to these initiatives, it is worth mentioning other forms of supply, such as education in jails, with its specific legislation and guidelines.

In addressing Goal 4, one must have in mind this range of alternatives available to youth and adults who did not complete school at the proper age to retake their studies. Within the scope of Indigenous School Education, EJA must take into account the communities’ interests and socio-cultural realities, building links with their projects for the present and the future, and requiring the contextualization of its pedagogical proposal according with the community’s socio-cultural background.

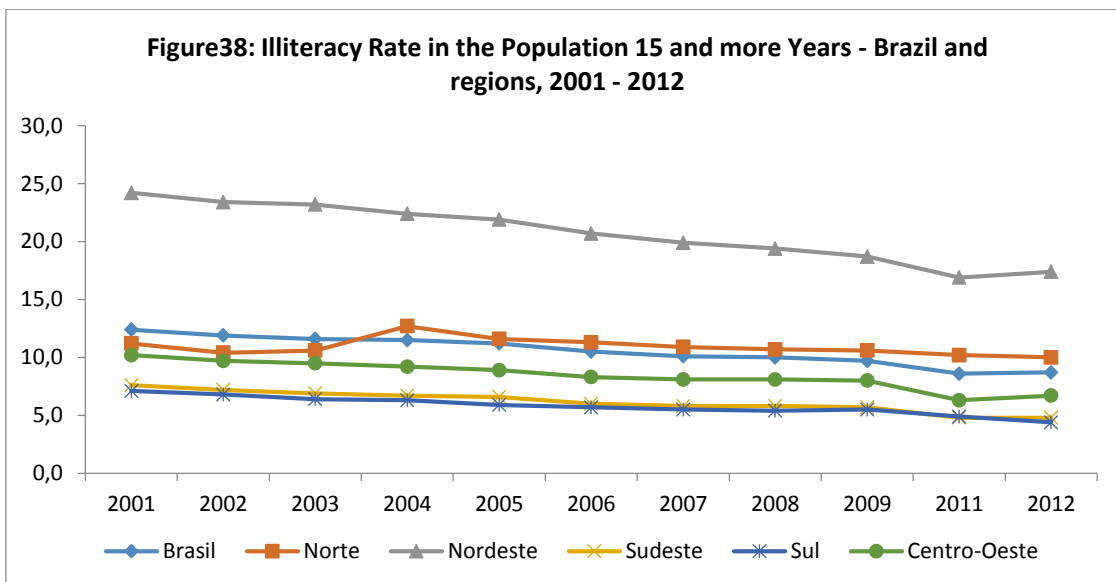
According to data from the IBGE Demographic Census, the illiteracy rate among people 15 and more years is falling in Brazil in recent years, from 12.4% in 2001 to 8.7% in 2012 (PNAD 2012) (Figure 37).



Source: Microdata from Pnad (IBGE)

Illiteracy rates continue to display significant differences among Brazilian states and regions. All Northern states had illiteracy rates higher than the nationwide figure of 8.7%. In 2012, illiteracy rates were 17.4% in the Northeast, 10% in the North, 6.7% in the Center-West, 4.8% in the Southeast and 4.4% in the South.

However, examining the historical series by region (Figure 38), one can observe that the South had the greatest drop in illiteracy rates (38.0%), followed by the Southeast (36.8%) and the Center-West (34.3%). The Northeast had a 28.1% drop; in absolute numbers, this was the largest absolute decrease in the number of illiterate individuals, a situation derived from the expansion of schooling and the presence of youth and adult literacy programmes.



Source: Microdata from Pnad (IBGE)

According to the 2012 Pnad, the illiteracy rate of individuals 15 and more years living in rural areas was 21.12%, higher than that of people of the same age group living in urban areas (6.6%). However, the illiteracy rate in rural households was 8.7 percentage points lower than the 29.8% present in the year 2000.

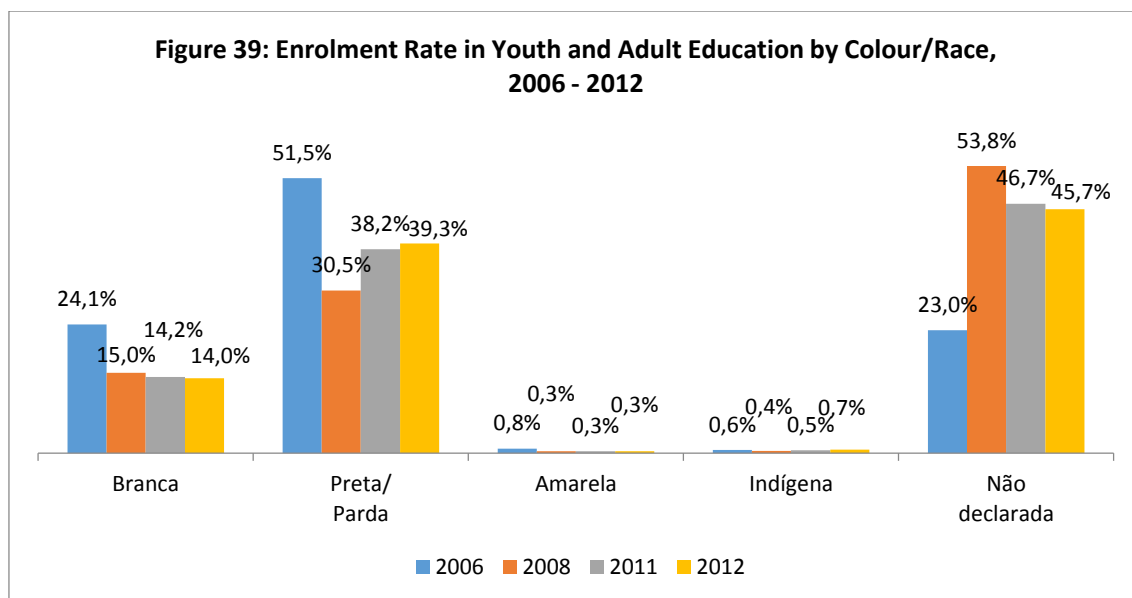
It is worth highlighting that, although illiteracy is, in relative terms, more severe in rural areas, the absolute majority of illiterate individuals live in cities (64.4% of illiterate individuals 15 or more years in 2010).

In terms of income, between 2004 and 2012, an increase of 7.2 percentage points in the literacy rate of people 15 or more years can be observed; in the poorer quartile, the percentage increased from 77.1% to 84.4%, while in richer groups the rate remained almost stable, around 98%<sup>12</sup>.

On the other hand, there is a 34.1% variation in the average number of years of schooling in the poorer quartile of the population, from 4.3 years in 2004 to 5.8 in 2012. In the richer quartile, the increase of years of schooling is 7.0%. While the poorest have 5.8 years of schooling on average, the richest have 10.7 years. This shows that, although major efforts were made to broaden the opportunities for the poorest, the educational distance between these two social groups continues to be huge, corresponding to 5 years of schooling.

These indicators point to one of the major Brazilian challenges in terms of reducing illiteracy, translating into decreasing the inequality of access to education opportunities for lower-income population groups. This perspective strengthens the need for investments in literacy activities and for the expansion of mechanisms to ensure the continuity of studies for individuals completing literacy courses, from a systemic education perspective, aiming at the integration of different social actors and public agents at the territorial level.

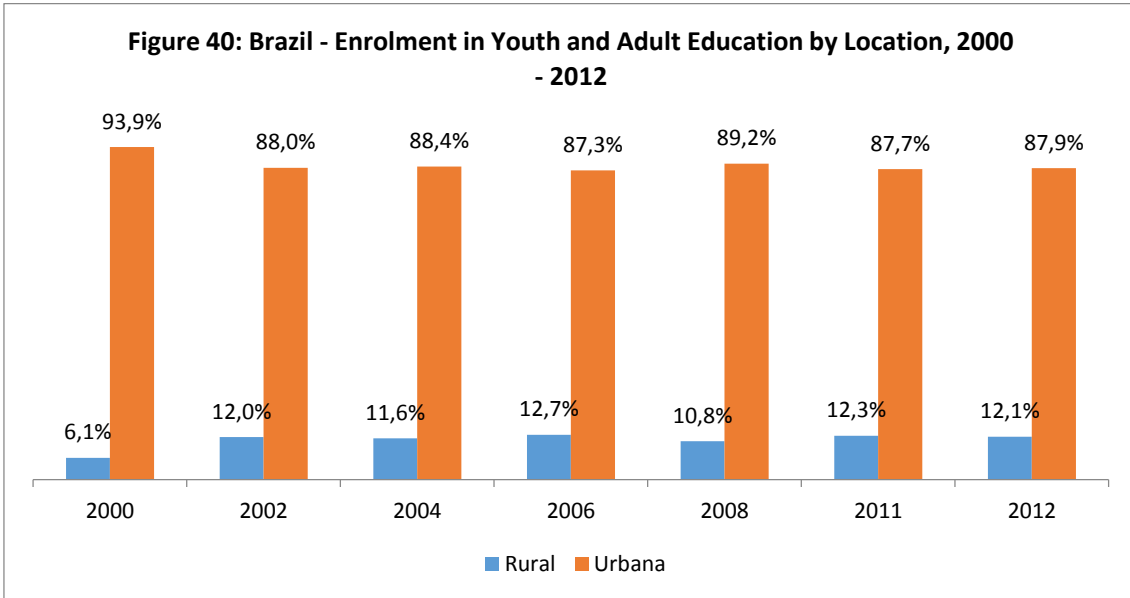
According to data from MEC/INEP, EJA enrolment in Brazil rose from 3,410,830 in 2000 to 3,906,977 in 2012, showing an absolute increase. In terms of distribution by race/colour, the data only allows comparisons since 2006; there is an increase above 90% in the participation of individuals not declaring race/colour in 2012, from 23.0% to 45.7%, to the detriment of whites (from 24.1% to 14.0%), black/mixed (from 51.5% to 39.3%), and Asian (from 0.8% to 0.3%) (Figure 39).



Source: MEC/Inep/Deed.

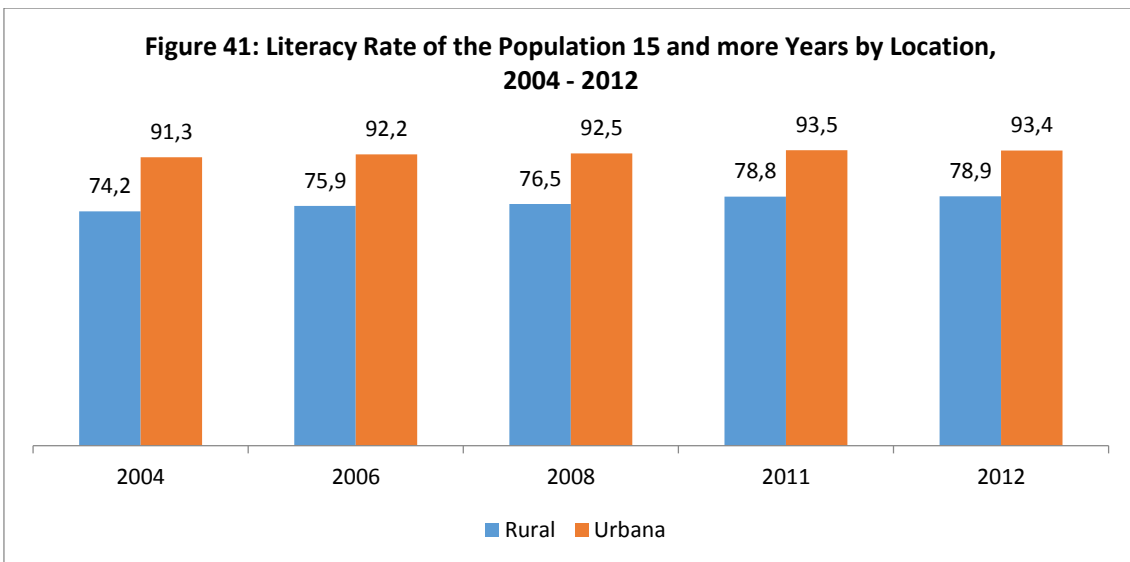
Looking at location, opportunities of attention to the rural population have increased from 6.2% of the total supply to 12.1% between 2000 and 2012 (Figure 40), from 209,659 to 471,074 students.

<sup>12</sup>Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.



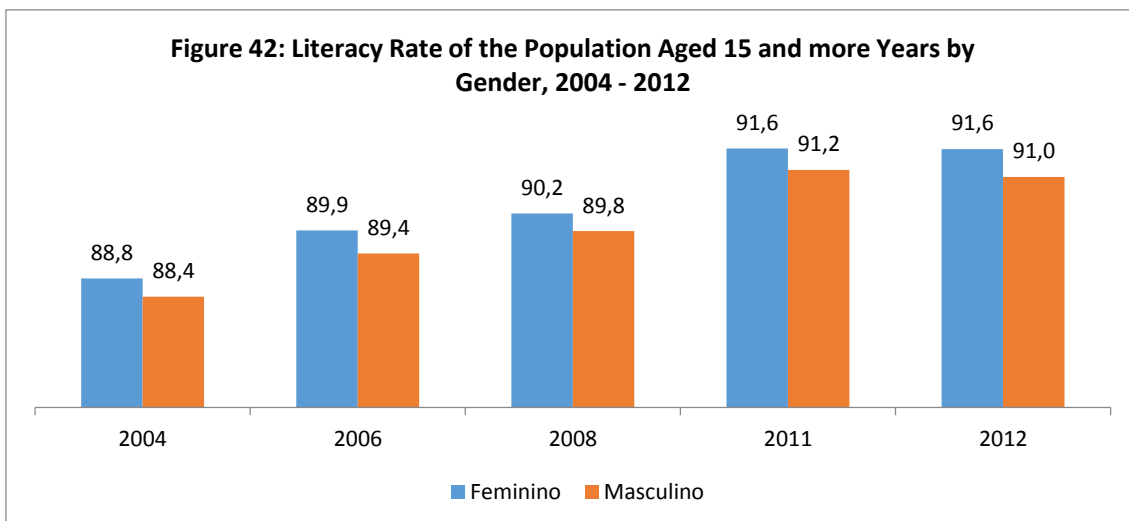
Source: MEC/Inep/Deed.

Another aspect to be highlighted concerns the literacy rate of individuals 15 and more years by location in the period 2004-2012 (Figure 41). Data allows the observation that, while the literacy rate in urban areas grows 2.3%, in rural areas there is a 6.3% growth, thus revealing the closing of the gap of educational inequalities between town and country, although, again, there remains a significant challenge ahead in the search for equality.



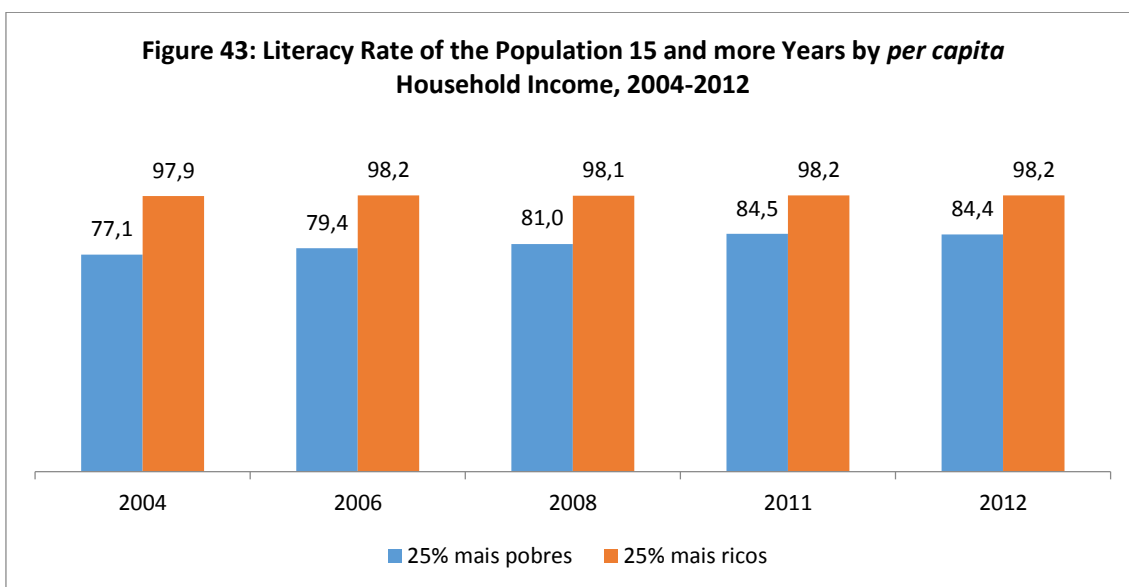
Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

Figure 42 presents the literacy rate of the population 15 and more years by gender in the period 2004 – 2012, showing that there was a greater increase in the rate among women (88.8% to 91.6%) than among men (88.4% to 91.0%).



Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

Another aspect that attracts attention refers to the literacy rate among the population aged 15 and more years by *per capita* household income in the same period (Figure 43). While in the richer quartile it grew from 97.9% to 98.2% (a 0.3% increase), in the poorer one quartile the rate increased from 77.1% to 84.4%, corresponding to a 9.4% raise and a growth 30.3-fold higher. Although there is still a great challenge in terms of universal literacy among the population's poorest quartile, the growth in recent years has been remarkable.



Source: IBGE - Pnad 2004 to 2012; prepared by MEC/Inep/DEED.

The main strategy of action in order to achieve the Education for All goal in regards to youth and adult literacy in Brazil is the Literate Brazil Programme (PBA). Created in 2004 by Law 10,880/2004, PBA aims to contribute to overcoming illiteracy and to promote the progressive continuity of studies of youth and adults to further levels, through the solidary responsibility among the Union, states, the Federal District and municipalities.

PBA supports and funds youth and adult literacy projects submitted by the federated entities, providing supplementary funds to the expansion of the supply of literacy classes through training activities and the payment of scholarships to literacy teachers, translators- interpreters of the Brazilian Sign Language (Libras), class coordinators, procurement of school

materials; procurement of foodstuffs; transportation for the pupils; procurement of teaching, didactic or literary materials and the reproduction of cognitive tests to be applied to the students.

Since the creation of the Program, more than R\$ 2.2 billion were invested for the development of literacy activities nationwide, through the transfer of funds to the federated units and the payment of allowances to volunteers.

As to its scale, PBA covers over 3,500 municipalities in all Brazilian states and has already provided literacy courses for approximately 14 million people since 2003, with an annual average of 1,200 partners among municipalities and state education departments.

In an effort to overcome illiteracy in a context of great diversity among regions and peoples in a continental-sized country, instead of adopting a single model, PBA involves many different methods and practices. This design allows the partners to build a policy extending the entire nation, strengthening existing actions and adapting the teaching process to the ethnical, regional, cultural and gender diversity among the social segments cared for.

It is important to consider that the PBA's scale of action, together with the possibilities of adapting its pedagogical proposal to the local executing conditions, enable this Programme to serve extremely vulnerable populations, including indigenous peoples, individuals deprived of liberty and a significant proportion of the rural population, as recommended by EFA.

Nationwide, Brazil carried out many initiatives of Youth and Adult Literacy and the figures concerning the decrease in the number of illiterate people in this age group cannot be questioned. However, there are still many challenges before the achievement of the Dakar goals.

## **5. Gender Parity and Equality**

The goal of “eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality” is not a new challenge in Brazil. Indeed, this issue has been present in Brazilian society for decades, amidst a more general movement for the obtainment of rights, the decrease of inequalities and the elimination of discrimination. Going in this direction, the 1988 Federal Constitution states that “men and women have equal rights and duties” (Art. 5<sup>o</sup>, I).

Whilst there are still challenges, Brazilian women have won the university (where they now make up the majority of students) and occupied strategic positions in the country's economic, social and political life. A clear example in this direction was the election of a woman president and of several women state governors and mayors. It is true that, in the past, women have been segregated and had their rights to education denied. However, today, as data analysis by gender shows, there are no differences in terms of the access of women to school. It is true that there are specific niches where their presence is smaller or greater – women are predominantly present in professional occupations associated with care and education. As in other countries, it is still common to see women with salaries smaller than men's in some occupations and professional activities. In posts and functions filled by public examination, there is no discrimination against women.

The achievements obtained do not mean the elimination of women's oppression from the public or private life, and this is the reason why public policies geared towards women and girls are still indispensable. They continue to be necessary both to encourage their participation in

areas of knowledge and action where they are still underrepresented and to protect their physical integrity at risk of violence and moral harassment.

Different entities of the federated units and civil society carry out initiatives for women. At the federal level, the Secretariat of the Presidency of the Republic on Policies for Women (SPM-PR) was created in 2003 with the mission of advising the President, in articulation with the other Ministries, in the formulation and development of policies for women.

SPM-PR develops nationwide education campaigns, as well as cooperation projects and programmes with national and international, public and private organizations. Some education initiatives coordinated by SPM will be presented below. Before, however, the Report will outline the situation of Basic Education in terms of gender parity and equality.

## 5.1. Gender Parity

Data confirm the gender parity of children, youth and adults in terms of access to education opportunities, as shown on the following tables.

Table 7 shows that, in the period 2004 – 2011, there was gender parity in the day care or school attendance rate both in early childhood and in primary education.

**Table 7: Gender Parity in Day Care or School Attendance Rates by Age Group - Brazil 2004 – 2011**

Year	Gender (Female/Male) Parity in the School or Day Care Attendance Rate by Age Group			
	Up to 5 years	0 - 3 years	4 and 5 years	6 to 14 years
2004	1.0	1.0	1.0	1.0
2006	1.0	0.9	1.0	1.0
2008	1.0	1.0	1.0	1.0
2011	1.0	1.0	1.0	1.0

Source: IBGE - Pnad 2004 to 2011; prepared by MEC/Inep/DEED.

Table 8 shows that the same does not occur with 12-year olds with at least 4 years of schooling, corresponding to the early grades of primary education. In this case, the ratio 1.1 shows that the proportion of women is 10% higher than men. For 16-year olds with at least 8 years of schooling, corresponding to complete primary education, data shows a proportion of women 30% higher than men, revealing more schooling among Brazilian women, especially in terms of access to and enrolment in secondary education, as shown in sequence.

**Table 8: Gender (Female/Male) Parity in the Percentage of People 12 and 16 years of Age by Years of Schooling - Brazil 2004 – 2011**

Year	% of 12-year olds with at least 4 years of schooling (Initial grades in primary education) (Female/Male)	% of 16-years old with at least 8 years of schooling (complete primary education) by gender (Female/Male)
2004	1.1	1.3
2006	1.1	1.3
2008	1.2	1.3
2011	1.1	1.3

Source: IBGE - Pnad 2004 to 2011; prepared by MEC/Inep/DEED.

Note: Exclusive individuals with undetermined years of schooling

Table 9 displays gender parity of individuals aged 18 and 24 years by school attendance and years of schooling in the period 2004 – 2011. In terms of the percentage of 18 year old individuals attending regular secondary education, EJA, precollege courses, higher education or with at least 11 years of schooling, a predominance of females over males (20%) is observed. Among 24 year olds in graduate education or master/doctoral courses or having 15 or more years of schooling, there is a 40% predominance of women over men. In other words, there is a predominance of females at the higher education levels in Brazil, and this fact must also be an object of concern of public policy.

**Table 9: Gender (female/male) parity in the percentage of individuals 18 and 24 years old by school attendance and years of schooling - Brazil 2004 – 2011**

Year	% of 18-year olds attending regular secondary school, EJA, Precollege courses or higher education or not in school with at least 11 years of schooling (Female/Male)	% of 24-year olds attending graduate school or master/doctoral courses or not attending school with 15 or more years of schooling (Female/Male)
2004	1.2	1.3
2006	1.2	1.2
2008	1.2	1.3
2011	1.2	1.4

Source: IBGE - Pnad 2004 to 2011; prepared by MEC/Inep/DEE

Note: Excluding individuals with undetermined years of schooling

Table 10 displays the gender parity in the professional education enrolment in the period 2004 – 2012 and reveals that, in this modality of study, female participation is increasing since 2008; 10% more women than men enrolled in 2012.

**Table 10: Gender parity (female/male) in professional education enrolment - Brazil 2004 – 2012**

Year	Gender (Female/Male) Parity in the Professional Education Enrolment
2004	1.0
2006	1.0
2008	1.1
2011	1.2
2012	1.1

Source: MEC/Inep/Deed.

As to gender parity in the literacy rate of the population aged 15 and more years, Table 11 shows equality in all the age groups considered (15 - 24 years, 25 - 39 years and 40 and more years) in the period 2004 – 2011.

**Table 11: Gender parity (female/male) of the literacy rate of the population 15 and more years, by year and age group - Brazil 2004 - 2011**

Year/Age group	Gender Parity (Female/Male) in the Literacy Rate
<b>2004</b>	
15 or more years	1.0
15 to 24 years	1.0



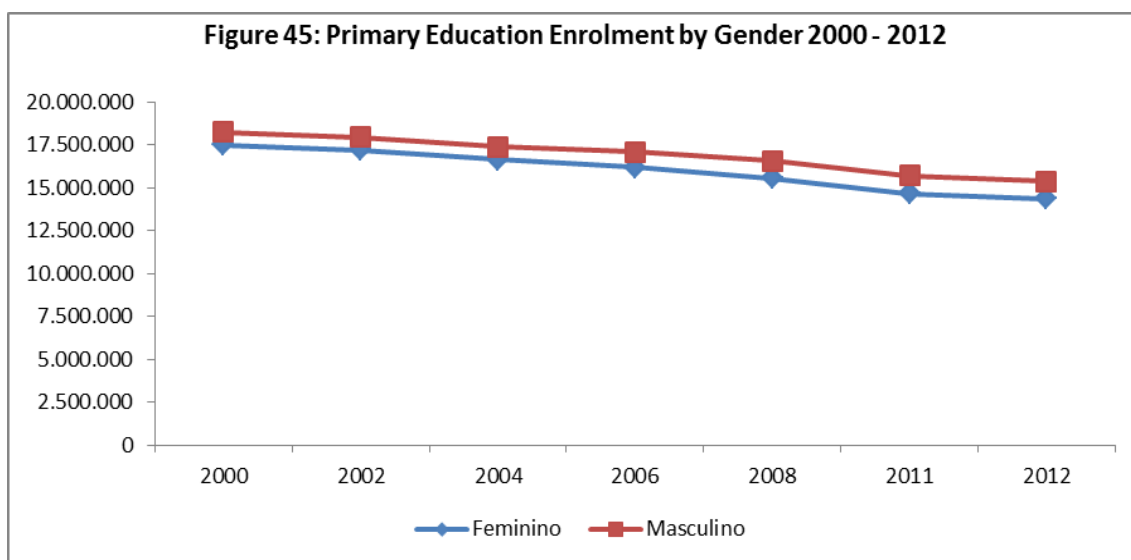


2004	31.2	31.2	31.1	13.4	13.6	13.2	61.5	61.9	61.1
2012	40.7	40.9	40.6	21.2	21.2	21.1	78.2	78.4	77.9

Source: MEC/INEP/Deed

### 5.1.2. 6 to 14 years –Primary Education

Figure 45 shows primary education enrolment by gender in the period 2000 – 2012 and reveals that the numerical difference between girls and boys along the period is under 7% but on the rise since 2004.



Source: MEC/Inep/Deed.

School attendance data of the population aged 6 through 14 years by gender in the years 2004 and 2012 (Table 13), show an increase in attendance for both sexes, but larger among males than females.

**Table 13: School attendance rates of the population 6 to 14 years old by gender – Brazil 2004 and 2012**

Year	Total	Female	Male
2004	96.1	96.5	95.7
2012	98.2	98.2	98.2

Source: MEC/Inep/Deed.

The percentages of individuals aged 12 through 16 years by years of schooling and gender point to a greater participation of females than males (Table 14). This occurs both in the early and in the final grades of primary education, accounting for the complete primary school. Table 14 presents information on the situation mentioned between 2004 and 2012.

**Table 14: Percentage of 12 to 16-year olds by years of schooling and gender – Brazil 2004 and 2012**

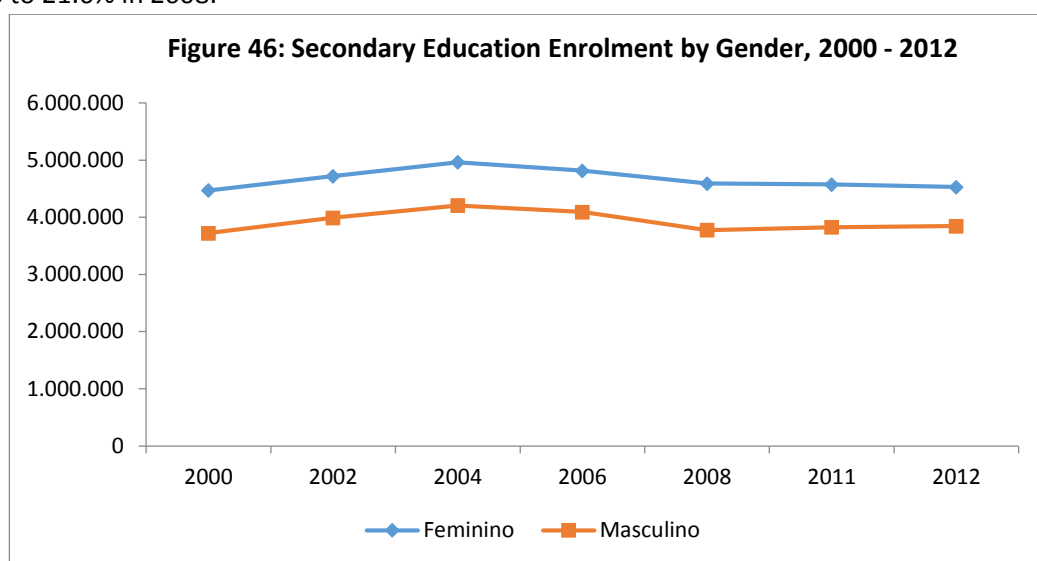
Year	% of 12-year olds with at least 4 years of schooling (Early grades of primary school) by gender			% of 16-year olds with at least 8 years of schooling (complete primary school) by gender		
	Total	Female	Male	Total	Female	Male
2004	74.2	78.2	70.3	53.5	60.0	46.9
2012	76.0	79.9	72.3	65.6	73.6	57.8

Source: MEC/Inep/Deed.

Observing the data displayed in Table 14, it is noted that the number of 12-year olds with 4 years of schooling had a smaller percentage growth than 16-year olds with at least 8 years of schooling and that the trend was positive for both sexes, with the percentage difference for women in the greater number of years of education (73.6% vs. 57.8%) in 2012.

### 5.1.3. Secondary Education and Professional Education

Figure 46 shows secondary education enrolment by gender in the period 2000 – 2012, revealing that the difference in number between girls and boys is significant, varying from 17.7% in 2006 to 21.6% in 2008.



Source: MEC/Inep/Deed.

Nevertheless, gender data point to a difference of little significance in the school attendance rates of the population aged 15 to 17 years (Table 15).

**Table 15: School attendance rate of the population 15 to 17 years old by gender - Brazil 2004 and 2012**

Year	Total	Female	Male
2004	81.9	82.5	81.3
2012	84.2	84.7	83.6

Source: MEC/Inep/Deed.

The percentage of school attendance rate by females rose from 82.5% to 84.7% between 2004 and 2012; likewise for males, whose participation rose from 81.3% to 83.6%. Thus, the situation in terms of school attendance remains practically unchanged in the period, with a difference of around 2 percentage points.

Information on professional education enrolment by gender between 2002 and 2012 confirms a higher number of males (Table 16).

**Table 16: Professional Education Enrolment by gender – Brazil 2002/2012**

Year	Total	Female	Male
------	-------	--------	------

2002	565,042	273,592	291,450
2012	1,063,655	568,590	495,065

Source: MEC/Inep/Deed.

Data shows a significant increase in enrolment for both sexes, as well as a change in the participation by gender. While women represented 48.4% of the enrolment in 2002, they accounted for 53.5% in 2012.

#### 5.1.4. 15 and more years

As to the literacy rate of the population aged 15 and more years, the distribution is practically equal, a situation that is stable between 2004 and 2012 (Table 17).

**Table 17: Literacy rates of the population aged 15 and more years by gender according to age group – Brazil, 2004 and 2012**

Year	Total	Female	Male
<b>2004</b>			
<b>15 or more years</b>	<b>88.6</b>	<b>88.8</b>	<b>88.4</b>
15 to 24 years	96.8	97.9	95.8
25 to 39 years	92.8	94.2	95.8
40 and more years	80.4	79.6	81.3
<b>2012</b>			
<b>15 or more years</b>	<b>91.3</b>	<b>91.6</b>	<b>91.0</b>
15 to 24 years	98.6	99.0	98.2
25 to 39 years	95.7	96.9	94.5
40 and more years	85.2	85.3	85.1

Source: MEC/Inep/Deed.

The literacy rate in the population aged 15 and more years by gender, according to year and age group, between 2004 and 2012, rose from 88.6% to 91.3%, with a parity distribution in the period – female participation rose from 88.8% to 91.6% and male from 88.4% to 91.0%. The small (in terms of total) difference in favour of women continues. Observed by age group, the data shows that, except in the 15 to 24 year bracket, the literacy rate among women 15 or more years old has risen more in the age brackets 25 to 39 years and 40 and more years (2.9% vs. -1.4% and 7.2% vs. 4.7%, respectively).

The average number of year of schooling in the population aged 15 or more years by gender and age group is of practical parity, except in the age bracket 40 and more years, where the percentage of women rose 22.2% while men's rose 16.4% (Table 18).

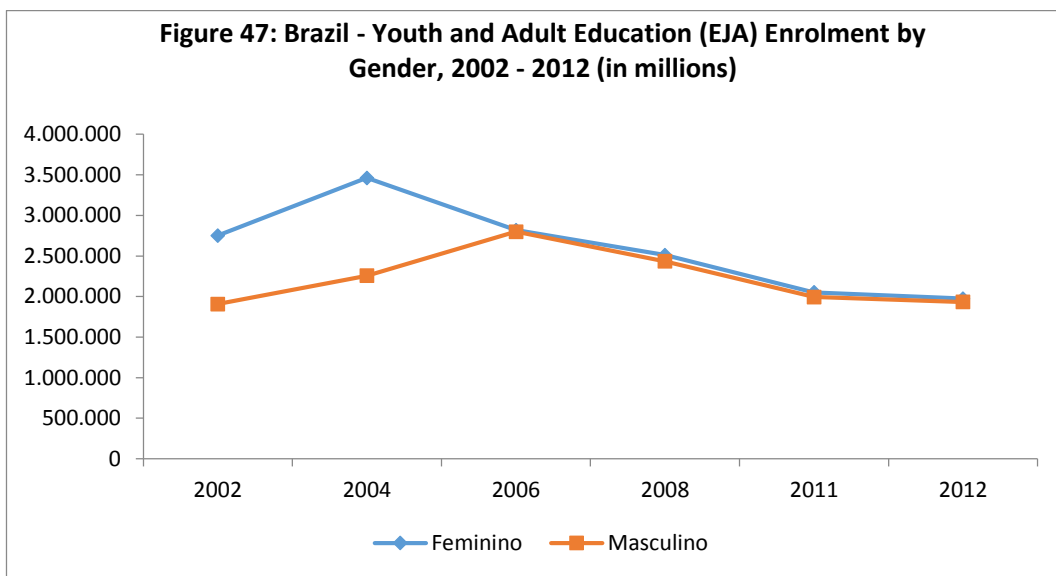
**Table 18: Average number of years of schooling of the population 15 or more years of age by gender and age group – Brazil 2004 and 2012**

Year	Total	Female	Male
<b>2004</b>			
<b>15 or more years</b>	<b>6.8</b>	<b>7.0</b>	<b>6.7</b>
15 to 24 years	8.1	8.4	7.7
25 to 39 years	7.7	8.0	7.4
40 and more years	5.4	5.4	5.5
<b>2012</b>			
<b>15 or more years</b>	<b>7.9</b>	<b>8.1</b>	<b>7.7</b>
15 to 24 years	9.0	9.4	8.6
25 to 39 years	9.3	9.6	8.9
40 and more years	6.5	6.6	6.4

Source: MEC/Inep/Deed.

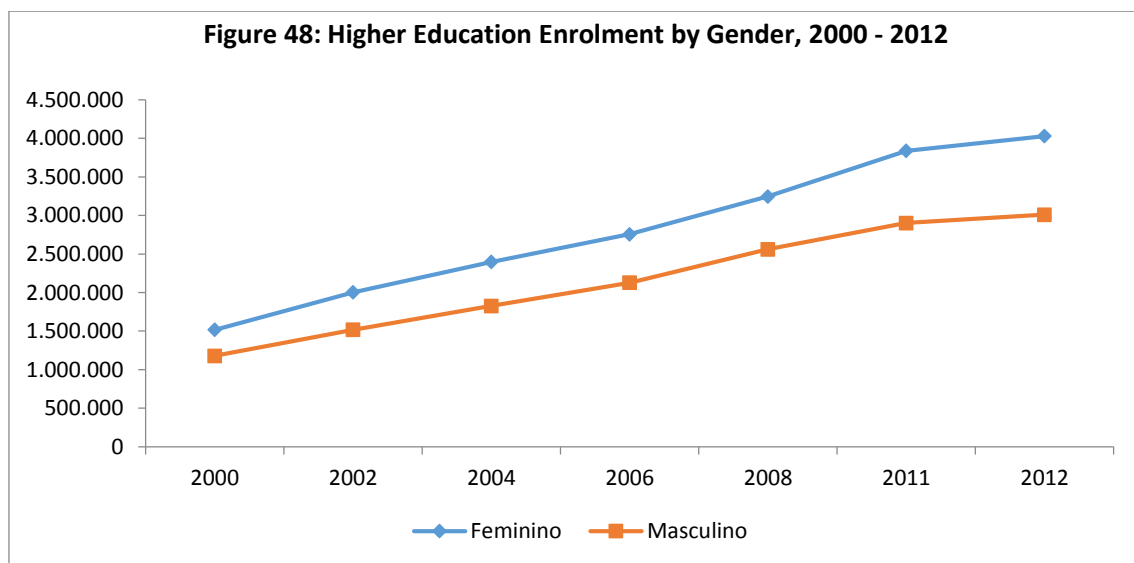
Further, Table 18 demonstrates an evolution between 2004 and 2012 in terms of total population was from 6.8 to 7.9 years of schooling, from 7.0 to 8.1 years among females and from 6.7 to 7.7 years among males. Generally, in younger age groups women have more years of schooling than men, with a slight difference beginning to appear in the age group 40 and more years: in 2004, women over 40 years old had 5.4 years of schooling and men 5.5; in 2012, women had reached 6.6 years and males 6.4.

Although showing a decline in absolute numbers, the EJA enrolment reveals gender equality since 2006 (Figure 47).



Source: MEC/Inep/Deed.

Although not a specific object of the goals discussed in this report, it is interesting to observe a remarkable increase in higher education enrolment (On site and Distance Education) by gender between 2000 and 2012 (Figure 48).



Source: MEC/Inep/Deed.

The data reveals, once again, the dominant presence of women in higher education. Their participation was 28.6% higher than men's in 2000, reaching 33.9% in 2012. In other words, women accounted for 57.2% of the country's higher education enrolment in 2012.

All these data together show the expansion of the female population in school education, beginning especially at the secondary school level. Nevertheless, there are areas of knowledge where their presence is scarce, and thus specific initiatives have been created to fill this gender gap.

## 5.2. Gender Policies – Women in Science and Technology

As referred in the beginning of the present topic, two axis of activity of the SPM-PR pertain to education: the Programme Women and Science and the insertion of the debate on gender in school curricula. An interesting initiative developed in this field level is supported by the joint action of governmental agencies – a call for proposals for the support of the presence of women in such areas, with the title *Girls and Young Women in Exact Sciences, Engineering and Computing*.

### Girls and Young Women in Exact Sciences, Engineering and Computing

An induction activity aiming to expand the number of women in scientific and technological careers and professions. The objective is to promote financial support to projects aiming to encourage the training of women for the careers of exact sciences, engineering and computing in Brazil, fighting the evasion that takes place mainly in the first years of these courses and awakening the vocational interest of female students in secondary education and graduation courses for such professions and for scientific and technological research.

Three hundred and twenty projects were selected through a nationwide call for proposals (Edital Nº 18/2013 MCTI/CNPq/SPM-PR/Petrobras), offering approximately 900 scholarships to female secondary education students and 325 scholarships for female university students in the selected areas. The Ministry of Science, Technology and Innovation - MCTI, the National Council for Scientific and Technologic Development – CNPq, the Secretariat of the Presidency of the Republic on Policies for Women - SPM-PR and Petróleo Brasileiro – Petrobrás are partners in this initiative.

Estimated global value: R\$ 11,000,000.00 (eleven million reais)

Source: CNPq and <http://cienciahoje.uol.com.br/blogues/bussola/2014/03/participacao-desigual>

To conclude the analysis of goal 5, it can be stated that women's access to education has expanded in the period, creating a new challenge, the promotion of gender parity in contexts and occupations where males are underrepresented.

## 6. Quality of education

The goal of “improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills” is the most challenging of all those set forth at the Dakar World Forum.

Two principles of the Brazilian Constitution particularly important in the reaffirmation of the right to education are associated to the EFA goals: I – equal conditions of access and permanence in school; and, VII – guarantee of standards of quality (FC, Art. 206, I and VII).

If access is a challenge that requires both infrastructure and human resources, school permanence and success have a more complex and comprehensive nature and require

investments in aspects concerned with the purposes of education. In order to complete the daily task of teaching and learning, one must have good teachers, motivated pupils and several other elements not always liable to be expressed numerically. Education is an activity involving interaction among people and changes lives; for this very reason, it is an essentially human endeavour.

The search for “excellence of all” has progressed in tandem with policies directed to the achievement of “recognized and measurable outcomes,” which began in the late 1980s and were gradually implemented in Brazil. Since this time the country has refined and expanded its evaluation systems for basic (Basic Education Evaluation System – Saeb) and higher education (National Higher Education Evaluation System – Sinaes), enabling the monitoring of the performance of both students and teaching institutions. The creation of the Basic Education Development Index (Ideb) also deserves mention; it combines information on exam performance (Saeb) and on school output (approval). Still under this perspective, the country joined initiatives such as the Programme for International Student Assessment - PISA. By combining national and international assessment systems, Brazil can now analyze its results and set short-, mid- and long-term targets for the performance of all educational systems.

These and other policies took place in a context of broadening earmarked investments and current costs to ensure the school access, permanence and success of children, youth and adults. Hence, the range of initiatives in support of **quality of education** is broad and results from many contributing factors – from focus on improving teaching conditions to the provision of services that ensure the access and permanence of children and youth at greater vulnerability in school (school transport, books, expansion of school hours), and arriving at the learning itself.

The analysis of the results associated with goal 6 will focus on the Brazilian answers to this challenge, specifically concerning the appreciation of teachers, and on the results expressed by some major indicators of education quality.

### 6.1. Appreciation of Teachers

Studies about successful educational systems unanimously affirm the importance of teachers for the quality of education (OECD, 2006). In addition to the already mentioned principles, two other constitutional provisions are particularly important for “appreciation of teachers”: “appreciation of the value of school education professionals, guaranteeing, in accordance with the Law, career schemes for public school teachers, with admittance exclusively by means of public entrance examinations consisting of tests and presentation of academic and professional credentials” and “a nationwide professional minimum salary for public school teachers, under the terms of a federal law” (FC, Art. 206, V and VIII). The LDB reaffirms these principles in a specific title on education professionals (Title VI, articles 61 to 67).

In 2008, Congress approved an important instrument for the appreciation of teachers, namely the Law that regulates “the nationwide professional minimum salary for basic education public school teachers” (Law 1.1,738, of 16 July 2008), better known among education professionals as the “Threshold Salary Bill”. Other recent normative milestones concerning public basic education teachers are the several National Curricular Guidelines issued by the National Education Council (CNE)<sup>13</sup>.

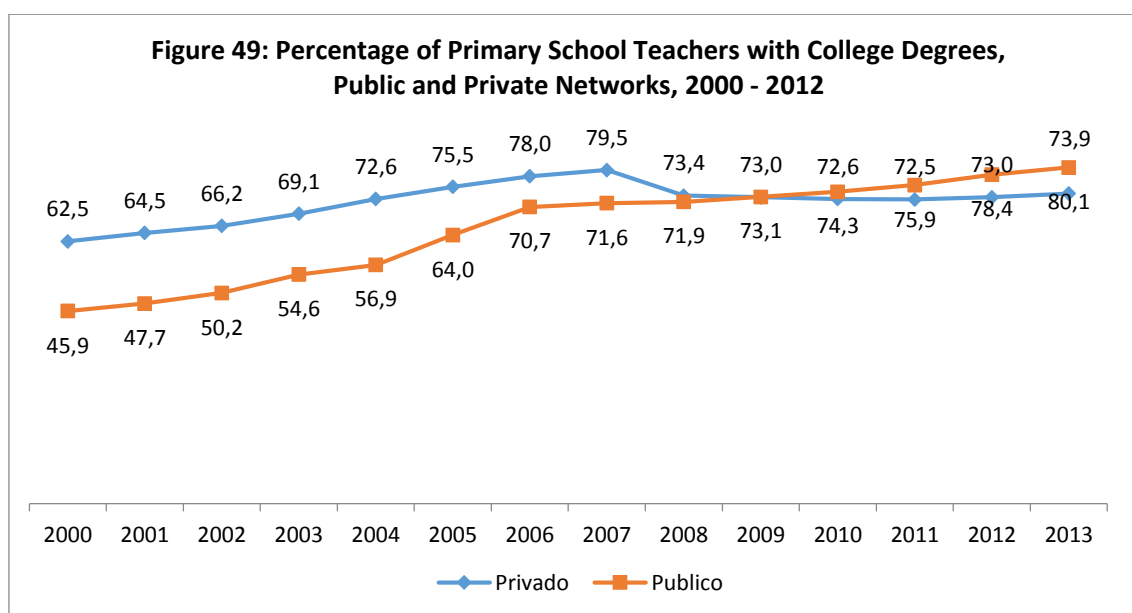
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<sup>13</sup> The several opinions on the issue can be consulted at the Ministry of Education’s page. See: <[http://portal.mec.gov.br/index.php?option=com\\_content&view=article&id=12795&Itemid=866](http://portal.mec.gov.br/index.php?option=com_content&view=article&id=12795&Itemid=866)> Access on 26 feb. 2014.

The existence of a national legal system on the appreciation of school education professionals has been a promising element within the Brazilian educational policy; however, there have been many hindrances to its full enforcement within the federation. Many states and municipalities have resisted<sup>14</sup> abiding by the “Threshold Salary Bill”, which, on the other hand, has become a banner adopted by teachers’ movements as a signal of respect for their profession.

In addition to the existence of regulatory frameworks, the appreciation of teachers and of education is also linked to opportunities for professional qualification. Observation of data on the training of basic education teachers in Brazil reveals an improvement after the Dakar World Education Forum.

Concerning primary education, Figure 49 shows that, between 2000 and 2012, while the percentage of teachers with college degrees in the private sector grew 18.2%, the growth in the public sector reached 74.5%, demonstrating the many efforts of the federal, state and municipal administrations to qualify their teachers. It can be observed that, in 2009, the percentage of teachers with college degrees in the public systems became higher than in the private network.

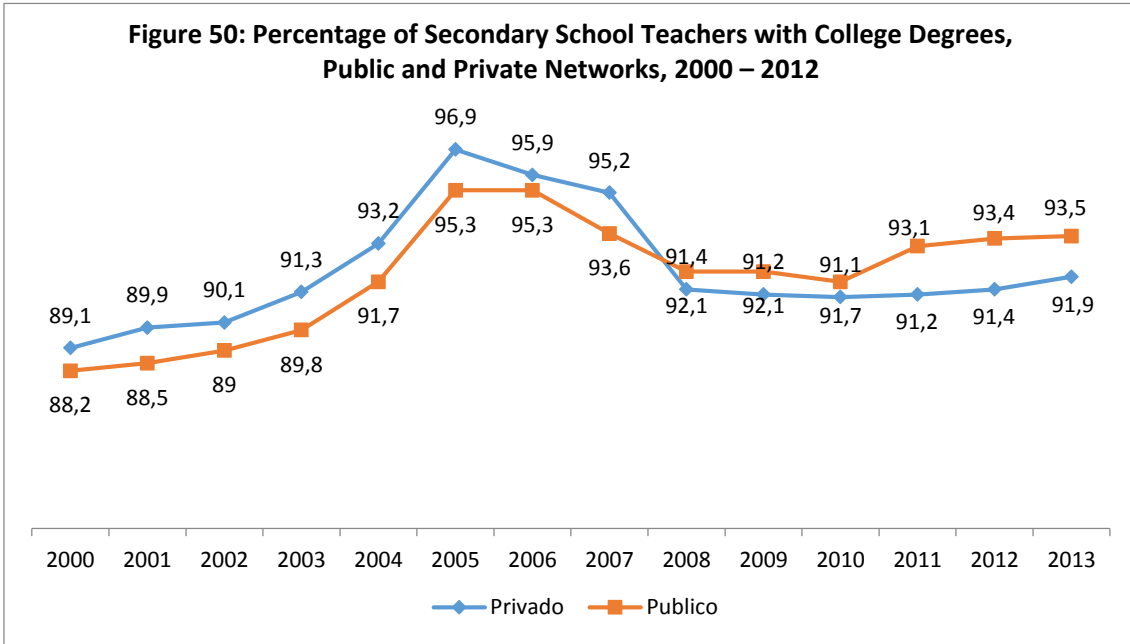


Source: [http://seriesestatisticas.ibge.gov.br/lista\\_tema.aspx?op=0&de=49&no=4](http://seriesestatisticas.ibge.gov.br/lista_tema.aspx?op=0&de=49&no=4) and MEC/INEP/DEED/CSI.

Figure 50 displays the situation of teachers with college degrees in secondary school by sector in the period 2000 – 2012, revealing that both sectors enjoyed similar increases (3.1% in the private sector and 5.9% in the public one).

<sup>14</sup> The resistance to implement the Law is partly due to the difficulties of the structure of public revenues and expenditures, the salary inequalities among the public sector careers, the social security charges and the public debt of some federated units.





Source: [http://seriesestatisticas.ibge.gov.br/lista\\_tema.aspx?op=0&de=49&no=4](http://seriesestatisticas.ibge.gov.br/lista_tema.aspx?op=0&de=49&no=4) and MEC/INEP/DEED/CSI.

The improvement of the initial training for Brazilian teachers is coordinated with a broad array of initiatives carried out in Brazil since the mid-1990s, which will be further described in the analysis of the strategies associated with this goal 6.

**6.2. Indicators of Quality**

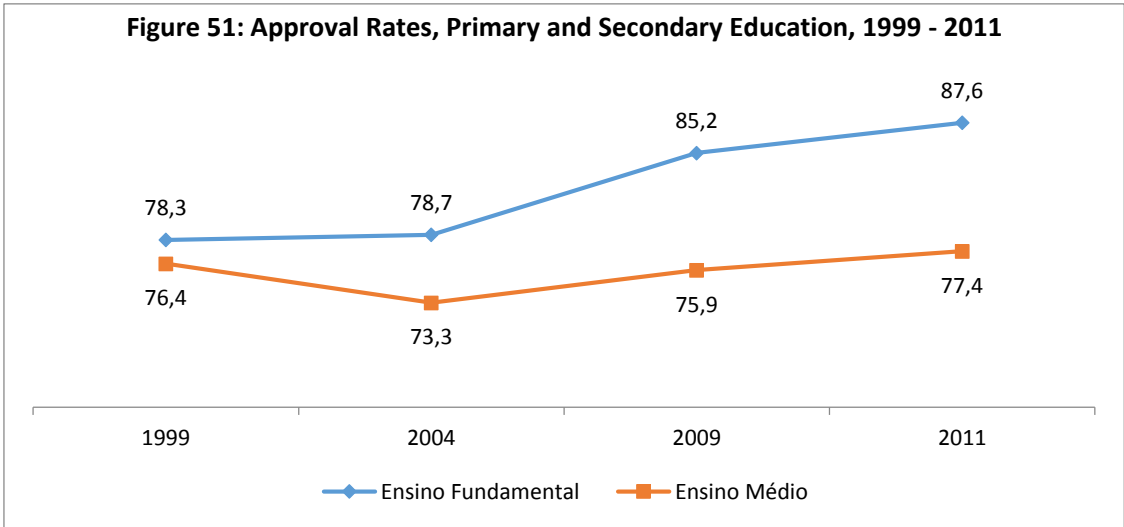
Although the collection of education data is a practice that goes back to Brazilian colonial times, only at the end of the 20th century did these activities start to rely on resources that allowed for the creation of a substantially relevant databank for educational policy. The School Census, carried out annually, compiles a significant set of information contributing to the elaboration of quantity and quality indicators of the country’s educational system, by region, state, municipality, sector and school unit. This instrument allows the planning of activities and the definition of midterm and long-term targets. The School Census has been refined over time, and increasingly offers more information on educational systems both to the expert and to the public at large.

**6.2.1. Outcome Rates**

One of the major contributions of the School Census to the quality of education is the possibility of monitoring data on outcomes, which provide information on the school system’s efficiency, namely: approval, repetition and drop out.

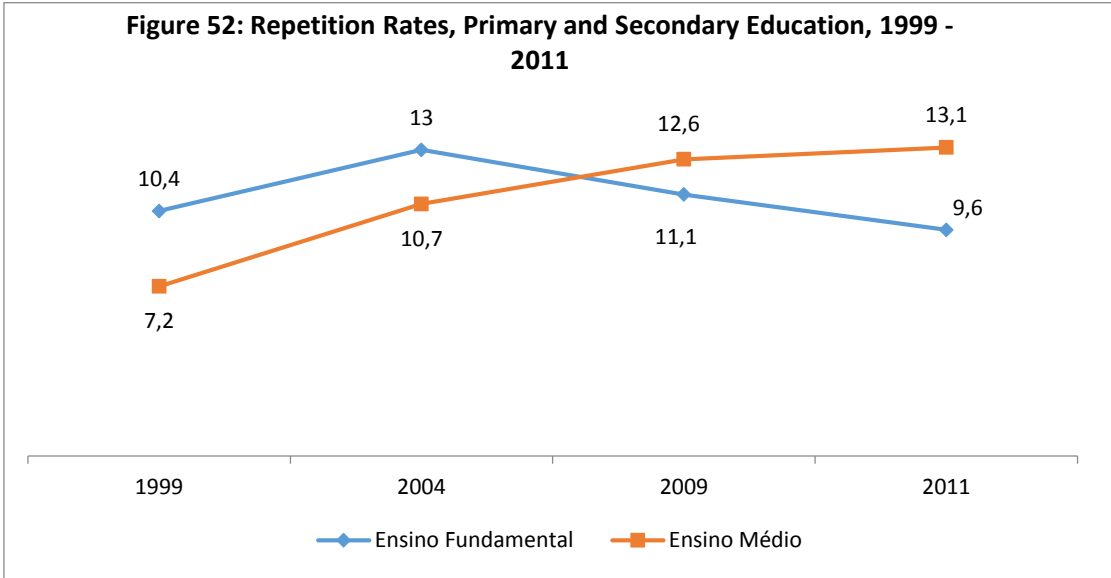
Prior to presenting some data concerning school outcomes, one must delve on what happened with primary and secondary school outcome indicators between 1999 and 2011.

Figure 51 shows the behavior of primary and secondary school approval rates in the period under consideration, revealing that it grows 11.9% in primary but only 1.3% in secondary education.



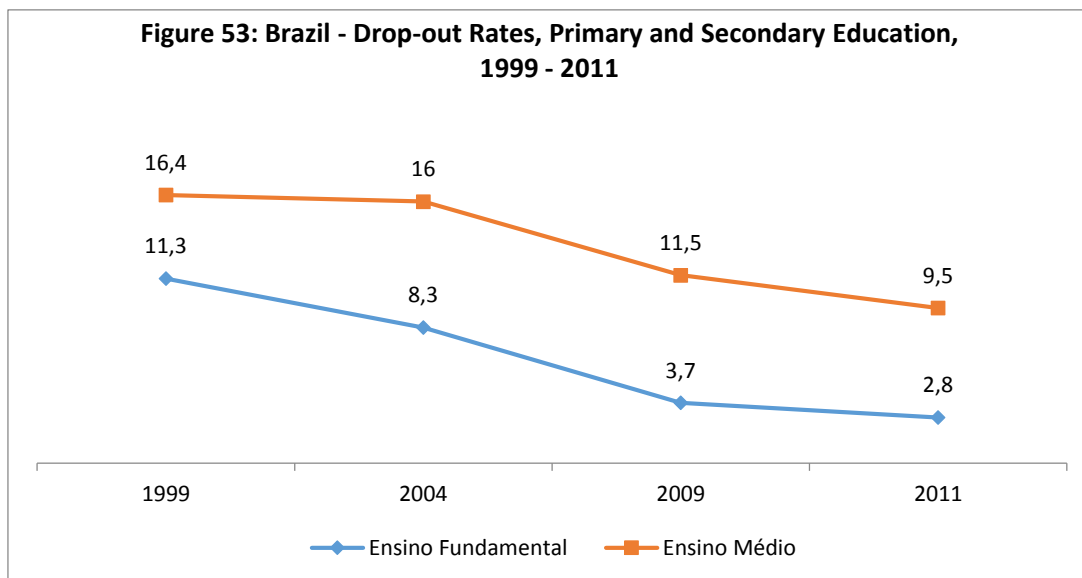
Source: INEP, school census

Figure 52 displays primary and secondary school repetition rates in the same period. It can be observed that they drop 7.7% in primary education and increase 81.9% in secondary education.



Source: INEP, school census

Figure 53 shows the drop-out rates in primary and secondary education in the same period, demonstrating that the country's efforts were rewarded, as both had quite a significant decrease, with drop-out rates of 75.2% in primary school and of 42.1% in secondary education.



Source: INEP, school census

Data about outcomes in the period 1999 to 2011 shows significant progress in the reduction of the drop-out rate in primary school and significant results in secondary education. However, the decrease in the repetition rate in primary school was very small, and it actually increased in secondary education, revealing that the challenge to improve approval rates still demands attention and efforts from the public powers.

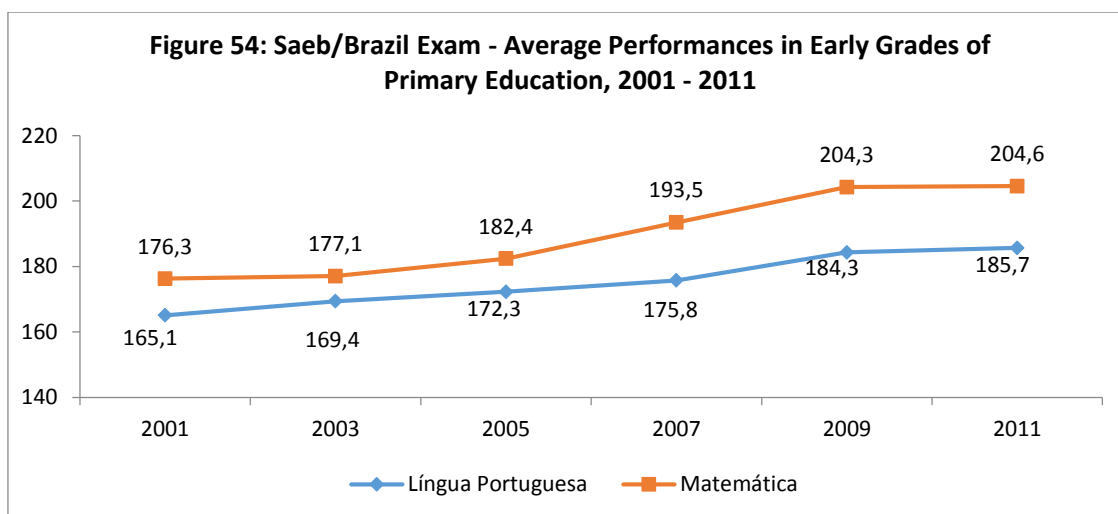
### 6.2.2. Basic Education Evaluation System (Saeb)

Another important tool for monitoring education quality results is the Basic Education Evaluation System (Saeb). Created in 1988, it was initially designed as an evaluation system by sampling and carried out every two years with the aim of assessing the quality, equity and efficiency of teaching and learning in primary and secondary education. It was expanded more recently, and today it is composed by two assessments: the National Basic Education Evaluation (**Aneb**) which evaluates the proficiency of the Brazilian public and private schools through population samples, and the National Performance Evaluation of School Teaching (Anresc), better known as the Brazil Exam, which measures the learning of students at the 4th and 8th grades of primary education in each urban school with more than 30 students in the Brazilian public system. In 2013, Saeb included a third evaluation: the National Literacy Evaluation (**Ana**), **a census-type evaluation involving 3rd grade students in public primary schools, with the main objective of evaluating the levels of reading and writing in Portuguese, numeracy and the supply conditions by the public networks of the Literacy Cycle** (<http://portal.inep.gov.br/web/saeb/aneb-e-anresc>).

The analysis of data from Saeb/Brazil Exam<sup>15</sup> allows the monitoring of the results of Brazilian students in the period 2001 through 2011. Although the results presented derive from

<sup>15</sup> The data of performance by subject in the years 2001, 2003 and 2005 was obtained from the document issued by MEC's External Communications Office. These results (a) include federal and rural schools. Federal schools in 1995, 2003 and 2005; rural schools every year, but not including schools from the North region in 1997 and only schools from Northeastern states, Minas Gerais and Mato Grosso in 1999 and 2001; (b) do not include rural schools and include federal ones in 1995, 2003 and 2005. In 2007 e 2009, Inep has not issued Saeb data, and therefore we have adopted data from Brazil Exam for the total of initial and final grades in the country; for the 3rd grade of secondary school we have also adopted the total result for Brazil issued by Inep. For 2011, we used the data presented on the

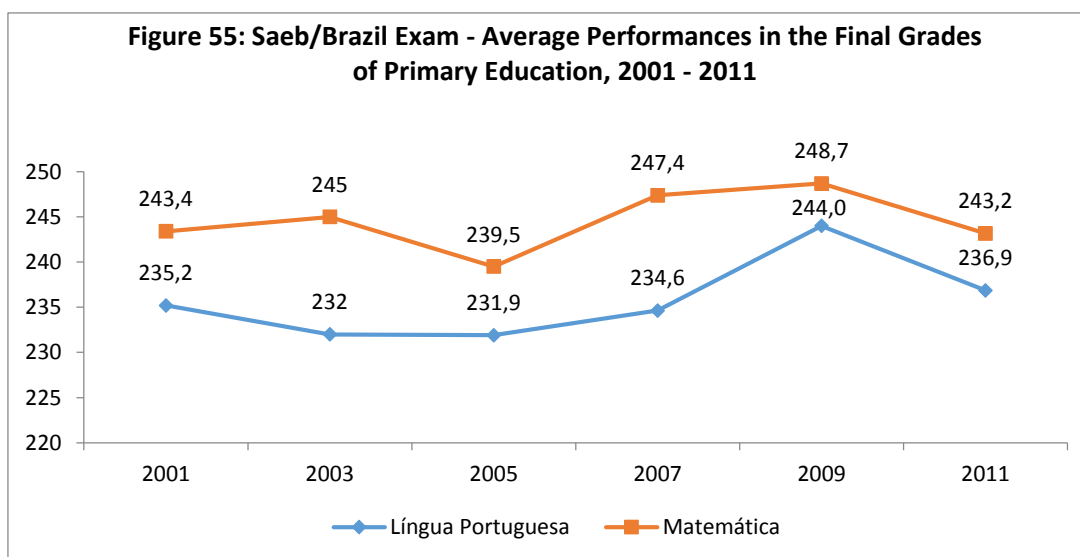
different methodologies, it is possible to gather a degree of comparability between them. The indicators for the early grades of primary education are presented on Figure 54.



Source: INEP Saeb and Ideb/Prova Brasil

In the period considered (2001 – 2011), the rise in the results for Portuguese language corresponded to the evolution of one year of schooling<sup>16</sup>, and the rise in mathematics corresponds to more than one year of schooling.

As to the final grades of primary school, Figure 55 displays the results obtained in those subjects in the same period. In this step of primary education, there were no representative improvements in any of the disciplines.

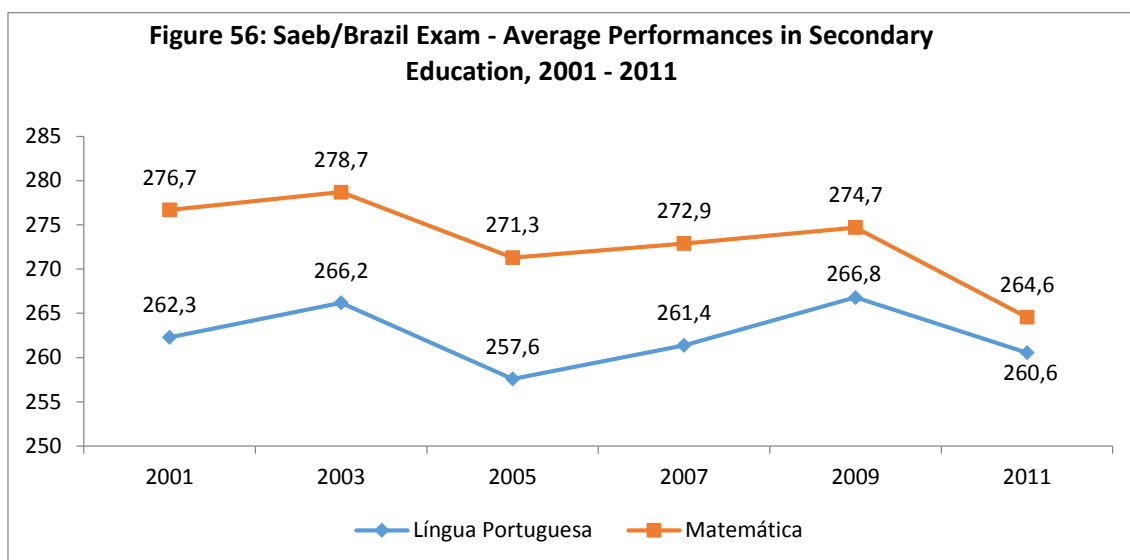


Source: INEP Saeb and Ideb/Prova Brasil

Concerning secondary education, the data continues to show a trend similar to the final grades of primary school, including a small drop (4.4%) in mathematics (Figure 56).

document **Saeb/Prova Brasil 2011 - primeiros resultados**, available at <http://portal.inep.gov.br/web/saeb/educacao-2011>.

<sup>16</sup> According to INEP, the increase in students' performance in the Saeb/Brazil Exam scale can be measured by the equivalence that 20 points correspond to approximately one year of schooling.



Source: INEP Saeb and Ideb/Prova Brasil

The results from primary and secondary education pupils expressed by these quality indicators inspired the Ministry of Education to create the Basic Education Development Index (Ideb): “an indicator of educational quality that combines information on performance in standardized exams (Brazil Exam or SAEB) – obtained by the student at the end of teaching stages (4th and 8th grades of primary education and 3rd grade of secondary education) – with information on school outcome (approval)” (BRASIL. MEC. INEP. s.d.).

### 6.2.3. Basic Education Development Index (Ideb)

The Basic Education Development Index (Ideb), created by Inep/MEC in 2007, is a pioneering initiative that brings together, in a single indicator, two equally important concepts pertaining to the quality of education: school flow and average performance on examinations. It adds to Inep’s pedagogical focus of results in large-scale exams the possibility of synthetic, easily assimilated results, which allow the drawing of quality of education targets for the systems. The indicator is calculated from data on school approval, obtained from the school census, and average performance on Inep’s examinations, Saeb – for states and the entire nation – and the Brazil Exam in the case of municipalities.

Taking 2005 as the baseline, performance targets were set for 15 years, using the level 3 of the PISA scale as the reference. Box 3 shows Ideb and the projected national targets for primary and secondary education for 2021.

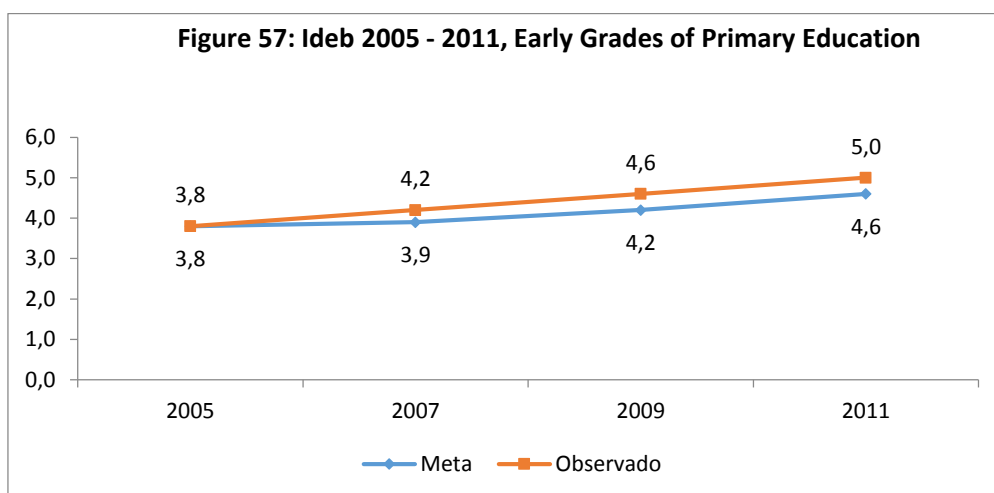
**Box 3: Ideb 2005 and targets for Brazil in 2021 by location and sector for Primary and Secondary Education**

	Early grades of primary education		Final grades of primary education		Secondary Education	
	2005	2021	2005	2021	2005	2021
<b>Total</b>	3.8	6.0	3.5	5.5	3.4	5.2
<b>Location</b>						
<b>Urban</b>	4.0	6.2	-	-	-	-
<b>Rural</b>	2.7	4.9	-	-	-	-

Sector						
Public	3.6	5.8	3.2	5.2	3.1	4.9
Federal	6.4	7.8	6.3	7.6	5.6	7.0
State	3.9	6.1	3.3	5.3	3.0	4.9
Municipal	3.4	5.7	3.1	5.1	2.9	4.8
Private	5.9	7.5	5.8	7.3	5.6	7.0

Source: MEC/INEP. Saeb 2005 and school census 2005 and 2006.

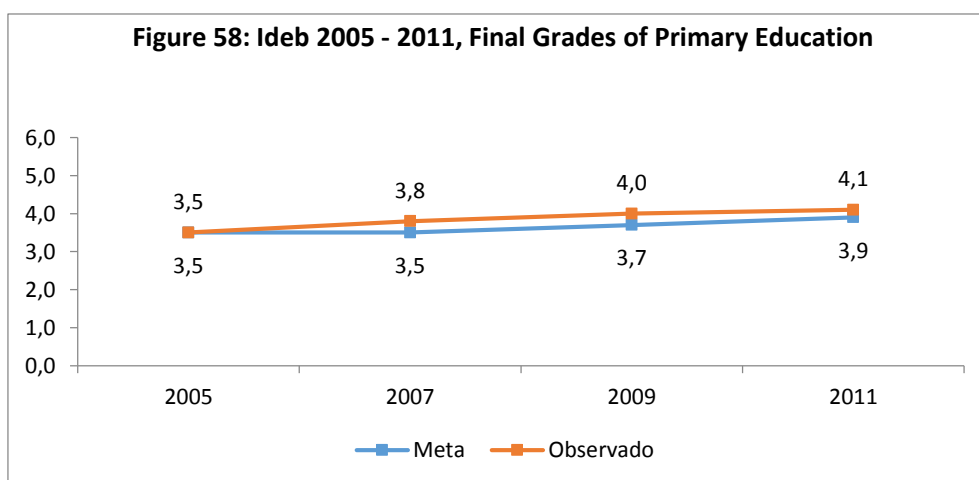
The Ideb data demonstrate a trend towards the improvement in results, which can be seen on Figures 57, 58 and 59, relative to the early and final grades of primary education and to secondary education.



Source: MEC/INEP

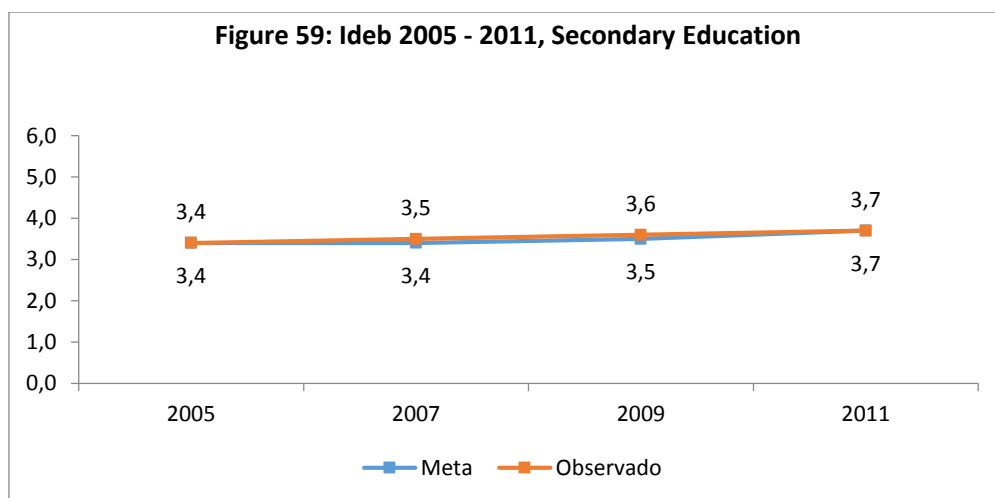
The analysis of the results obtained in the years 2005 through 2011 for the early grades of primary school demonstrated that the result was 8.7% higher than the established target.

In Figure 58, one can examine the results obtained in the same period for the final grades of primary education, demonstrating, once again, that the result was 5.1% higher than the target.



Source: MEC/INEP

The greatest challenges in terms of improvement in the Ideb can be found in secondary education (Figure 59).



Source: MEC/INEP

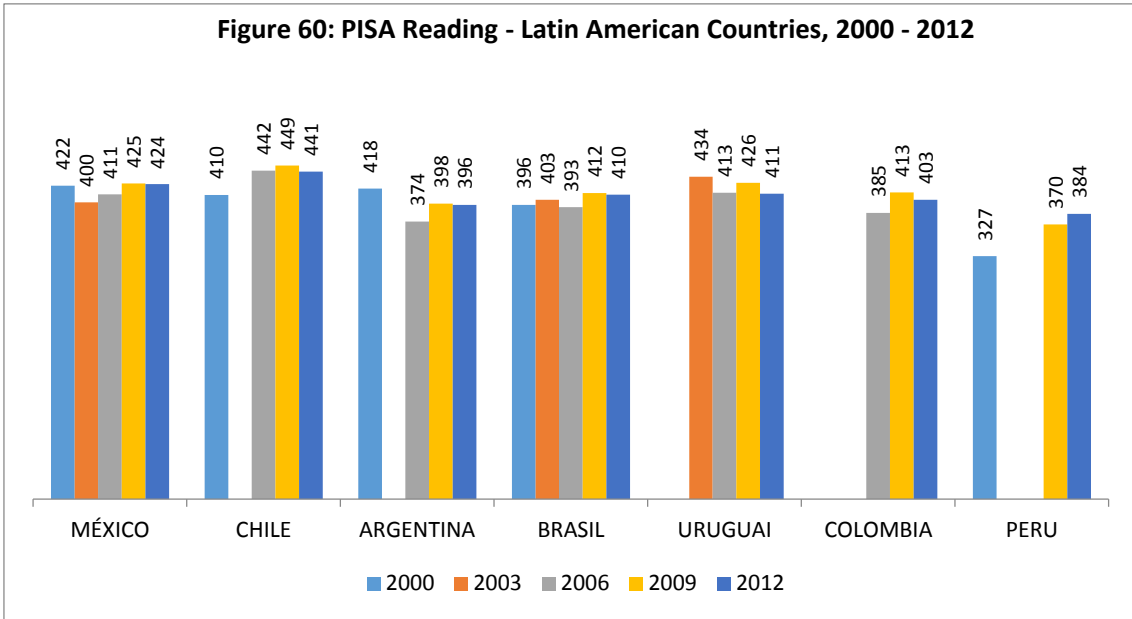
Generally, it can be stated that the definition of targets for the performance of Brazilian students was an important step towards achieving a better quality of education. Progress has been significant, but much is still left to be done. The challenge becomes even greater when the results of Brazilian students are compared to those from other countries, which can be done through the analysis of data from Pisa.

#### 6.2.4. Programme for International Student Assessment (Pisa)

Pisa, a tool for international comparison, is a large scale assessment carried out every three years and covering three areas of knowledge – reading, mathematics and science. Every Pisa edition gives greater emphasis to one area in particular. In 2000, the focus was on reading; in 2003, mathematics, and in 2006, science. Pisa 2009 started a new cycle, with emphasis on reading, followed by mathematics in 2012.

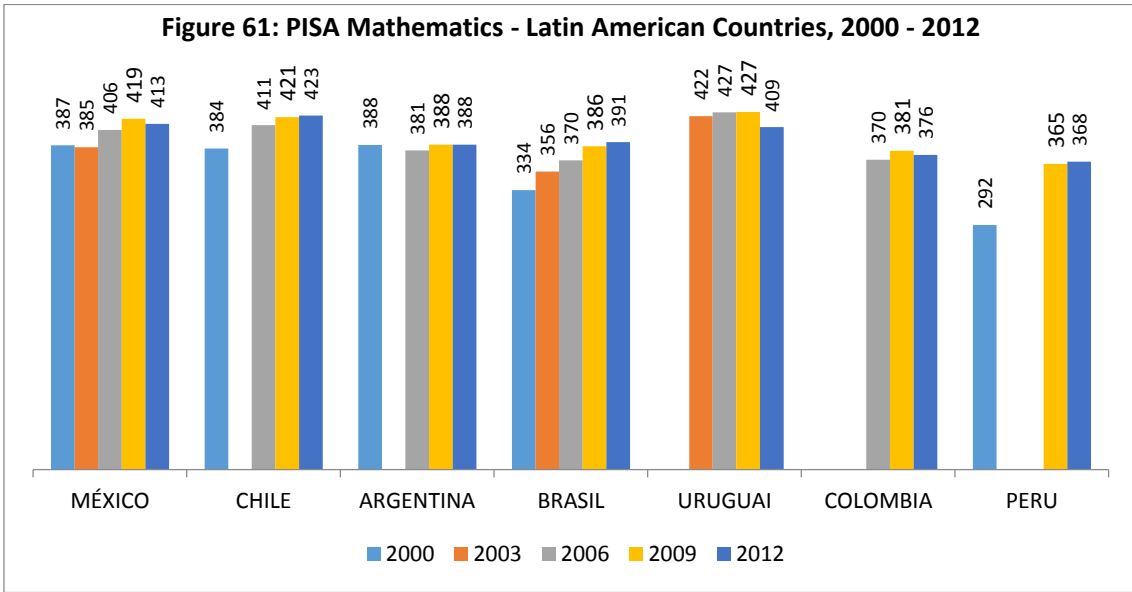
Brazil has participated in it since its first edition, and the results obtained confirm the country's efforts towards improving its results. For the sake of example, this report compares the results from Brazilian students with those achieved from other Latin American countries which participated in Pisa throughout the period. Figures 60, 61 and 62 display the data pertaining to the performance in reading, mathematics and science in the years 2000, 2003, 2006, 2009 and 2012.

Figure 60 presents the results of reading in a historical series 2000 – 2012, showing that Brazil had a growth of 3.5%, which placed the country in 4<sup>th</sup> place in the ranking of growth for Latin American countries.



Source: prepared from data available at <http://portal.inep.gov.br/internacional-novo-pisa-results>

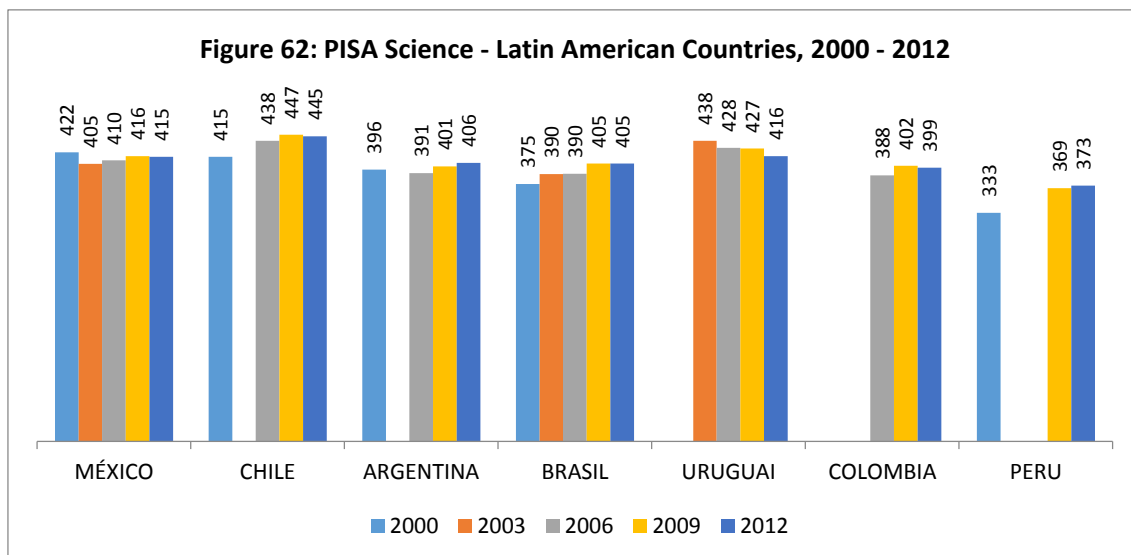
Figure 61 displays the results of mathematics, demonstrating that Brazil had a 17.1% growth in the period, the second largest in Latin America after Peru (26.0%).



Source: prepared from data available at <http://portal.inep.gov.br/internacional-novo-pisa-results>

Finally, Figure 62 shows the results for science in the same period, demonstrating that Brazil had a 8.0% growth in this subject, second only to Peru's, again the highest in Latin America (11.9%).





Source: prepared from data available at <http://portal.inep.gov.br/internacional-novo-pisa-results>

The results of the participations in PISA in the years 2000 through 2012 show that Brazil has displayed successive increases in its results, although these continue to be inferior to the averages of country members of OECD, for instance.

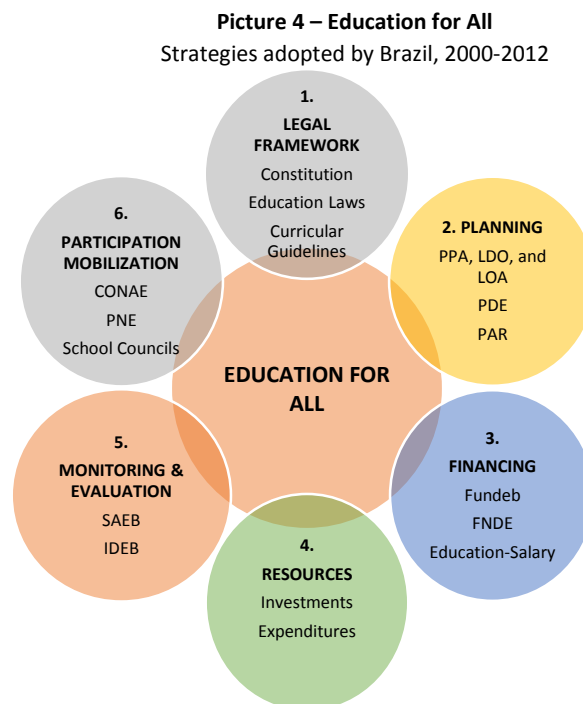
After the analysis of the results achieved pertaining to goal 6, one can say that Brazil made great strides in relation to its position in 2000. However, it still has not attained the level required to develop true quality in education. One must also take into account that excellence in education cannot be dissociated from the attention to the peculiarities of human diversity. Hence, it is necessary to work with increasingly larger volumes of information on the relevant indexes of inclusion referring to populations historically excluded from education systems, such as indigenous peoples, rural populations, quilombolas, etc. This is a major challenge both for the government and for society as a whole.

## PART 3: STRATEGIES – HOW WAS IT ACHIEVED?

### 1. Strategies, Policies, and Programmes

As shown in Parts 1 and 2, significant changes occurred in Brazil in the context of the nation's return to democracy. The field of education stood out as an important element in this development. The results obtained for the achievement of the Education for All goals stemmed from a great endeavour –still in progress – to widen the access to education, promote equality within it, and ensure the improvement of its quality. The strategies that supported the development of the country's education system involved cooperation among the Union, the Federal District, the states, the municipalities, and civil society in the aim to concretize the rights enshrined in the Constitution of 1988. As a defining framework in the country's education policy, the Charter aims at a challenging federative pact for the conception and implementation of educational measures. Part 3 seeks to explain how the results pertaining to the 6 (six) goals of the World Education Forum in Dakar were achieved.

The strategies adopted to achieve the Education for All goals were based on initiatives that involved legal and institutional frameworks; instruments in planning, funding, and evaluation; resources to ensure access and quality of supply; and mechanisms promoting the participation and mobilization of civil society. Although they are linked to one another, these activities have been classified into 6 (six) groups for the sake of analysis, as can be seen in Picture 4.



The larger circle that overlaps with the smaller ones means to visually express the relationship between "the parts and the whole," in which strategies were adopted to achieve the greater goal of Education for All. This constructive effort involved both activities pertaining to all areas and actions that were specific to each one. Due to the impossibility of examining them all simultaneously and in order to aid in their analysis, this report addresses these different initiatives separately to facilitate comprehension.

## 1.1. Strategies

Given that six strategies supported the activities developed to achieve the EFA goals, this section addresses each one more closely, examining their main characteristics.

### 1.1.1. Legal Framework (The Constitution and its Amendments; LDB and Guidelines)

Current Brazilian legislation has been an important tool in introducing reform to the field of education. The Federal Constitution of 1988, which is mentioned so many times when reflecting on what was done (Part 2) to accomplish the goals of Dakar, represented a watershed not only in the process of the country's return to democracy, but also in education in Brazil. On one hand, it expressed the expectation of change in a society that, through many different channels, made itself heard in the body of the text; on the other hand, it pointed out principles and ways to make new economic and social pacts viable. This participative and constructive process resulted in a complex framework of federation, in which the "collaborative regime" was both a goal to strive for and a means of organization.

From a historical standpoint of over 25 years after the promulgation of the Constitution of 1988, then referred to as the "Citizenly Constitution," one can affirm that it has defined the path taken ever since. Hence, it stands as a natural reference for the conception of education policies adopted in Brazil during the transition from the late 20<sup>th</sup> century to the early 21<sup>st</sup> century. Completed by three constitutional amendments (Amendments n. 14 of 1996, n. 53 of 2006, and n. 59 of 2009), the Constitution makes way for a wide-ranging reformulation of the education system's legislation and general guidelines.

In addition to the Law on the Guidelines and Foundations of National Education, the LDB (Law 9,394 of 1996), two other laws guarantee education funding, those that created Fundef (Law 9,424 of 1996) and Fundeb (Law 11,494 of 2007). The advancements made by Fundeb in relation to Fundef should be highlighted: an increase in the scope of funding, to encompass basic education and its different forms; the impact of said funding on the reduction of educational disparities, with special emphasis on the improvement of teachers' salaries, among other effects.

Aside from this broader legislation, specific norms have been defined in topics and matters that had been forgotten until then. Three important examples of this trend should be noted: the law that requires the teaching of Afro-Brazilian history and culture in primary and secondary schools, both public and private (Law 10,639 of 2003); the law that requires the teaching of the history and culture of indigenous peoples in primary and secondary schools, both public and private (Law 11,645 of 2008); and the law that establishes a national minimum salary for public school teachers in basic education (Law 11,738 of 2008). Also, one cannot forget the Convention on the Rights of Persons with Disabilities – UN/2006, which, having been ratified and having come into effect as a Constitutional Amendment, institutes a paradigm of inclusive education and establishes commitments by member states.

A wide-ranging set of national curricular and operational guidelines, issued by the National Education Council (CNE)<sup>17</sup> between 1997 and 2013, has been added to this basic

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<sup>17</sup> The CNE's various resolutions can be consulted at the Ministry of Education's website, available at: [http://portal.mec.gov.br/index.php?option=com\\_content&view=article&id=12816&Itemid=866](http://portal.mec.gov.br/index.php?option=com_content&view=article&id=12816&Itemid=866). Last visited on 06 Mar 2014.

legislation. These measures have resulted from a comprehensive process of consultations with specialists, professional associations, and other organizations from civil society. By instructing on the stages and forms of basic education, as well as directing professionals that are active at this level of teaching, these resolutions complete the basic legislation enacted in the aforementioned period and contribute to the formation of the juridical-normative framework that has allowed Brazil to advance toward the achievement of EFA goals, in an institutional setting marked by legality and agreed upon by both the government and society.

### **1.1.2. Planning (PPA, LDO, and LOA; PDE and PAR; and PPP and PDE-Escola)**

Planning has been an important tool in defining the country's priorities. The Constitution of 1988 (Article 165) institutes a planning cycle for the country's federated entities, which are prompted to formulate laws on their own initiative, such as: the Pluriannual Plan (PPA), the Law on Budgetary Guidelines (LDO), and the Annual Budgetary Law (LOA)<sup>18</sup>. Other mechanisms of medium and long-term forecasting are linked to these tools, which are an integral part of government routine. They can take the form of interconnected actions among different government programmes or of priorities that have been defined with the participation of civil society, as is the case with the decennial plans, which are detailed in Strategy 6.

With regard to government activities, two of the country's recently implemented tools of policy management are worth noting: the Education Development Plan (PDE) and the Plan on Coordinated Activities (PAR). PDE was launched in 2007 with the aim of assembling several federal government initiatives into a single tool. Hoping to usher in a new regime for cooperation between the country's federated entities, the government established the All for Education Commitment Plan, which comprises 28 targets. PAR constitutes a part of PDE, having been created to make efficient tools of evaluation and policy implementation available to states, municipalities, and the Federal District, in order to improve the quality of education in the country, especially public Basic Education.

The main elements of school planning in Brazil are the Political Pedagogical Project (PPP) and the School Development Plan (PDE-Escola), which constitutes a prerequisite of the federal government for the transfer of funds to public schools. The PPP is included in the LDB, which delegates the responsibility of formulating and executing the government's pedagogical proposals to local schools (LDB, Article 12, I). They must be developed with the participation of teachers, in accordance with the principle of democratic management (LDB, Article 13, II), and parents must be notified of their execution (LDB, Article 12, VII).

The PDE-Escola is a tool specific to school management that aims at perfecting inclusive and democratic management at schools. Conceived as a mechanism for technical and financial support, it is a strategic planning tool that seeks to aid the school in identifying its key challenges and, subsequently, developing and implementing measures that improve results.

Though government and school planning originated before the goals of Dakar, it has become increasingly central to Brazilian education policy over the last 15 years. These

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<sup>18</sup> The PPA is an ordinary law that expresses the current plan of government and indicates the Executive Branch's main directives. Because it seeks to ensure continuity and a smooth transition between administrations, a PPA lasts four (4) years and does not fully coincide with the intervals of presidential terms. The first year of an administration corresponds to the last year of the execution of the PPA formulated by the previous government, and so on and so forth. The LDO, for its part, determines the broad strokes of the government's use of its resources, thus establishing the goals and priorities of the PPA. It is followed by the LOA, which details the yearly allocation of said resources.

circumstances coincide with the arrival of large-scale evaluation systems in the country, which will be discussed in the next topic.

### **1.1.3. Financing (Fundeb, FNDE, Education-Salary, and Others)**

As is well known, financing is a decisive factor in the execution of every and any education policy. For Brazil, it has taken a strategic part in the effort to achieve the EFA goals and objectives. All of this has been possible thanks to a set of measures adopted in the last few years, which has contributed not only to the promotion of larger public expenditures in education, but also to the attainment of greater equality in the supply of educational services. The two key redistributive mechanisms adopted by Brazil were the previously mentioned funds – Fundef and Fundeb – which, along with Education-Salary, were central to securing the achievements shown in the results.

As in the aforementioned strategies, the Constitution of 1988 also sets guidelines for government action in the area of financing. Here, the regulatory tool is the binding of resources, which commits the federated entities to applying a certain percentage of their tax revenues in education. Thus:

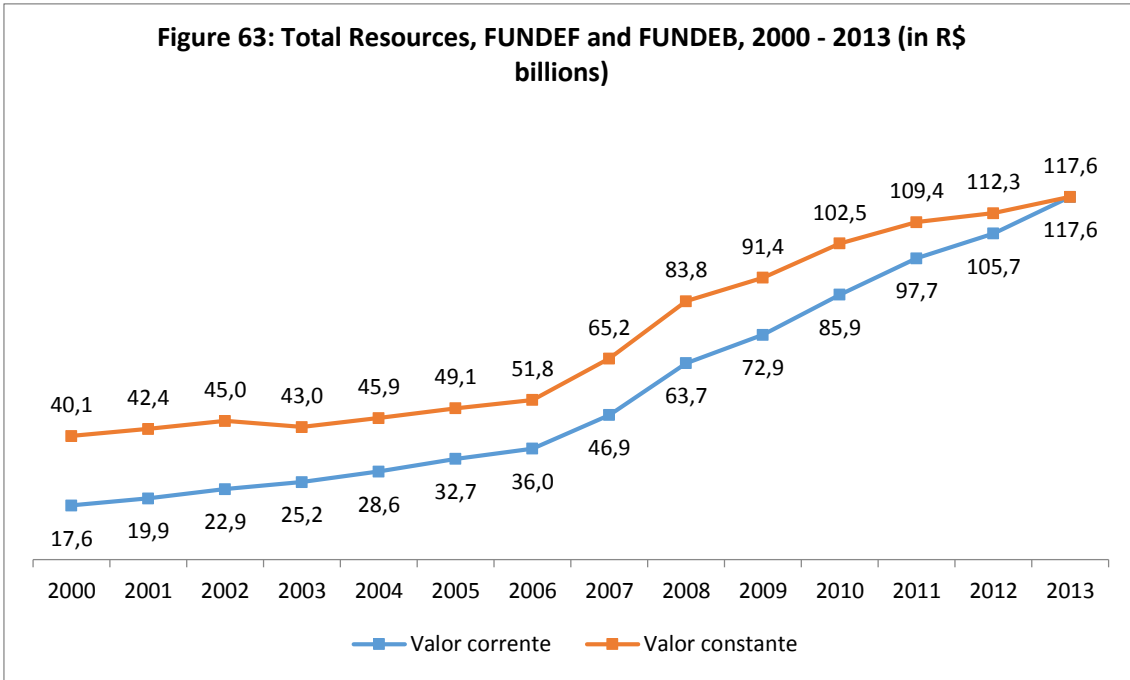
The Union shall apply, annually, never less than eighteen percent, and the states, the Federal District, and the municipalities, at least twenty-five percent of the tax revenues, including those resulting from transfers, in the maintenance and development of education (Federal Constitution, Article 212, and LDB, Article 69).

These revenues can finance all levels and modalities of school education, including Basic Education (early childhood care and education, primary education, and secondary education) and higher education.

#### **1.1.3.1. Fundeb**

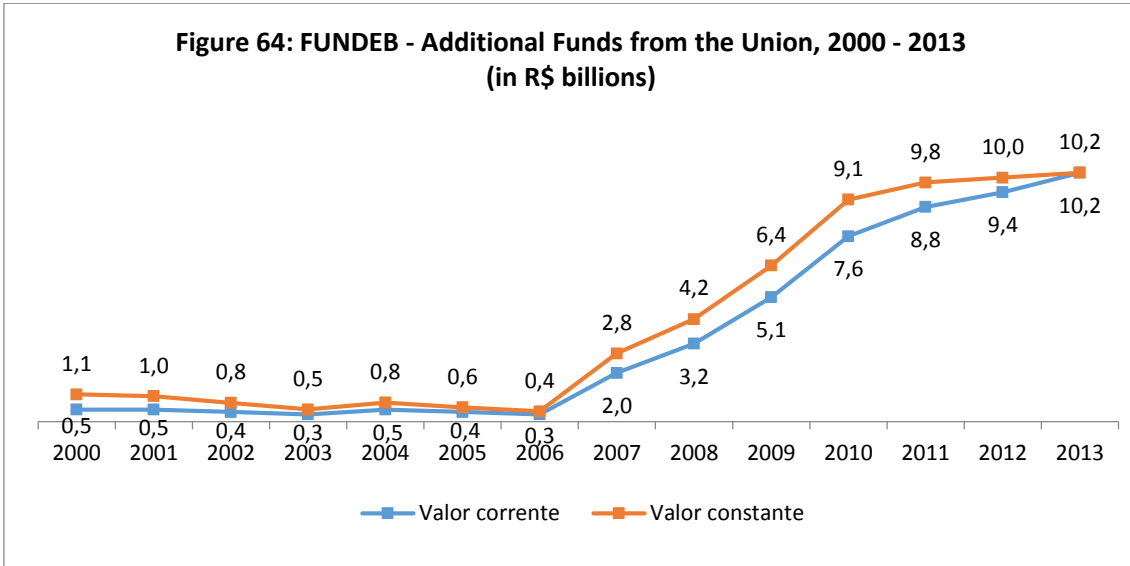
Fundeb promotes the distribution of resources based on the number of students registered in public basic education (nurseries, preschool, primary school, secondary school, special education, and youth and adult education). This procedure is based on the data collected during the previous School Census, which computes the amount of students enrolled in the respective spheres of action that are constitutionally set as priorities (Federal Constitution, Article 211). This means that, as was done with Fundef, Fundeb's resources are distributed to municipalities and states according to the number of enrolments in their respective school networks. The fund will last 14 years (until 2021). It was implemented gradually, reaching all attending students in public basic education by 2009, with income from tax revenues rising to 20% of all contributions.

Figure 63 shows the evolution of total resources allocated in Fundef (until 2006) and Fundeb in both current and constant values, revealing that, as of 2007, the amounts start becoming much more significant. If FUNDEF's resources grow at a rate of 104.5% between 2000 and 2006, FUNDEB shows a growth of 151.2% in current values over the following period of time.



Source: Ministry of Education (MEC) and FNDE

The contributions of the federated entities vary according to their responsibilities in the supply of Basic Education, as well as their revenues and resource distribution. Aside from state and municipal revenues, Fundeb can count on additional funds from the Union in cases in which the amount per student does not reach the nationally defined minimum. The evolution of this financial supplementation can be seen in Figure 64, which demonstrates that, over a period of 14 years, these funds have increased more than twentyfold, making significant contributions to the promotion of equality in the supply of educational services, especially in the Federation's poorer states<sup>19</sup>.



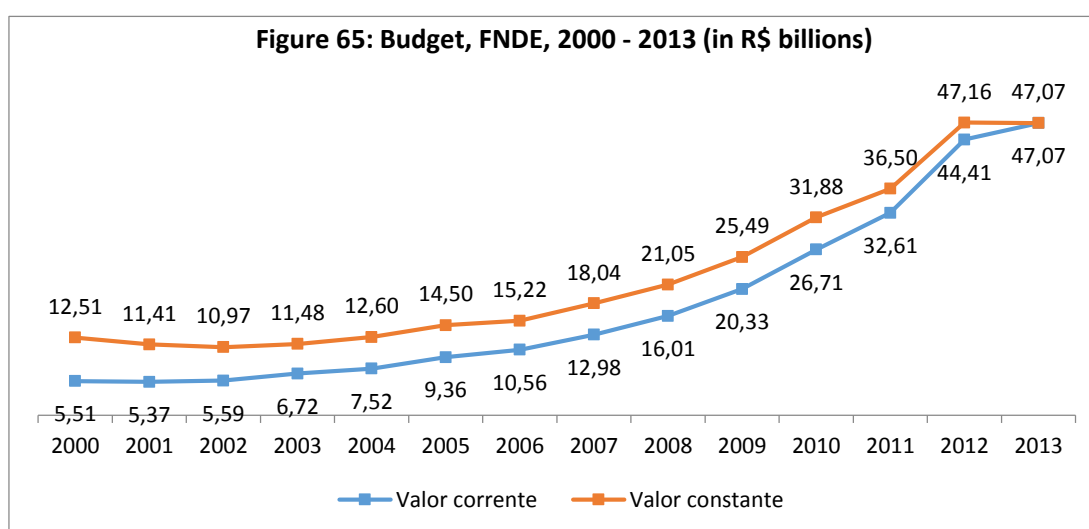
<sup>19</sup> It is important to note that additional funds from the Union are provided to those states that cannot reach, through their own Funds, the required average expense per student for any given year. The latter is divulged via Interministerial Ordinance until the 31<sup>st</sup> of July of every period, in order to be used during the following period (Article 12, Paragraph 2).

Source: Ministry of Education (MEC) and FNDE

### 1.1.3.2. The National Fund for Education Development (FNDE)

The National Fund for Education Development (FNDE), an independent agency linked to the Ministry of Education, is the government body responsible for both managing the collection of the social contribution Education-Salary and the allocation of the resources provided by it, as directed by law. These resources finance the greater federal programmes on education, such as those on school lunches (National Programme for Nourishment in Schools – PNAE), textbooks (National Textbook Programme – PNLD), school transportation (National School Transportation Programme – PNATE), additional school funding (Direct Funding for Schools Programme – PDDE), among others, discussed under Strategy. They also fund actions for the continued education of schoolteachers (Pnaic and Pacto-EM) and for the construction of schools.

The increase in resources applied by the FNDE in education during the 2000 – 2009 period can be seen in the numbers below. Figure 65 shows the evolution of this agency's budget. Over a period of 14 years, FNDE's budget increases by a factor of 8.7, going from R\$5.1 billion in 2000 to R\$49.5 billion in 2013.



Source: MEC/FNDE

### 1.1.3.3. Education-Salary

Aside from bound revenues, another important source of funds in basic public education is the Education-Salary (SE), as shown in Article 212 of the Charter, which was altered by Constitutional Amendment n. 53, from 19 December 2006:

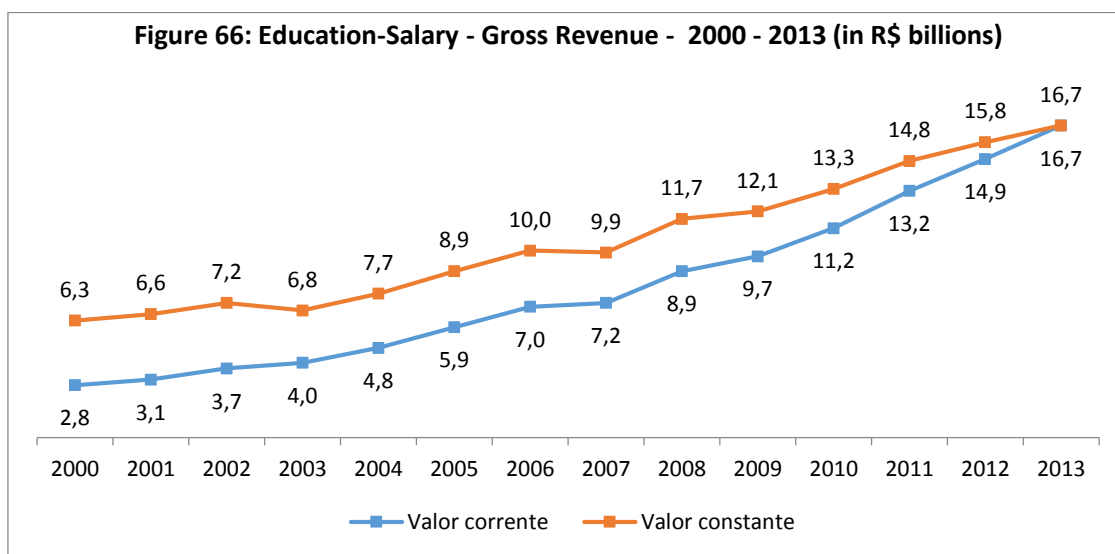
Paragraph 5. Public basic education shall have, as an additional source of financing, the social contribution for education, a payroll tax levied on companies, as provided by law.

Paragraph 6. State and municipal quotas of the proceeds from the collection of the social contribution for education shall be distributed in proportion to the number of students enrolled in basic education in the respective public school systems.

This social contribution represents 2.5% of payments collected by "businesses in general and public and private entities that are linked to the General Regime of Social Security," with a

few exceptions that are specified by law (Decree 28/12/2006, Articles 1 and 2).

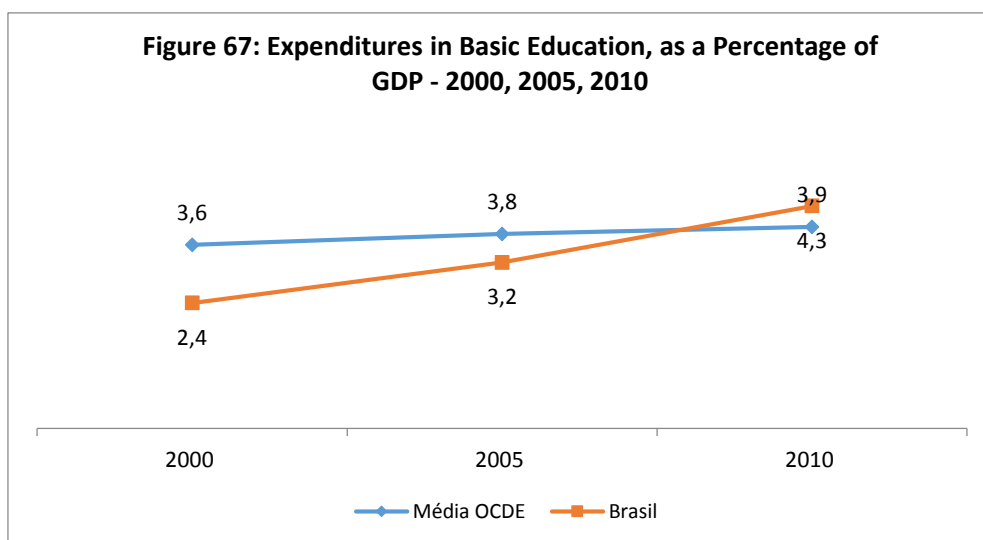
Figure 66 shows the evolution of Education-Salary revenues during the selected period, demonstrating a 429% growth over 14 years.



Source: MEC/FNDE

#### 1.1.4. Investment in Education – Percentage of GDP

In 2010, Brazil invested 10.4% more than the OECD average in institutions of primary, secondary, and non-tertiary education as a percentage of GDP<sup>20</sup>, as shown in Figure 67.



Source: Education at a Glance 2013, OECD, Table B2.1

\* Only public institutions.

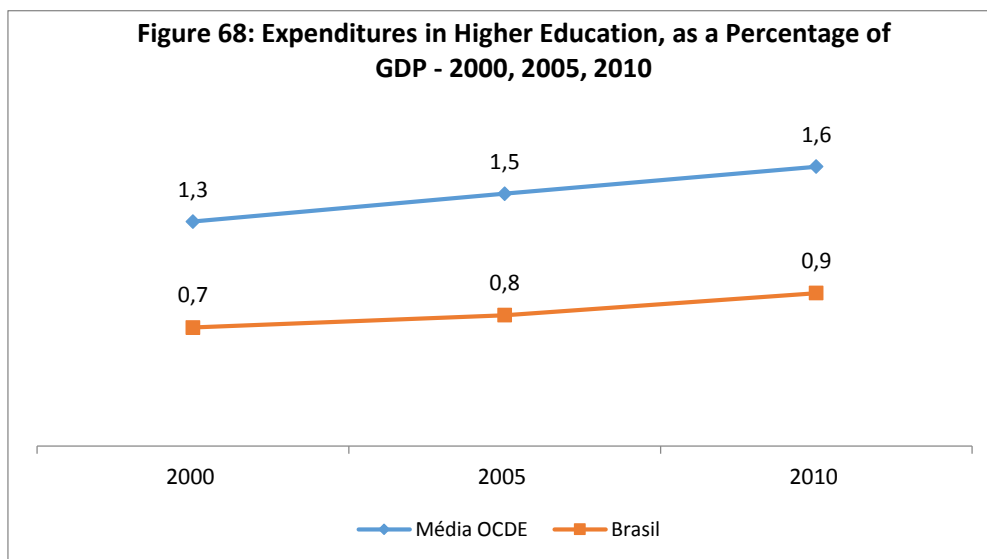
By analyzing the period displayed above, one could note that while investment in basic education in Brazil equaled 68.3% of the OECD average in 2000, that percentage grew to 85.3% in 2005 and reached 110.4% in 2010. This reveals that the priority of education policy in the

<sup>20</sup> The nomenclatures primary, secondary, and non-tertiary education, used by the OECD, correspond, respectively, to primary education, secondary education, and professional education in Brazil.



enhancement of basic education has been consolidated through secure and expanding means of financing.

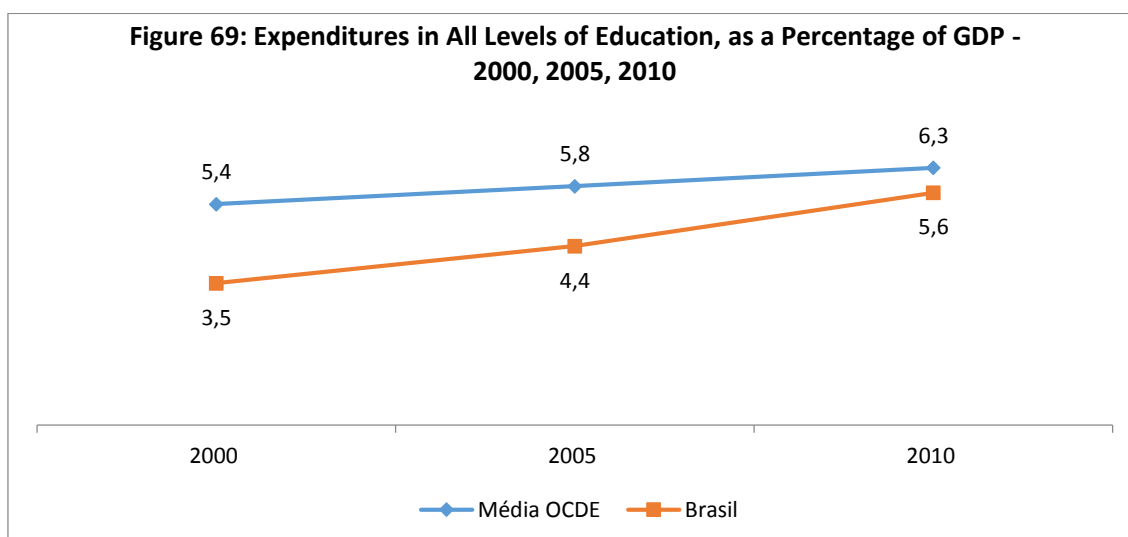
Figure 68 shows Brazil's expenditures with higher education as a percentage of GDP between 2000 and 2010 and the OECD average, exposing a continuous and somewhat stable ratio between the two – in 2000, Brazil spent an amount equivalent to 52.8% of the OECD average; in 2005, it spent 51.9%; and, in 2010, 54.7%.



Source: Education at a Glance 2013, OECD, Table B2.1

\* Only public institutions.

If all levels of education were observed during the period in question (Figure 69), Brazil's expenditures grew 63.7%, while the OECD average stood at 16.4%. In 2000, the country's expenses equaled 64.2% of the OECD average; in 2005, that ratio rose to 75%; and, in 2010, it reached 90.3%.

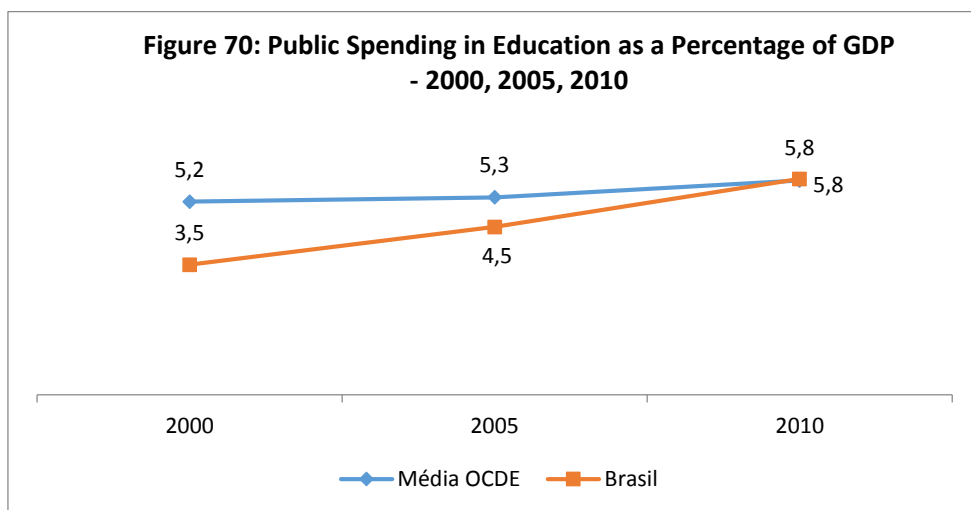


Source: Education at a Glance 2013, OECD, Table B2.1

\* Only public institutions.

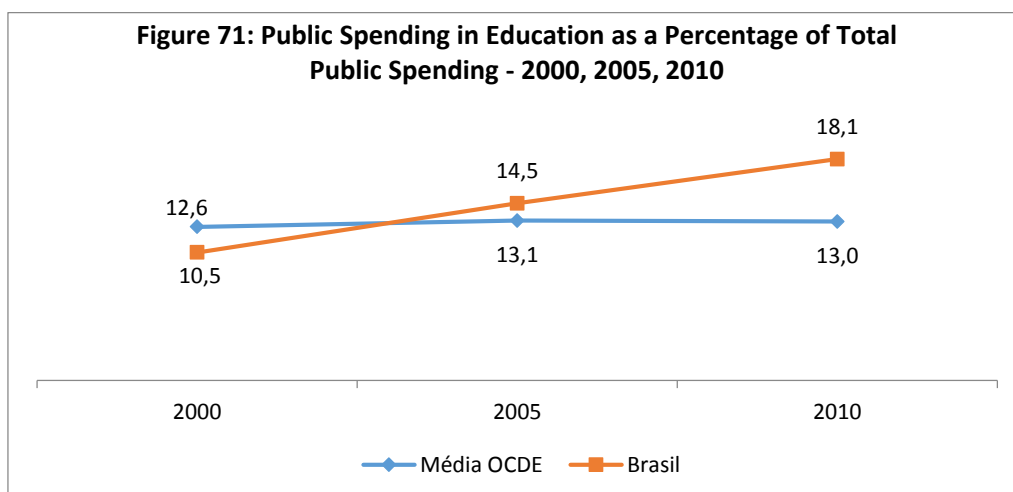
### 1.1.5. Percentage of Public Expenditures

Another interesting variable in the analysis of education investments refers to the ratio of public expenditures in the sector as a percentage of Gross Domestic Product (GDP). The data presented in Figure 70 shows the situation in Brazil when compared to the average spending in OECD countries and reveals that, in the period between 2000 and 2010, the percentage of public spending in education as a share of GDP rises 11.0% in OECD countries and 66.1% in Brazil. If Brazil's expenditures represented 67.3% of the OECD average in 2000, that percentage increased to 85% in 2005 and, in 2010, matched OECD expenditures.



Source: Education at a Glance 2013, OECD, Table B4.2.

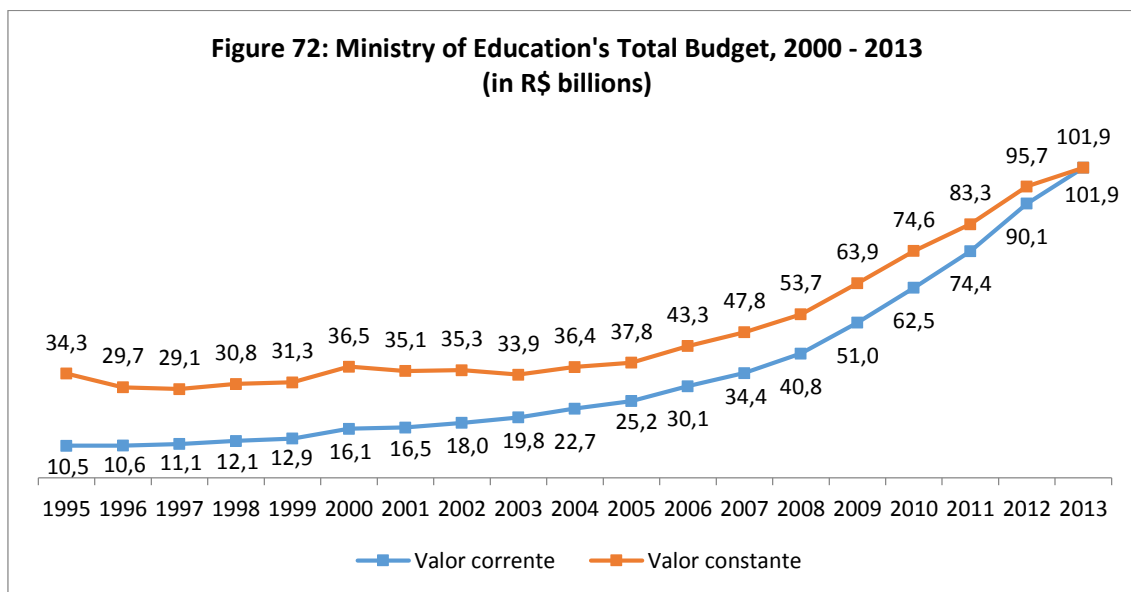
Another interesting ratio is that of public spending in education as a percentage of total public spending, shown in Figure 71. In Brazil's case, these expenses grow 72.9%, while the average rise in OECD countries is only 3.5%. If one considers the country's evolution in the aforementioned period, one can note that public spending stood at 83.4% of OECD average in 2000; in 2005, it surpassed that of the OECD by 10.8%; and, in 2010, it was 39.3% larger.



Source: Education at a Glance 2013, OECD, Table B4.2.

The data on public spending allows the reader to notice an increase in participation by the federated entities in public expenditures pertaining to education. The Ministry of Education's total budget, for its part, clarifies the Union's role in this growth in spending, which has elevated

its potential as a means to redistribute and supplement funding. Figure 72 highlights said growth.



Collective budget for both the direct and indirect administration. Includes FIES and Education-Salary.

Constant values, based on average IPCA, 2013.

Source: SIAFI/STN – Budgetary Consultation Database/CD, PRODASEN e SIAFI - valores empenhados.

Preparation: MEC/SE/SPO

An overview of financial indicators demonstrates that Brazil has advanced greatly with regard to public spending in education, which has allowed the country to increase its level of investment over the period between 2000 and 2013.

## 2. Resources (Investments and Current Costs)

The supply of teaching resources and of means to enable the process of learning has a central role in the pursuit of EFA goals. The resources expended on investments and on the costs of teaching systems come from financial sources in the federated entities, through sets of resources that are bound to education spending. States, the Federal District, and municipalities are responsible for the construction, maintenance, and reform of school units, as for the costs involved in running them.

Teaching materials, food, transportation, and other factors that contribute to the attendance, permanence, and success of students in school are as important as adequate infrastructure to the well-being of students, especially those who require government aid the most.

In response to the need for the supply of such services, Brazilian legislation views "assistance to the student, during all stages of basic education and through supplementary programmes in school materials, transportation, nourishment, and health services," as a duty of the State (Federal Constitution, Article 208, VII and LDB, Article 4, VIII). The provision of these services for all students in Basic Education represents a recent gain, one that followed the World Education Forum in Dakar; until the end of the previous decade, they were directed only at primary school students.

Thus, one of the areas in which the Union exercises its redistributive role is in the financing, purchase, and distribution of textbooks, as well as in the acquisition of vehicles and food for schools. In this context, it is worth noting the importance of certain programmes, which have been previously referred to on the topic of education financing, that are discussed in greater detail in the analysis of the policies and programmes enabled by the strategies listed in this report. They involve textbooks (National Textbook Programme – PNLD), food (National Programme for Nourishment in Schools – PNAE), transportation (National Programme for the Support of School Transportation – PNATE, as well as the Path to School programme), and resources for school maintenance (Direct Funding for Schools Programme– PDDE).

These initiatives have different backgrounds. Some are quite old, as is the case with the program on textbooks, which dates back to 1929, and the one on nourishment in schools, which traces its beginnings to the 1940s. The program that transferred resources to schools originated in 1995, while the one on school transportation began in 2004.

Federal programmes are managed by the National Fund of Education Development (FNDE), due to their special nature and importance. Some involve cash transfers, such as PNAE and PNATE, which grant money for the acquisition of food and for expenses with school transportation, in both urban and rural areas, to states, the Federal District, and municipalities. This category also includes PDDE, which arranges monetary transfers from the Union directly to the schools via executive units. PNLD sends consumer goods – textbooks that are purchased by the government and distributed to all schools.

In all cases, resource distribution is determined by calculations based on School Census enrolment data (gathered by the Ministry of Education or MEC) from the year before.

As a whole, the initiatives related to resource provision for education development and expenses represent a decisive factor in the promotion of equality and the support of underprivileged recipients of educational services. Generally, they can be noticed in different levels and modalities of teaching, fulfilling an important role in the attainment of high-quality standards of education for the national school system. Due to their relevance to the achievement of EFA goals, they will be the subject of analysis in a subsequent section on policies and programmes.

It is important to note that all of these programmes promote school inclusion by equalizing opportunities available to all students, as shown by their attention toward the coverage of students with disabilities.

### 3. Monitoring and Evaluation

As previously mentioned in Part 2, Objective 6, large-scale evaluation systems took root in Brazil in the late 1980s, having spread gradually ever since. The federal government has adopted them as a mechanism for the observation of school results and has implemented them in a large number of states. In the period between 1992 and 2011, eighteen states and the Federal District established and developed their own evaluation systems using different objectives and methodologies, though all focused on improving results in order to obtain more government subsidies for their education policies. In many cases, this has induced state governments to monitor municipal school systems more closely<sup>21</sup>.

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<sup>21</sup>For more details, see FVC. External evaluation as an instrument of education management in states. **Final Report**. August, 2011. Available at: <<http://www.fvc.org.br/estudos-e-pesquisas/avulsas/%20avaliacao-externa-instrumento-gestao-educacional-estados.shtml>> Last visited on 12 Mar 2013.

Large-scale evaluations began orienting education policy in the federated entities particularly in the past decade, during which they were incorporated into school routines. Though it is not yet possible to affirm that the dissemination of school evaluation systems has been homogenous in all states and municipalities, their importance to modern education policy in Brazil is unquestionable.

Advancements in the creation of a robust large-scale evaluation system at the federal level, via Saeb, has resulted in the attainment of a valuable database on education in Brazil, which has facilitated the application of resources and the establishment of new short, medium, and long-term goals by planners and public administrators, as well as by Ideb.

One can appreciate the reach of this evaluation-based policy by observing that, since the creation and reorganization of Saeb, schools, particularly those in primary education, have gained a valuable database on student learning and performance levels (how many passed, failed, or dropped out). This data has allowed school units to judge clearly and objectively if what was planned and implemented in previous years has produced the intended effects on student learning.

The creation of education standards is another important aspect of this development, as shown especially by the formulation of Reference Criteria for different subjects and grade levels, which are assessed by SAEB and represent the efforts taken to define basic content requirements and fundamental objectives for the various stages of learning.

Progress in financing policies has been consolidated through the decentralization of part of the funds, via PDDE, which has given schools greater autonomy. This has strengthened the participatory and democratic aspects of institutions of learning, whose processes have been perfected by the enhancement of social control mechanisms, particularly School Councils and Student Organizations.

SAEB's new configuration has not only allowed for the creation of Ideb, but has also ensued in initiatives for the dissemination of school reports on student performance, as has been done with the School Report on the Brazil Test, a report that measures learning standards and school performance. Results prepared by Ideb and obtained from schools and different teaching systems, have defined measures for the improvement of institutions of learning at several levels (state, municipal, etc.).

#### **4. Participation and Mobilization**

The participation and mobilization of civil society has characterized the social movements that marked Brazil's return to democracy, which culminated in the formulation of the Constitution of 1988 and ushered in a new period for Brazilian society. This form of social protagonism has endured ever since and has influenced public debate on important national matters, such as education.

This process involves various participants, of the most diverse backgrounds, that share characteristics such as a preference for collective association and the defense of group causes and interests. Scientific and professional societies, some of which have long histories in Brazilian education<sup>22</sup>, represent an important tendency in social participation movements. Other common identities are forged by groups from specific segments – from business people who are increasingly active in the field of education through foundations to associations that defend

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<sup>22</sup> Such is the case of the National Association of Education Policy and Administration (ANPAE), the oldest association of Brazilian educators, which turned 50 years old in 2011.

vulnerable segments of society, different ethnic-racial groups, among others – and express, in their entirety, the multiple colors that make up the diversity and complexity of Brazilian society.

By channeling the interests of organized civil society in Brazil, the Ministry of Education has fostered debates on key national issues through broad consultations with civil society on any necessary change of direction needed for the enhancement of Brazilian education. These discussions have taken the form of municipal or state conferences on the subject<sup>23</sup>, which have converged in an important moment of culmination for all previous stages of social debate – the National Education Conference (Conae).

The First National Conference of Indigenous School Education took place in 2009, after the occurrence of 18 Regional Conferences in indigenous schools. Its objective was to evaluate and propose improvements to policies put in place to ensure the right of indigenous peoples in Brazil to quality education that reflected their social and cultural pertinence.

In 2010, the Ministry of Education organized Conae I, which mobilized the social sectors involved in the field of education and resulted in an extensive final document to support the formulation of a new National Education Plan<sup>24</sup> (PNE – 2011/2020).

The Ministry of Education has had an important role in the debate surrounding the National Education Plan (PNE). It has joined several key players from organized civil society to uphold their collective rights in relation to the interests of public education, along with other segments that are relevant to matters of education. The development of national education plans under the Constitution of 1988 has been permeated by concerns regarding social participation. Thus, the first national plan to be approved after the country's return to democracy, in 2001, resulted from a long process of giving and taking. The most recent PNE has come along similarly, having been sent, in December of 2010, by the Executive Branch to Congress, which has not yet finished voting on the document<sup>25</sup>.

School Councils also constitute an important means of promoting professional and community participation in education, along with the broader efforts mentioned above. The existence of associations that express the needs and interests of the schools themselves is not recent, considering their resemblance to Parent-Teacher Associations (PTA). These entities gained prominence in the 1990s due to increasing demands for participation by school organizations, as well as the expansion of executive units that would facilitate the transfer of federal government funds to schools as per PDDE, explained in Strategy 5.

More recently, following the World Education Forum in Dakar, the Ministry of Education has encouraged the continuous participation of these councils in public education, through the National Program for the Strengthening of School. School counselors and state and municipal education officers have been offered both local and long-distance preparatory courses, as well as special reading material, to consolidate and expand school councils around the country, in accordance with the needs of regional school systems, education policy, and democratically engaged professionals in the field of teaching.

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<sup>23</sup> It is worth noting that the national education conferences originated during Brazil's recent transition to democracy, when four great Brazilian Education Conferences (CBEs) were conducted, becoming relevant forums of public debate.

<sup>24</sup> The PNE established by the Constitution of 1988 was approved and enacted into law in 2001, lasting through 2010.

<sup>25</sup> As of the drafting of this report (May, 2014), this PNE bill (PL 8035/2010), which had been in Congress since December, 2010, had been voted on by the Senate (17 Dec 2013) and had returned to the Chamber of Deputies in 2014 for a new vote. A Special Commission, formed to review the Senate draft, approved a new version of the bill on 6 May 2014, on which the Chamber of Deputies was scheduled to vote on 28 May 2014.

Other training strategies are worth mentioning: Municipal Meetings for the Preparation of School Councilors, Long-Distance Extension Courses for Continuous Education in School Councils, and the School Councilor Preparatory Course. The creation of specific reading material for the training of school counselors stands as another important component, including workbooks, which are used in workshops, and courses offered by the programme and by state and municipal education departments.

One last initiative worth noting is the National Program for the Qualification of Municipal Education Councilors (Pró-Conselho), which promotes the creation of more municipal education councils, strengthens existing ones, and fosters social participation in the assessment, definition, and observation of education policy, among other roles. Pró-Conselho's main goal is to train managers and officers of municipal education departments and social representatives so that they can partake in pedagogical, legislative, and financial efforts involving public education. Municipal councils serve as links and mediators between educators and municipal bureaucrats, exercising normative, consultative, fiscal, and mobilization duties.

Considerations about the strategies undertaken to change public education offer a larger picture of what efforts have been made to achieve the EFA goals. An explanation of specific initiatives aimed at the fulfillment of these goals allow for a much clearer overview.

## 5. Policies and Programmes

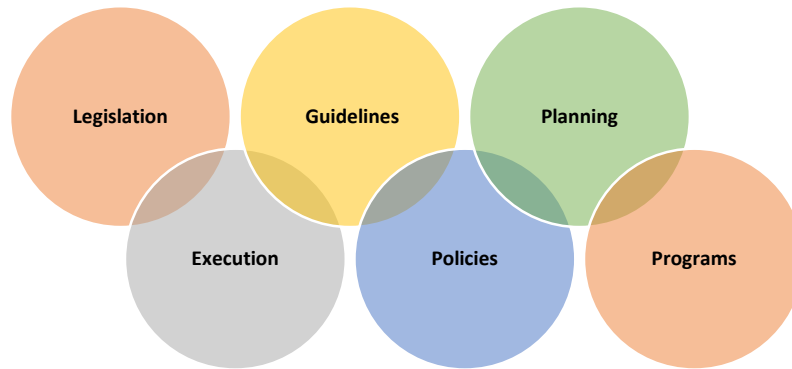
The strategies adopted by Brazil for the achievement of the EFA goals established at the World Education Forum (Dakar, 2000), which are to be reviewed in 2015, involve several different policies and programmes. This section details these initiatives, organized below according to each goal.

### 5.1. Policies

Policies are government actions that strive to concretize constitutional directives and legislation on education. As demonstrated previously in the analysis of the results obtained from efforts toward the fulfillment of EFA goals (Part 2) and in the considerations about the strategies employed (Part 3.1), Brazil has sought to implement its legal frameworks on education effectively. It has tried to go even further that directed, by seeking advancements in its policies once it had taken important steps to expand the right to education. A clear example of this is the growth of free and mandatory education, which was augmented to encompass ages 4-17, up from ages 7-14 (Constitutional Amendment 59/2009), as shown in Part 1.

The connections between legislation and policies and between policies and programmes are framed by broader guidelines that determine the direction of planning and execution of government action. Picture 5 contains a diagram that represents how they overlap.

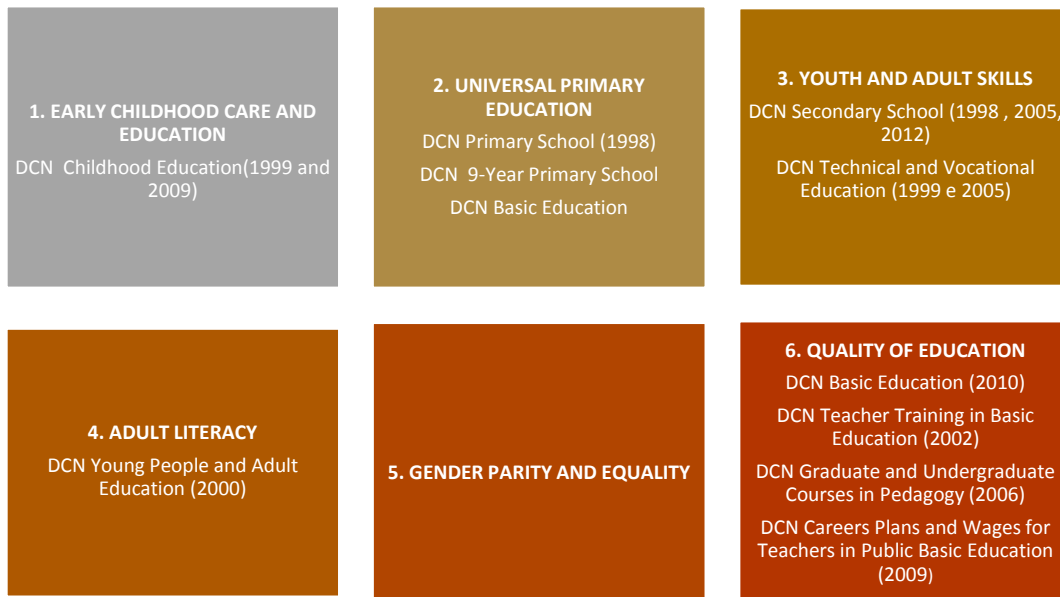
Picture 5 – Relations and connections between legislation and public policy in education.



Source: compiled by authors.

Considering the main directives given by the Constitution and LDB with regard to EFA goals, it is important to note that the legal frameworks in education also concern the National Curricular Guidelines (DCN) made by the National Education Council (CNE) in talks with teachers' unions, professional associations, and other specialists. Picture 6 displays the curricular guidelines under the respective challenges defined at Dakar, which trace their beginnings to the World Conference on Education for All (Jomtien, 1990) and continue into the period after the World Education Forum in Dakar.

**Picture 6 – National Curricular Guidelines – From Jomtien and Dakar to the Present**



As shown by Picture 6, 5 (five) of the 6 (six) goals have received attention from the National Education Council, seeing as gender parity and equality do not constitute a school problem in the country. In Brazil's case, gender discrimination does not interfere with the access, permanence, and success of female students in school, but with their later recognition and wage disparity in labor markets and social-political careers. Some demographic data, pertaining to women that are heads of family and their occupations, has shown that female participation in labor markets is increasing. Another aspect that has caught specialists' attention is the fact that, from secondary school onward, the percentage of women enrolled in formal education surpasses that of men.



In addition to DCNs, the Ministry of Education has fostered the definition of policies for different stages and modalities of teaching, as well as those for teacher training. Advancements of this type can be seen in all areas of government action, with some of particular note in relation to EFA goals.

The National Policy for Early Childhood Education (PNEI), which encompasses a series of coordinated efforts to increase the supply of education to children from ages zero to five, constitutes a significant improvement in **early childhood care and education**. These actions are organized around a set of measures that aim to fulfill the country's necessities for inclusive and quality early childhood education, from infrastructural needs to those in pedagogical management. They seek to consolidate an early childhood educational identity that can serve as a first stage of basic education and to overcome social inequality within classrooms in nurseries and preschools.

A set of publications that offer valuable means of broadening the scope of early childhood education strengthen PNEI, by elaborating on matters of racial equality, access to education for children with disabilities, and rural education and evaluation<sup>26</sup>. **Early Childhood Education Quality Indicators** (BRASIL. MEC. SE, 2009), produced by a technical group of representatives from education entities, forums, councils, professors, managers, specialists, and researchers, represent another meaningful contribution on the subject. They were worked on for a year and resulted from the discussion and elaboration of 8 (eight) regional seminars conducted throughout the country, aside from being pre-tested in 9 (nine) federated entities. The Indicators stand as instruments of self-evaluation to further the democratic and participative qualities of education management in Brazil.

In addition to the expansion of a national system for the evaluation of basic education, a new teaching policy, formulated under the auspices of the commitments made at Jomtien and Dakar, has shown considerable success in enhancing **quality of education** in Brazil. The first significant initiatives in the area were conceived in the mid-1990s, such as the Literacy Professor Program (Profa) and the Active Teacher Training Program (Proformação), with support from the School Development Fund (Fundescola)<sup>27</sup>. Though they have already finished, these policies have made a meaningful impact on municipal and state education systems.

In the 2000s, several other programmes arose to promote initial and continuous training for teachers as well. In July, 2004, the **National Network for the Continuous Training of Teachers in Public Basic Education** was created, having been augmented and improved upon since then. It consists of a set of coordinated strategic policies, developed by public institutions of higher education, aimed at improving teacher training in basic education and its positive effects on students.

The successful implementation of these measures happens through the collaboration between the different spheres of government (federal, state, and municipal): the Ministry of Education, via the Secretariat of Basic Education (SEB), the Secretariat for Continual Education, Literacy, Diversity, and Inclusion (SECADI), the National Fund of Educational Development (FNDE), institutions of higher education, and participating public school systems. Examples of these collaborative policies include the Pro-Literacy Programme, Gestar II, and Early Childhood Education Specialization.

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<sup>26</sup> Look up these publications at the Ministry of Education's website. Available at: [http://portal.mec.gov.br/index.php?option=com\\_content&id=12579%3Aeducacao-infantil&Itemid=859](http://portal.mec.gov.br/index.php?option=com_content&id=12579%3Aeducacao-infantil&Itemid=859) Last visited on 19 Mar 2014.

<sup>27</sup> Fundescola was a project developed through a loan agreement with the World Bank, in an effort to support public schools in the North, Northeast and Center-West regions of Brazil.

### **Pro-Literacy Program, Gestar II, and Early Childhood Education Specialization**

Pro-Literacy is a program intended to further the training of teachers who work with the initial grade levels of primary education, in order to improve the quality of teaching in reading/writing and mathematics. Courses last a total of 120 hours, with regular meetings and individual activities, over a span of 8 months. In the period between 2006 and 2013, 834,095 teachers and education professionals have completed the program or are in the process of doing so. No new courses took place in 2013, due to Pro-Literacy's reformulation in light of the creation of the National Pact for Literacy at the Right Age Programme, whose target audience overlapped with the former's. This necessitated an overhaul of Pro-Literacy, including its teaching materials, in order to attend professionals who teach at the 4<sup>th</sup> and 5<sup>th</sup> grade levels, which are not covered by the National Pact for Literacy at the Right Age Programme.

The School Teaching Management Programme – Gestar II provides continuous education to primary schoolteachers in Portuguese and Mathematics. For those in early childhood education, this programme had been implemented under the auspices of Gestar I, in 2001. To further the initiative's reach, the government created Gestar II, in order to extend training to professionals who teach the upper grade levels in primary education. The course contains a total of 300 hours in classes.

In the period from 2008 to 2011, approximately 170,000 teachers registered in the programme in 25 federated entities and 2,355 municipalities. From the total of teachers enrolled by state and municipal managers, nearly 2/3 did not confirm enrollment. In the same period, 10 universities participated in teacher training and certified around 62,500 of them, including 4,592 school counselors. In 2012-2013, SEB received 7,444 applications in 8 federated entities and continued to implement the programme with material from Gestar II, provided by state education departments. The programme will be replaced by another project in teacher training for those active in grades 6 to 9. The only courses that will remain active in 2014 are the ones initiated in 2013.

The Early Childhood Education Specialization Course seeks to provide direct attention to state and municipal teachers that work with early childhood education, in order to expand and deepen their understanding of children from ages 0-3 and 4-5. It also aims to relate teachers to the pedagogical practices used in nurseries and preschools, in addition to strengthening the professional identity of early childhood educators. The course's main guidelines were defined in August-November 2009. It is now active in all Brazilian states, with 31 universities and 4,635 teachers participating.

Other specialization courses were offered in the following areas: Special Education; Environmental Education; Human Rights Education; Literacy and Education of Youth and Adults; Rural Education; Ethnic-Racial Relations Education; Indigenous Education; Quilombola Education; and Youth Education.

The enactment of the National Policy for the Training of Basic Education Teachers (Decree 6,755/2009) represents another significant change in the field. Its goal is to organize strategic plans for the initial and continued preparation of education professionals, based on agreements made in Permanent State Forums for the Support of Teacher Training.

The National Plan for the Training of Basic Education Teachers (Parfor) originated from a series of actions from MEC, in collaboration with state and municipal education departments and their respective public institutions of higher education. It provides quality higher education courses to public schoolteachers without college degrees for free, as called for by LDB in 1996.

MEC has delegated responsibility for the inducement, fostering, and evaluation of courses within Parfor to the Coordination for the Improvement of Higher Level Teaching Personnel (Capes). All licentiate degrees in basic education are encompassed by Parfor, either on-location or long distance: first licentiate degrees for teachers without college educations, second degrees for those who graduated in different areas, and Pedagogical Training for graduates without

licentiate degrees in education<sup>28</sup>. Due to its importance to education development, Parfor will be detailed along with other notable initiatives in the programmes section (5.3.: Other Programmes).

## 5.2. Programmes

The strategies adopted for the development of education policies are carried out through programmes that take into account different demographic groups, geographic locations, and other variables. Some are universal and apply to all school within the federation, as is the case with the Supplementary Programmes, which will be analyzed later in this section because of their importance and extensive coverage. Others coordinate specific stages or modalities of public education, such as Proinfância, whose purpose is to acquire materials for public schools involved in early childhood education, and Literate Brazil, which fosters literacy among youth and adults.

Considering the relevance of these several programmes, this section will detail some of them, starting with the most far-reaching ones, numbering 4 (four) supplementary programmes. After that, 12 (twelve) other measures will be explained, due to their activities with specific demographic groups.

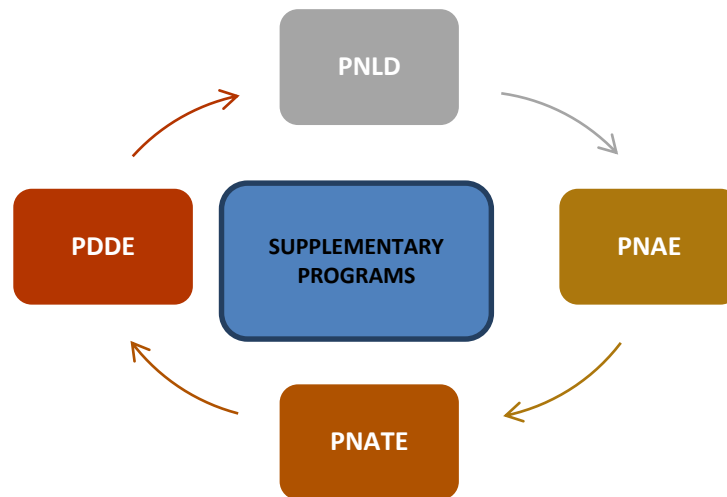
### 5.2.1. Supplementary Programmes

As has been mentioned, Supplementary Programmes encompass different initiatives in the acquisition and supply of teaching materials and services. These efforts involve the choice, purchase, and distribution of textbooks through the National Textbook Programme (PNLD); the allocation of resources for decentralized food purchases via the National School Meals Programme (PNAE); resources for the acquisition of vehicles – National Programme for the Support of School Transportation and Path to School Programme; and funds for the maintenance of schools (Direct Funding for Schools Programme – PDDE). Picture 7 displays the relations between these initiatives in promoting the access, permanence, and success of students in school:

**Picture 7 – Relations between the main supplementary programmes.**

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<sup>28</sup> Available at: <<http://www.capes.gov.br/educacao-basica/parfor>> Last visited on 17 Mar 2013.



Because of their relevance to the support of teaching and learning development, the supplementary programmes will be detailed in the following subsections.

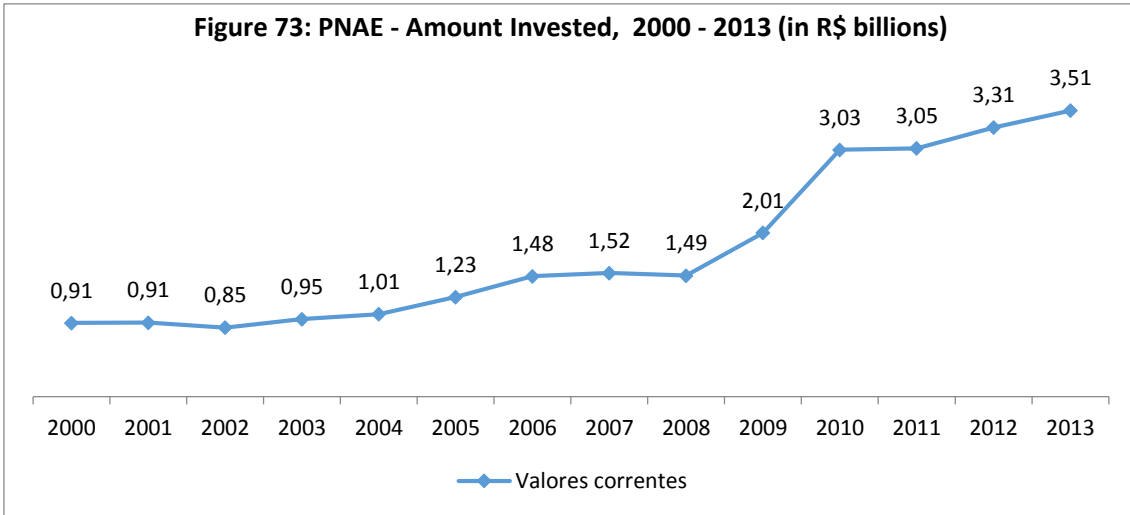
#### 5.2.1.1 National School Meals Programme (PNAE)

Popularly known as School Meal, the National School Meals Programme (PNAE) entails transferring financial resources from the Union to the states, Federal District, and municipalities for the purchase of food and the partial fulfillment of students' nutritional needs. National Dietary Councils (CAE), FNDE, the Union's Court of Auditors (TCU), the Federal Secretariat of Internal Control (SFCI), and the Public Prosecutor's Office follow and evaluate the program.

PNAE is one of the world's largest school dietary initiatives and is recognized as a successful Sustainable School Dietary Programme. It is also worth noting the international agreements signed between the Food and Agriculture Organization of the United Nations (FAO), the World Food Programme, and the Ministry of External Relations' Brazilian Cooperation Agency (ABC) to support the development of Sustainable School Meals Programmes in Latin America, the Caribbean, Africa, and Asia, under the principles of Food Security and the Human Right to Adequate Nutrition.

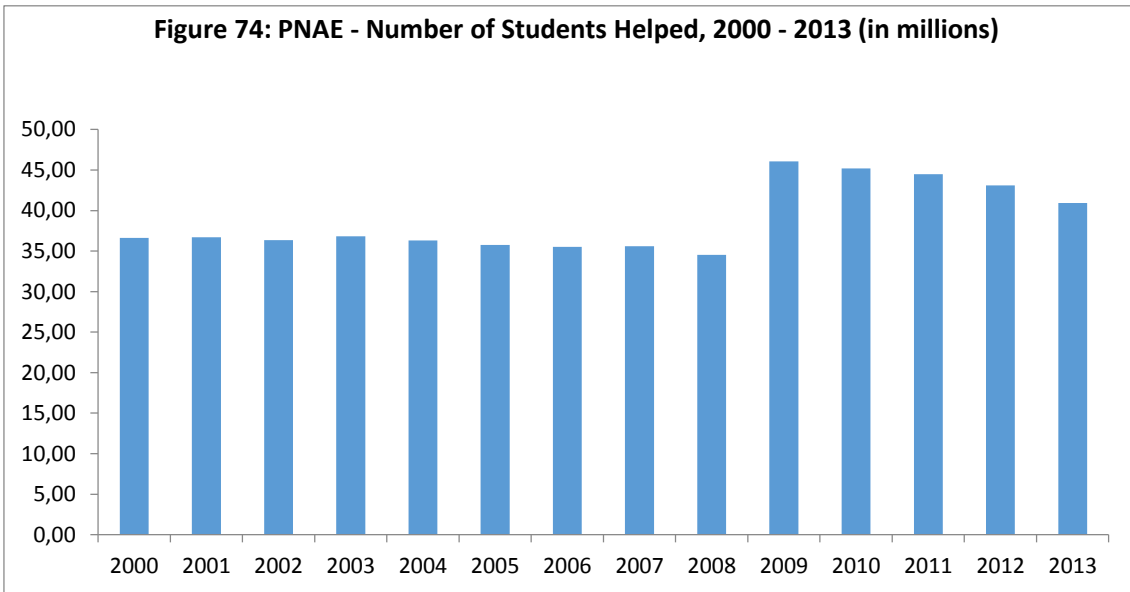
The amount of funding per capita sent by the Union to the federated entities varies with the stages and modalities of education being contemplated for aid, in addition to observing ethnic diversity, different nutritional needs for each age bracket, and social vulnerabilities. The priority given to agrarian reform settlements, traditional communities, indigenous peoples and quilombola communities in the acquisition of food from family-based agricultural ventures also stands out. Every year, the federal government increases funding aimed at students enrolled in child care and preschools, in accordance with governmental guidelines for the precedence of early childhood education.

Figure 73 shows the allocation of resources to the program in the period between 2000 and 2013.



Source: <http://painel.mec.gov.br/painel.php?modulo=principal/detalhamentoIndicador&acao=A&detalhes=pais&indid=296>

Over the last decade, PNAE<sup>29</sup> has expanded its reach to cover the education modality for youth and adults, as well as indigenous school education, in 2003; enrolled quilombola students, in 2005; preschools, in 2008; and secondary schools, in 2009. Thus, it increases equal opportunities given to the more vulnerable segments of the population with regard to obtaining an education and staying in school, as displayed by Figure 74.



Source: <http://painel.mec.gov.br/painel.php?modulo=principal/detalhamentoIndicador&acao=A&detalhes=pais&indid=296>

The program's budget for 2014 is R\$ 3.5 billion, which is expected to benefit 43 million students in basic education and in youth and adult education. According to Law 11,947, from June 16, 2009, 30% of this money – equaling R\$ 1.05 billion – must be used to purchase goods from family-based agriculture, which promotes the sustainable economic development of rural communities.

<sup>29</sup> It is important to note that at least 30% of PNAE funding is used to buy food from family-based agriculture.

### 5.2.1.2. National Textbook Program (PNLD)

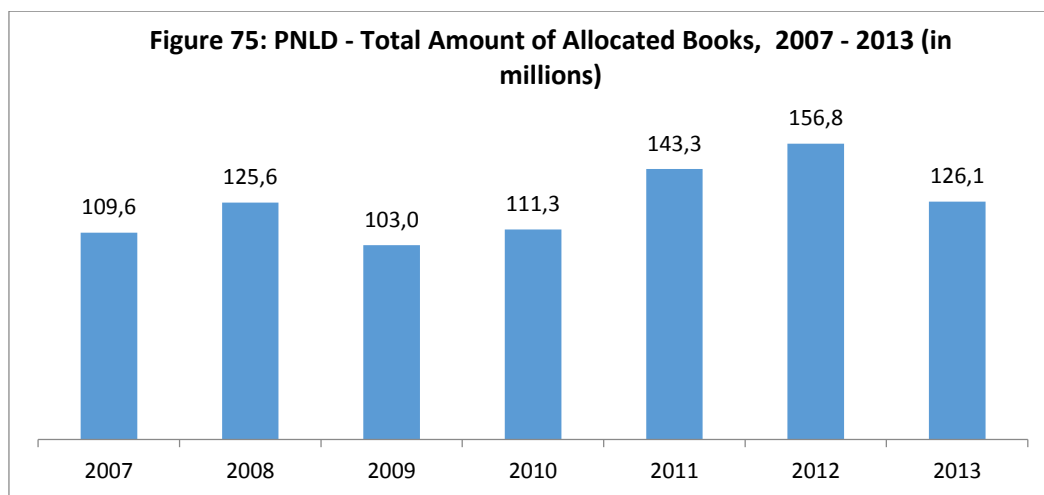
The purchase and distribution of textbooks to all public schools in the country are made via the National Textbook Programme (PNLD). Its main objective is to support teachers' pedagogical work through the allocation of textbook collections among students in basic education. Until the early 2000s, this was only done with primary school students. Since then, the program has been extended to a growing number of pupils. Its novelties include the PNLD Right Age (literature books for classes in grades 1 through 3), PNLD Rural (textbooks that are specific to classes in grades 1 to 5 in rural public schools), and PNLD EJA (books for youth, adults, and elders from sister organizations in the Literate Brazil Programme – PBA – and basic education school systems), and Thematic PNLD.

After reviewing the books, the Ministry of Education (MEC) publishes a textbook guide with summaries from approved collections. The guide is sent to schools, which use it to select the books they wish to use in their political-pedagogical project.

The programme is carried out every three years. During each year, textbooks are acquired and distributed among all students of a certain segment, which may include: the first years of primary school, the final years of primary school, or secondary school. Excluding some books for personal keeping, the textbooks allocated through the programme must be treated properly and returned after their usage, in order to be sent to other students in subsequent years.

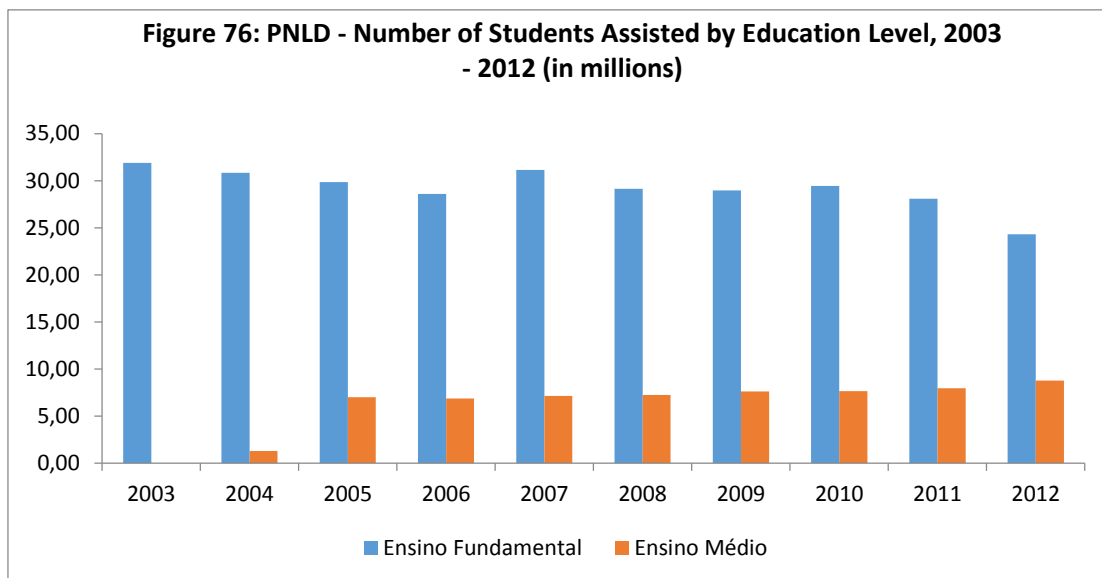
PNLD is also tailored to help pupils with disabilities. Textbooks and reference books are available in several accessible digital formats, in Braille, and in Brazilian Sign Language.

Figure 75 enumerates total books acquisitions between 2007 and 2013 for distribution among primary schools, secondary schools, youth and adult education programmes, and youth and adult literacy programmes.



Source: <http://painel.mec.gov.br/painel.php?modulo=principal/detalhamentoIndicador&acao=A&detalhes=pais&indid=296>

Figure 76 shows the amount of students in primary and secondary education helped by PNLD between 2007 and 2012. It is important to highlight that the decrease in PNLD activity in primary education is related to a reduction in absolute primary school enrollments during that period, though their proportion of total enrollments remains the same.



Source: FNDE/MEC

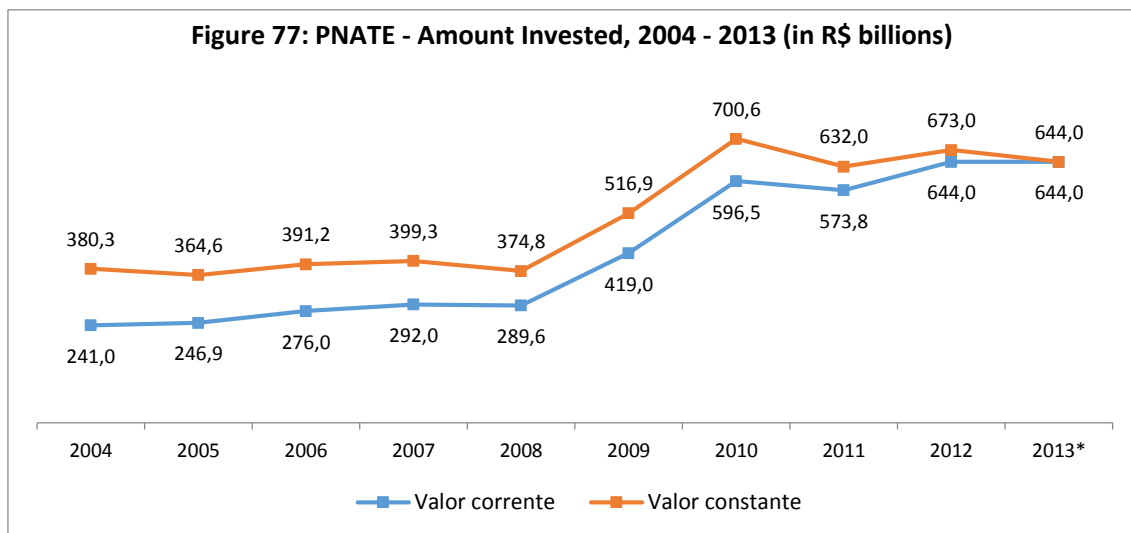
Considering Brazil's vast territorial dimensions, as with PNAE, PNLD is one of the world's largest publishing programmes. It stands as an example of successful public policies that have contributed to the mitigation of regional inequality with regard to schools and education systems and, especially, among society's most vulnerable population segments. Its significance to the attainment of EFA goals must be emphasized, as much for its magnitude and extensive target audience in 2003-2012 as for its strategic planning and execution in the move toward a better quality of education.

### 5.2.1.3. National School Transportation Programme (PNATE) and the Path to School Programme

To ensure the safety and quality of school transportation, the Ministry of Education has maintained two programmes, via the National Fund of Educational Development (FNDE), for the support of school transportation for rural students enrolled in basic education: PNATE and the Path to School Programme.

Created in 2004, PNATE constitutes an automatic funding program of states, the Federal District, and municipalities for expenses with repair, insurance, licensing, taxes, maintenance, and payment of third-party transportation service providers. The Union transfers the money to states, the Federal District, and municipalities in nine payments throughout the period between March and November. The amount of resources due is calculated using the number of rural students that employ transportation and that have been listed in the previous year's school census.

The per capita value of transfers varies according to the total amount of rural area within a municipality, the number of people residing in the countryside, and the municipality's position in relation to the line of poverty. Figure 77 specifies how much has been invested through this program.



Source:

<http://painel.mec.gov.br/painel.php?modulo=principal/detalhamentoIndicador&acao=A&detalhes=pais&indid=296>

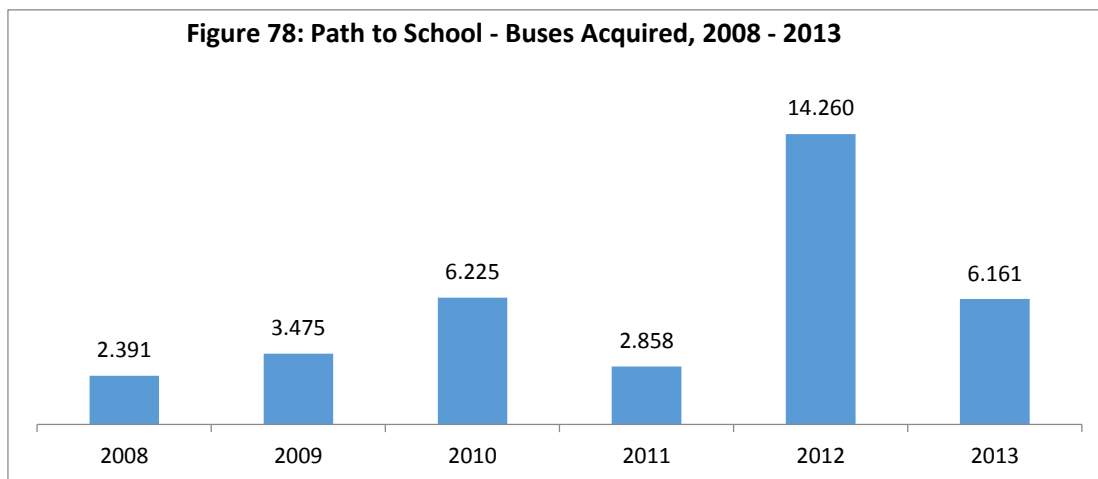
Created in 2007, Path to School consists of a line of credit given by Brazil's National Bank for Social and Economic Development (BNDES) for the acquisition of new buses, minibuses, and other vehicles by states and municipalities.

Its objectives include renewing aging fleets of school vehicles, guaranteeing the safety and quality of student transportation, and reducing the amount of pupils out of school, as well as increasing, via daily commutes, school access and permanence rates among rural students enrolled in state and municipal basic education institutions. Moreover, the program aims to standardize school transportation fleets, reduce vehicle prices, and contribute to the transparency of their purchases.

The federal government, via FNDE and in association with Inmetro, offers a type of vehicle with certain specifications that are tailored for student transportation and capable of adequately transiting through both urban and rural zones.

The programme seeks to acquire standardized vehicles for school transportation by digitally comparing prices at any given time through FNDE. States and municipalities can participate in Path to School in three ways: by using these price comparison services and buying vehicles with their own funds; via a partnership with FNDE; and by soliciting a special line of credit made available at BNDES for the purchase of new buses and other vehicles. Figure 78 displays more information on the programme.





Source:

<http://painel.mec.gov.br/painel.php?modulo=principal/detalhamentoIndicador&acao=A&detalhes=pais&indid=296>

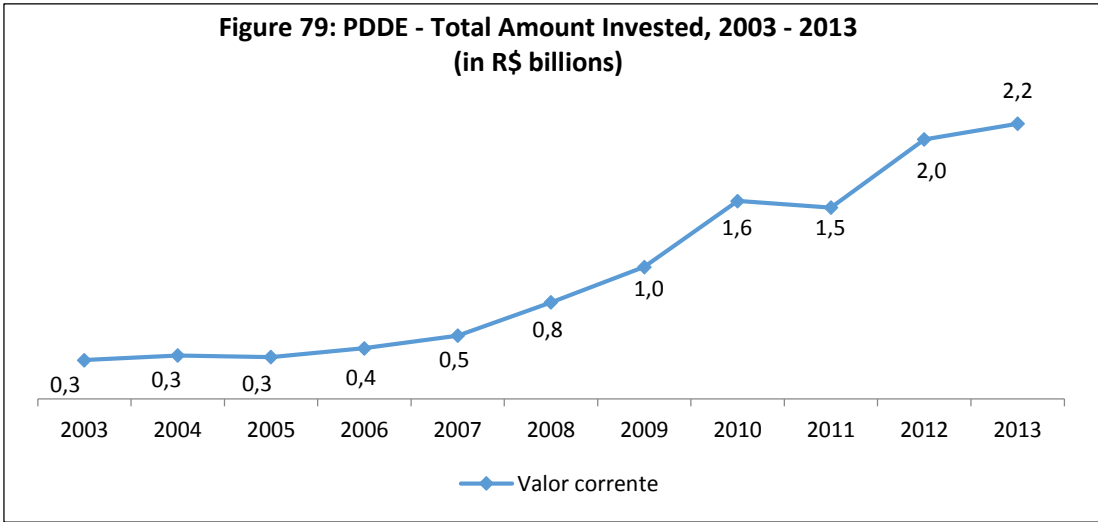
Between 2008 and 2013, Path to School enabled the purchase of over 35,000 school buses. It has also contributed to the acquisition of 171,455 bicycles and to the donation of 674 vehicles, which extends the range of school networks, particularly in regions where access is difficult and social vulnerabilities are more accentuated.

#### 5.2.1.4 Direct Funding for Schools Programme (PDDE)

To aid in the maintenance of public schools, the government established the Direct Funding for Schools Programme (PDDE). Its aim is to provide financial assistance to supplement the budgets of public schools in basic education networks of states, the Federal District, and municipalities, as well as those of private non-profit schools involved in special education. This funding seeks to improve physical and teaching infrastructure, reinforce local management at schools, and contribute to overall performance levels in basic education.

The allocation of PDDE funds does not depend on any secondary agreement or association and is meant to effectively cover expenses with school maintenance, accessibility costs, and small investments, including: acquisitions of permanent school materials, when received with capital goods; maintenance, preservation, and small repairs in school units; purchase of consumer goods that are necessary for the school's daily functioning; student evaluations; implementation of pedagogical projects; and development of various other educational activities.

Figure 79 shows more data on the allocation of PDDE funds among schools between 2003 and 2012.



Source: MEC/FNDE

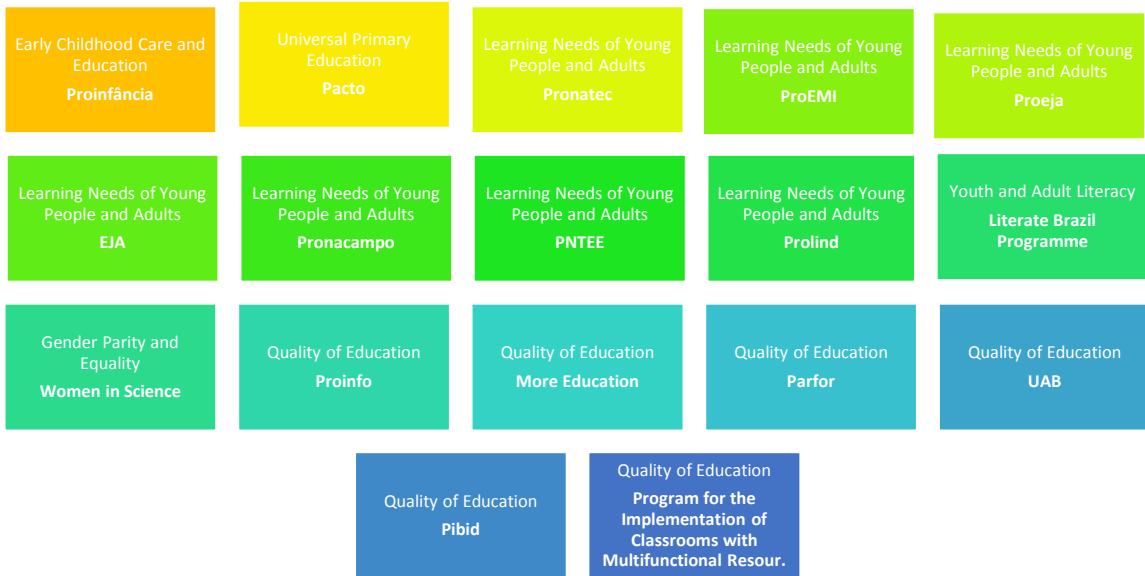
In contrast to its predecessors, PDDE offers the resources and tools for each school to determine its own educational path, thus contributing, in a unique fashion, to its autonomy and the construction of a singular identity among its teachers, students, and employees.

**5.3. Other Programmes**

In addition to the supplementary programmes, the federal government supports various initiatives aimed at improving the quality of the supply of education in the country. Due to the impossibility of analyzing all of them, this section has selected a few noteworthy programmes whose focus is directly related to EFA goals: Proinfância, Pnaic, Pronatec, Proeja, Projovem, Pronacampo, National Program of Ethnoeducational Territories (PNTEE), Prolind, Literate Brazil Programme, Women in Science, Mulheres Mil, Proinfo, More Education, Parfor, UAB, and Pibid.

Picture 8 displays the EFA goal to which each programme is linked.

**Picture 8 – Programmes Related to EFA Goals**



That being said, each program is worth detailing.

### 5.3.1. Proinfância

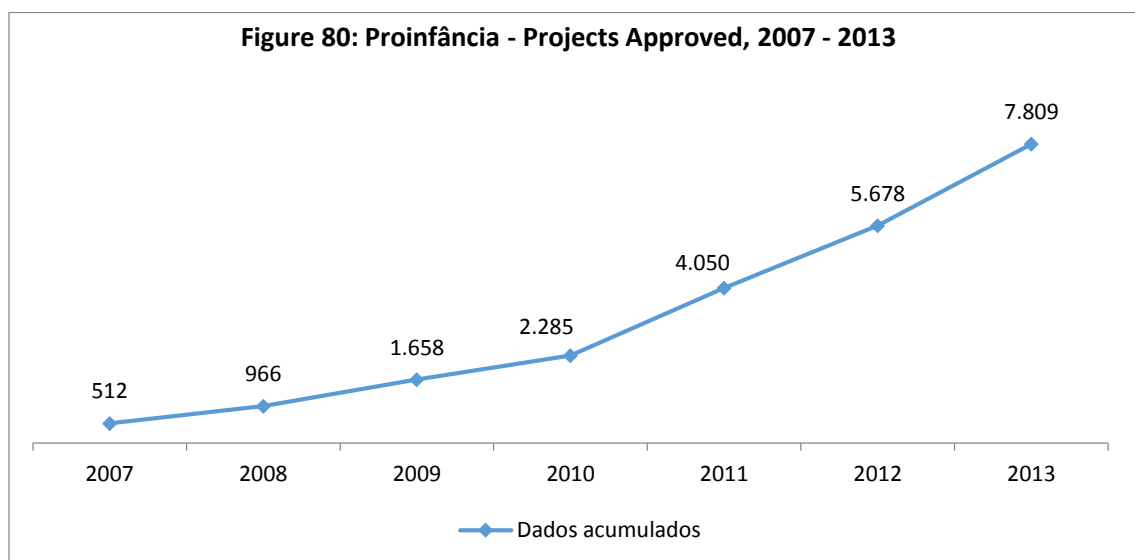
It is worth noting that **early childhood care and education** is a municipal responsibility in Brazil. However, the federal government has created policies specifically for this stage of Basic Education and has fostered the enhancement of professional care in this area. Proinfância constitutes an important part of this strategy, as it provides technical and financial assistance to municipalities and the Federal District for the acquisition of materials and for the construction of nurseries and public preschools.

Proinfância seeks to further its pedagogical quality by giving technical-pedagogical assistance to municipalities in the programme. This conception is based on the understanding that while the construction of nurseries and preschools contributes to the expansion of early Basic Education, it does not guarantee the quality of the teaching at these institutions.

Aid to municipalities and the Federal District began in 2007. Between 2007 and 2008, Proinfância invested in the construction of 1,021 institutions of childhood education. In 2009, the program engaged in several partnerships to build 700 establishments of the same type, via FNDE. In the same year, it also began allocating funds for the furnishing and material provisions of nurseries and preschools in the final stages of construction. Over 214 partnerships were formed for the acquisition of furniture and other equipment, such as tables, chairs, cradles, refrigerators, stoves, and drinking fountains.

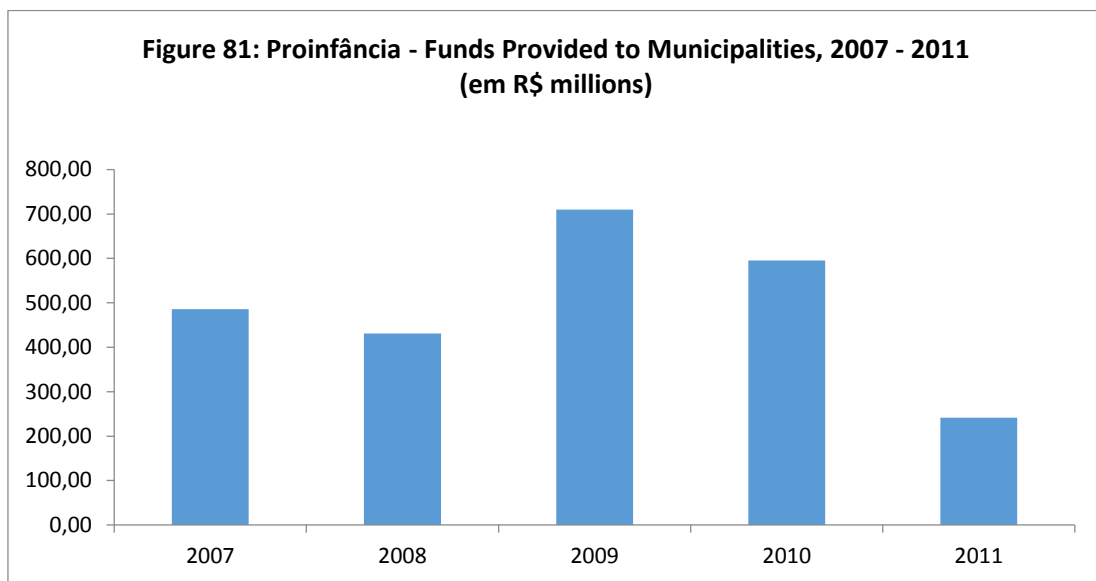
Since 2011, Proinfância has been a part of the second phase of the Growth Acceleration Programme (PAC 2). Until 2012, it had approved the construction of 3,135 early childhood education establishments (1,507 in 2011 and 1,628 in 2012). The deadline for project selection in 2013 ended in May. A total of 2,256 proposals were received, 1,550 of which were approved. 6,000 facilities are expected to be approved through 2014, totaling R\$ 6.64 billion in investments.

Figure 80 shows the amount of construction projects approved through the programme in 2007-2013.



Source: MEC/FNDE

Figure 81 shows the funding provided to municipalities every year, between 2007 and 2012, for the building of nurseries and preschools in 2,315 cities, totaling R\$ 2,462,944,978.06.



Source:

<http://painel.mec.gov.br/painel.php?modulo=principal/detalhamentoIndicador&acao=A&detalhes=pais&indid=296>

### 5.3.2. National Pact for Literacy at the Proper Age (Pacto)

Though achieving **universal primary education**, Brazil still has problems with low performances of its primary school students. This pact was conceived to overcome this issue. It is a commitment made between the federal government, the Federal District, states, and municipalities to ensure that all children are literate by the age of 8, upon finishing the third grade of primary school.

The programme provides a means of furthering teachers' educations in order to achieve this. It also includes the supply of specific materials that aid in literacy efforts, such as textbooks, dictionaries, teaching games, books for pedagogical support, and technological resources intended for literacy initiatives.

In 2013, the Pact enlisted 27 states and 5,420 municipalities in the Portuguese language literacy cycle, preparing nearly 16,000 school counselors and 319,000 teachers. The next cycle begins in 2014 in mathematics.

It is also important to highlight that 2.3 million students participated in the first edition of the National Literacy Evaluation (ANA) in 2013.

### 5.3.3. National Programme for Access to Technical Education and Job Training (Pronatec)

One of the initiatives meant to fulfill the **learning needs of youth and adults** is the National Programme for Access to Technical Instruction and Job Training (Pronatec), created in 2011 and mentioned in previous sections of this report. It aims to expand, internalize, and democratize the availability of professional training courses to better the quality of basic education and multiply education opportunities for members of the working class. The programme is meant to prioritize students from public secondary schools, those enrolled in youth and adult education initiatives, workers, and beneficiaries of federal income transfer programmes.

To achieve its purpose, Pronatec has set forth a series of measures aimed at providing eight million openings by the end of 2014. These measures include the physical expansion of federal, state, and district-level public school systems (through the construction and augmentation of professional training institutions throughout the country); the reduction of idle capacity in existing establishments; greater supply of long-distance professional training and the Student and Worker Training Allowance<sup>30</sup>; guarantees to maintain the gratuity of national apprenticeship services; and the possibility of financial aid for technical courses (FIES Técnico)<sup>31</sup>.

The availability of openings in Pronatec is linked to professional training programmes around the country – federal, state, district, and municipal public networks of professional and

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<sup>30</sup> The Student Training Allowance provides aid to students regularly enrolled in public secondary schools. Through it, pupils study during one period of the day and, in the other, receive midlevel technical training. The Worker Training Allowance is aimed at members of the working class and beneficiaries of federal social welfare programs, offering courses in initial and continuous professional training or qualification.

<sup>31</sup> FIES Técnico builds on the Student Financing Fund (FIES), a program by the Ministry of Education that finances higher education degrees for pupils enrolled in institutions that are not free. It provides a line of credit for students and workers that receive technical and professional training, in order to facilitate their access to technical and professional education. Two categories apply. FIES Técnico-Estudante loans money to people with secondary school degrees who wish to attend technical courses in private establishments or National Apprenticeship Services. FIES Técnico-Empresa finances businesspeople who wish to capacitate their employees.

technological education – and the national apprenticeship services<sup>32</sup> (SENAI, SENAC, SENAR, SENAT and SESI). These networks provide openings in professional training courses, both in initial and continuous training and qualification (FIC courses). However, these establishments must also create new strategies to reduce illiteracy and increase the level of education of Brazilians that are marginalized by competition in labor markets and economic production chains.

PRONATEC's goals include:

- I. expanding, internalizing, and democratizing the supply of midlevel professional training courses and initial and continuous training and qualification, both on-location and long-distance;
- II. building, reforming, and expanding schools that offer professional and technological education in state networks;
- III. increasing education opportunities for workers through courses on initial and continuous training and qualification;
- IV. raising the amount of teaching resources available to aid the supply of professional and technological education;
- V. improve the quality of secondary education in Brazil.

From its inception in 2011 to April 2014, Pronatec had 6.2 million people enrolled, including 2.7 million youths and adults with scholarships and financial aid and over 2.6 million openings reserved for beneficiaries of free partnerships with private establishments. Expansion of the federal school network contributed 413,000 new openings in the same period, and Professionalized Brazil added another 233,000.

#### 5.3.4. Innovative Secondary Education Programme (ProEMI)

The Innovative Secondary Education Programme (ProEMI) was established in 2009, aimed at supporting the development of innovative curricular proposals in public secondary schools, based on new National Curricular Guidelines (DCN) for Secondary Education, created in 2012. It sought to increase students' time in school, guarantee a full education through activities that made curricula more dynamic, integrate teachings and content from different subjects, and strengthen measures related to science projects.

The proposals introduced at the Curricular Redesign Projects, having been formulated by the schools themselves, should gradually extend the total of minimum school hours from 2,400 to 3,000 and develop activities in the different macro-subjects of pedagogical interest and observation (languages, mathematics, social sciences, and natural sciences), scientific initiation and research, reading and literacy, foreign languages, physical education, art, communication, use of media and digital culture, and student participation.

Table 19 displays the growth in the amount of schools that choose to participate in ProEMI, spanning the period between 2009 and 2013. It shows a threefold increase in merely 5 years.

ProEMI	2009	2011	2013
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<sup>32</sup> The national apprenticeship services include: the National Service for Industrial Apprenticeship (SENAI), the National Service for Commercial Apprenticeship (SENAC), the National Service for Rural Apprenticeship (SENAR), the National Service for Transportation Apprenticeship (SENAT), the Industry Social Service (SESI), and the Commerce Social Service (SESC). MEC/SE.

N. of Schools	354	2.002	5.189
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Source: MEC/SEB

Table 20 specifies the number of students enrolled in the program in 2009-2013, revealing a growth factor of 11.5 times the first amount observed.

ProEMI	2009	2011	2013
N. of Students Enrolled	295.698	1.173.908	3.721.725

Source: MEC/SEB

#### 5.3.4.1. National Pact for the Strengthening of Secondary Education

The National Pact for the Strengthening of Secondary Education represents a concerted effort between the Union and state and district governments to formulate and implement policies that elevate quality standards in Brazil's secondary schools, in all of its modalities, and enforce the principle of inclusion, by which all have a right to secondary education.

As of the publishing this report, two coordinated initiatives have been taking place: curricular redesign in Brazilian secondary schools, through ProEMI, and the Continuous Training of Secondary Education Teachers, which began in 2014.

#### 5.3.4.2. Continuous Training of Secondary Education Teachers

The Continuous Training of Secondary Education Teachers aims to promote the continuous training of teachers and pedagogical coordinators that are active in public secondary education, both in rural and urban areas, in accordance with the Law on Foundations and Guidelines of National Education and the National Curricular Guidelines for Secondary Education.

The design of continuous training initiatives in the National Pact for the Strengthening of Secondary Education expresses the results of discussions held over the last few years by the Ministry of Education (MEC), state education departments, universities, the National Council of Education and Social Movements, in addition to other intense debates carried out at the Forum of State Coordinators in Secondary Education. Thus, it has been formed by coordinated efforts by MEC, public universities, and state education departments. These efforts aim to enhance the quality of education and ensure the successful implementation of the National Curricular Guidelines for Secondary Education, which singles out work, culture, science, and technology as fundamental elements of secondary school curricula.

Adherence to the programme is at 100%, including all 26 states and the Federal District. They began joining the Pact after the national seminar conducted by the Federal University of Paraná (UFPR), which has been responsible for the programme's institutional formation through these seminars and the production of specific workbooks for the two stages of the continuous training of secondary school teachers and counselors.

The universities continue to promote state seminars to disseminate the National Pact for the Strengthening of Secondary Education among state education departments, evaluate the programme's stages, and aid in the training of teachers.

#### 5.3.5. National Programme for the Integration of Basic and Professional Education in the Modality of Youth and Adult Education (Proeja)

Another measure to enhance **youth and adults skills** includes the National Programme for the Integration of Basic and Professional Education in the Area of Youth and Adult Education (Proeja), which is detailed in this section. It was created in response to the education data obtained by the National Household Sample Poll (PNAD), in 2003, which showed that 68 million young and adult working-class Brazilians of ages 15 or over did not finish their primary education. It also stated that only 6.6 million (8.8%) were enrolled in Youth and Adult Education (EJA) Programmes.

Based on this information and acting on the urgency of extending public education to this demographic group, the federal government established Proeja at the national level through Decree 5,478 (24 June 2005) and later replaced it with Decree 5,840 (July 13, 2006), which introduced new guidelines to widen the scope of the supply of Proeja courses in primary education to encompass the target audiences of EJA.

In light of this situation, Proeja proposes to integrate professional and basic education in order to overcome the duality imposed by manual and intellectual labor in modern society, fostering labor's creative and non-seclusive perspectives. This demands answers to several challenges, including professional training, integrated curricular organization, methods and mechanisms that assist students in remaining in school, tackling the lack of infrastructure for more courses, among others.

In accordance with Decree 5,840 (13 July 2006), courses are offered both in primary education (first and final years) and secondary education, in integrated or simultaneous programmes.

Since Proeja was implemented, in 2005, until 2012, there have been over 30,000 enrollments in the courses it offers in the institutions that comprise the Federal Network of Scientific, Technological, and Professional Education. To encourage more registration at the federal level, as well as the courses' implementation in state systems and in the National Apprenticeship Service (SNA), Proeja was integrated into the efforts of the National Program for Access to Technical Instruction and Job Training (Pronatec), in 2013.

The proposal to offer courses in professional education under the auspices of EJA, through Training Allowance, seeks to raise education levels and enhance youth and adult professional training, as well as preparing these individuals to become active members of the labor market.

CNE/CEB Resolution 06/2012, which encompasses the National Curricular Guidelines for Midlevel Technical Professional Education, states that a more flexible supply of courses and programmes, as well as that of curricula, may allow students to make better and continual use of their studies and their capabilities. Thus, courses offered by Pronatec EJA should consider their pupils in their entirety – cognitively, emotionally, biologically, socially, and professionally – without compartmentalizing their qualities. Only by recognizing and respecting all aspects of the human being does one engage in effective human development and incite his or her effective political, social, cultural, and economic participation in labor markets. Studies should be seen as means of continual improvement and not an end in itself.

Pronatec EJA comprises an appreciation for the importance of the learning needs of youth and adults, which constitutes a modality of basic education. It represents the effort to improve the access to quality learning and training processes and to enshrine the collective right to life-long education for all, with self-imposed objectives and learning methods.

The coordination of professional education and that of youth and adults, through training allowances, seeks to address several social, educational, and economic needs of Brazilian society, which, due to its complex nature, adds to the challenge.



As a theoretical basis for the development of Pronatec EJA, the following principles consolidate EJA's form of secondary-level professional education policy, being defined through general education theories and specific case studies as such:

- a) expansion of the right to basic education through the universality of secondary education;
- b) treatment of labor as an educative concept;
- c) research as a means to further train individuals under this policy;
- d) generational conditions, gender treatment, and ethnic-racial relations as foundations for human development and for how social identities are formed;
- e) full-time assistance to people with disabilities, greater development disorders, and special abilities and aid in their social insertion via educative processes;
- f) recognition of the student's past experiences and know-how.

### **5.3.6. Youth and Adult Education (EJA)**

The Ministry of Education has also invested resources systematically into a policy that integrates initial literacy education with later stages of learning, through classes in Youth and Adult Education (EJA) for the people covered by PBA. It thus published Resolution CD/FNDE 48/2012, which transfers funds to states, municipalities, and the Federal District in order to create and maintain EJA classes, starting in 2012.

The beneficiaries of funds transferred to new EJA classes include people of ages 15 or over who have not completed primary or secondary school. Also, for enrollment in new EJA classes, priority is given to students from PBA, rural populations, quilombola communities, indigenous peoples, and individuals that serve time in prison.

States and municipalities that adhered to Resolution 48 solicited funding to enroll 167,544 former PBA students in EJA classes. In order to meet this demand, the Ministry of Education transferred R\$401,795,774 to them.

The Youth and Adult Literacy Integrated Development Territorial Agenda constitutes a coordinated effort by the government and civil society to guarantee the right to education for youth and adults, in addition to being an instrument for the coordination of territorial and inter-sectorial actions of Youth and Adult Literacy and Education, based on aspects of social control, planning, and technique.

The Education in Prisons Programme seeks to address the contents of Law 12,433/2011, which allow for sentence reduction through studying, and Decree 7,626/2011, which established the Strategic Education Plan in the Prison System (PEESP). Along with the Ministry of Education and the Ministry of Justice, it formulated the Plan for Education Implementation in the Prison System, launched on February, 2013, considering the following measures: Youth and Adult Literacy and Education; Professional and Technological Education; Teacher and Penitentiary Agent Training; acquisition of equipment, furniture, textbooks, reading material, and other items of physical infrastructure.

### **5.3.7. National Programme for Rural Education (Pronacampo)**

Established by Ordinance 86/2013 with the aim of implementing a rural education policy, in accordance with Decree 7,352/2010, the National Programme of Rural Education (Pronacampo) supported efforts for the improvement of public school infrastructure, initial and continuous teacher training, and greater availability of specific textbooks to students who reside in the countryside and in quilombos.

Under the terms of Law 12,695/2012, students enrolled in rural education at communal institutions that do not operate for profit, that have partnerships with the government, and offer alternative training must be registered at Fundeb.

### 5.3.8. National Programme of Ethno-educational Territories (PNTEE)

The National Programme of Ethno-educational Territories (PNTEE) was established by Ordinance 1,062 on October 30, 2013. It consists of a series of coordinated efforts for financial and technical support, conducted by the Ministry of Education, to the organization and strengthening of Indigenous School Education, as determined by Decree 6,861 on May 27, 2009. Until 2013, 23 TEEs had been pledged, while 5 are being processed, and 13 remain in the consultation phase.

PNTEE is organized on six foundations: educational management and social participation, differentiated teaching methods and use of indigenous languages, memories, materialness and sustainability, professional and technological education, and higher and post-graduate education.

### 5.3.9. Programme for the Support of Higher Education and Intercultural Indigenous Licentiate Degrees (Prolind)

The Programme for the Support of Superior Training and Intercultural Indigenous Licentiate Degrees (Prolind) consists of a support programme for the superior training of teachers that are active in indigenous schools of basic education. It fosters the development of course projects in the area of Intercultural Licentiate Degrees in state and federal public institutions of higher education.

It aims to train professionals willing to teach the final grades of primary school and all grades of secondary school at indigenous communities. In 2013, it released funds for 16 Higher Education Institutions (IES), assisting 2,938 indigenous teachers. The intercultural professorship for the training of midlevel indigenous teachers and continuous training courses for teachers and education managers involved in indigenous school education have been implemented under PAR and through partnerships with Seducs and IESs. They have benefitted 4,274 professors by offering 11 teaching courses and 13 continuous training projects. In 2013, 116 teachers graduated from their courses in superior training and indigenous licentiate degrees.

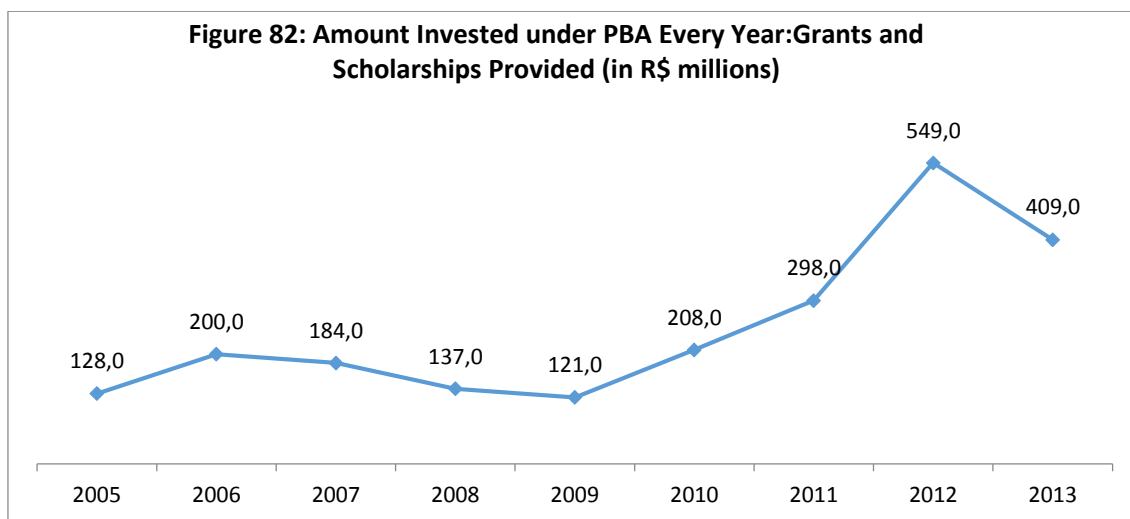
### 5.3.10. Literate Brazil

In order to face the challenge of **adult literacy**, the Ministry of Education created the Literate Brazil Programme (PBA), through Law 10,880/2004, with the goal of overcoming youth and adult illiteracy and fostering the progressive continuity of that group's studies to higher levels of education, via the shared responsibilities of the Union, states, the Federal District, and municipalities.

PBA supports and finances projects in youth and adult literacy that are introduced by federated entities. It offers supplementary resources for the expansion of literacy classes via efforts to train and provide scholarships to teachers, Brazilian Sign Language translators, and class coordinators. It also purchases school materials, food, transportation, textbooks, reading material, and cognitive tests for pupils.

Since the programme's inception, over R\$ 2.2 billion have been invested in the development of literacy actions in all of Brazil, through the donations of federated entities and

scholarships paid to volunteers, as shown in Figure 82. The reduction in financing registered in 2013 reflects the decrease of pupils, due to the fact that most illiterate people live in rural areas, are aged 40 or more, are difficult to locate or access, and have little motivation to engage in programmes of this nature.



Source: Integrated System of Financial Management – SIGEF, 30 and 31/01/2012.

\* Until 2006, transfers did not differentiate between donations and scholarships. Funding was sent to local partners, who had to pay for the scholarships themselves.

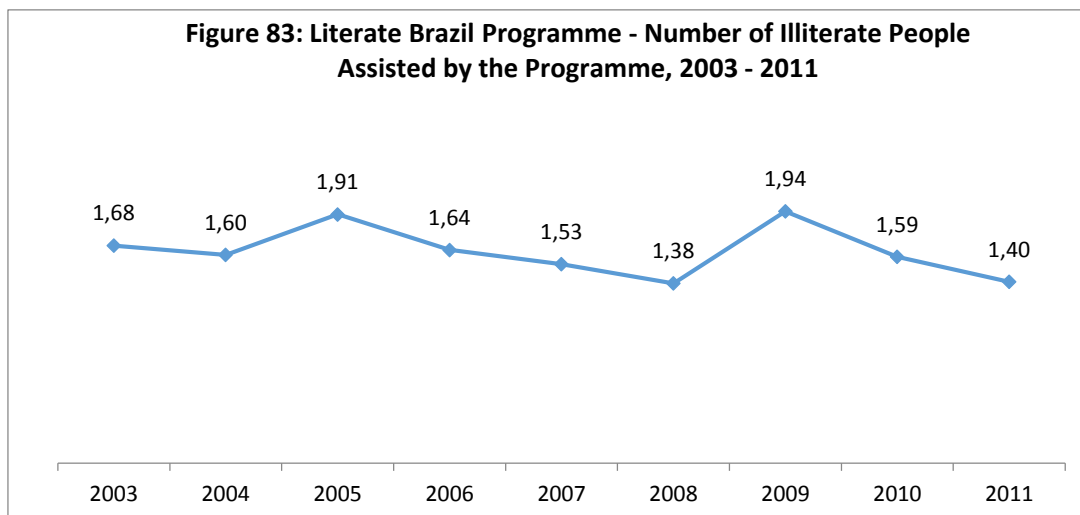
\*\* Even though the programme had undergone changes to forbid adherence via partnerships, in 2007, some institutions did so in 2006 and received part of the intended funds in 2007.

With regard to its scale, PBA encompasses over 3,500 municipalities in all Brazilian states and has already assisted approximately 14 million people in literacy classes since 2003, having an average of 1,200 partners every year, including city halls and state education departments.

Rather than adopting a single education model, PBA considers various methods and practices due to Brazil's large territorial dimension, its regional and demographic diversity, and the difficulties this implicates for the challenge of overcoming illiteracy. This design allows partners to create a nationwide policy for education, while strengthening existing measures and an educative process that adapts itself to ethnic, regional, cultural, and gender differences among the various social segments assisted.

Thus, the scale of PBA's activities, in addition to its teaching methods, which adapt to local conditions, allow it to aid extremely vulnerable populations, including indigenous people, people deprived of liberty, and a significant portion of rural inhabitants, as determined by EFA.

The data presented in Figure 83 demonstrates that the total amount of illiterate people assisted adds up to 14,677,997.



Source:

<http://painel.mec.gov.br/painel.php?modulo=principal/detalhamentoIndicador&acao=A&detalhes=pais&indid=132>

### 5.3.11. Women and Science Programme

The Women in Science Programme aims at achieving **gender parity and equality** and increasing female presence in fields that are traditionally male-dominated. It was developed by the President's Secretariat for Women's Policies (SPM-PR), in association with the Ministry of Education and other government organizations. The program unfolds through awards, government notices in support of studies and research on scientific topics, triennial meetings among researchers, and inclusive action geared at raising the number of women in scientific and technological careers and positions, as detailed below:

- **Constructing Gender Equality Prize:** seeks to foster and strengthen critical thinking and research with regard to existing inequalities between men and women in Brazil and sensitize society in this matter.
- **Government Notices on Gender, Women, and Feminism:** aims at supporting studies and research.
- **Thinking Gender and Science:** triennial meeting with researchers and gender-focused research groups from universities.
- **Girls and Young Women Doing Science, Technology, and Innovation:** inducement effort to expand the number of women in scientific and technological careers and professions.

Notable partners in these initiatives include the Ministry of Science, Technology, and Innovation (MCTI), the National Council of Scientific and Technological Development (CNPq), the Ministry of Education (MEC), the Ministry of Agricultural Development (MDA) and UN Women.

Aside from the Women in Science Programme initiatives, it is worth noting that gender debate in school curricula has been developed through Gender and Diversity in School (GDE), an extension course or university specialization that seeks to discuss matters pertaining to gender-related topics, sexuality, sexual orientation, and ethnic-racial relations. It also aims to promote careful reflection over these subjects from various perspectives: sociocultural, historical, educational, and political standpoints.

### 5.3.12. National Programme of Educational Technology (Proinfo)

The National Programme of Educational Technology stands out among the initiatives intended to foster **quality of education**. Created in 1997 and reformulated in 2007 under the auspices of the Education Development Plan, it has three components:

- Installation of technological facilities equipped with computers and digital resources in selected schools;
- Promotion of a training programme for education officers involved, in association with states, the Federal District and municipalities, in addition to full internet access for these facilities; and
- Availability of educational content, solutions, and information systems.

This programme represents an educational initiative by MEC that seeks to foster the use of information and communication technologies (TIC) as tools to enrich teaching experiences in primary and secondary education, as well as promoting digital and social inclusion within the schools that possess these facilities.

The programme's goal is to insert Information and Communication Technology (TIC) in Brazilian basic education schools and in their process of teaching/learning, with the installation of computer laboratories, technological solutions based on quality digital content and media, and training of professors and students. By doing so, it fosters not only the enhancement of the education process, but also the social and digital inclusion of Brazilian school communities because it takes digital accessibility requirements into consideration and provides technological resources to assist in teaching.

Proinfo is operational in 5,100 municipalities and has reached 64,600 educational establishments, 28.3 million students, and 1.2 million teachers since 2004.

In 2012, MEC initiated another programme in the area of educational technology: the Educational Tablet, an extension of Proinfo, which involves the distribution of tablets and interactive computers and seeks to expand the set of technologies available to teachers in Brazilian public schools. The Educational Tablet Program is implemented on 3 (three) fronts: equipment distribution, continuous training for teachers, and the production/availability of digital educational content.

With regard to continuous training, the Basic Education Secretariat (SEB) provides, through DCE, courses in the usage of educational tablets in teaching and learning for professors. Thus, the very products of this programme are capacitated teachers, trained by Proinfo Integrado courses and possessing the necessary knowledge for the use of mobile platforms contained in educational tablets. Until the present time, 34,322 teachers have been trained in the employment of educational technologies.

As for content, the products being contemplated for the aforementioned tablets include applications of TV Escola, Proinfo courses, the e-Proinfo platform (MEC's Virtual Learning Environment), Teacher's Portal, and downloadable textbooks, listed in National Textbook Programme (PNLD). All of these applications are available at the Digital Content area, which has been duly installed in the equipment, enabling teachers to access it as soon as they activate the educational tablet.

Generally, the impact of these public policies has been quite positive, especially in the inclusion of low income communities, which, until recently, did not have any access to these technological resources, remaining at a disadvantage when compared to their peers in better socioeconomic conditions. These policies also contribute to the autonomy of students with disabilities.

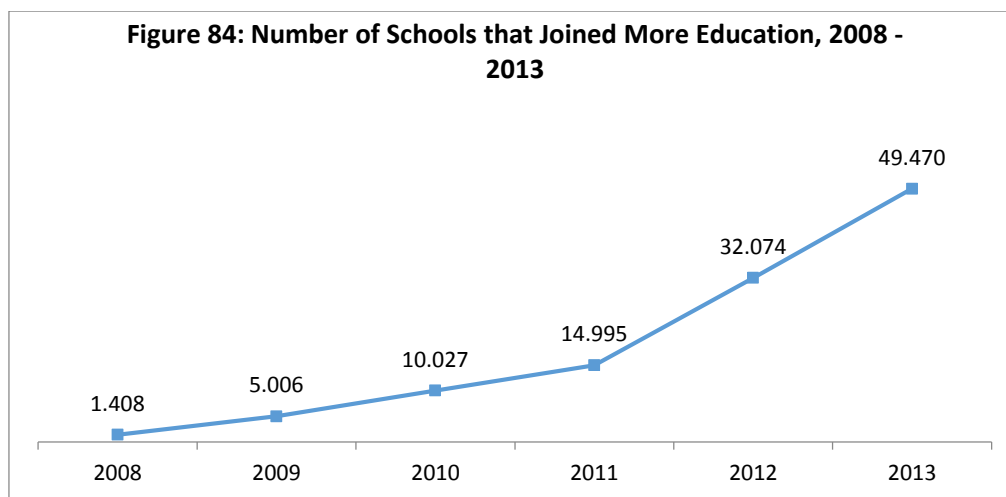
### **5.3.13. More Education**

More Education is another important programme in the development of **quality of education**. Having been established by Interministerial Ordinance 17/2007 and regulated by Decree 7,083/10, it constitutes a strategy of the Ministry of Education to induce the extension of school journeys and curricular organization with regard to integral education.

This initiative supports integral education through socio-educational activities before or after school hours, including tutoring, activities pertaining to culture and the arts, sports and recreation, digital culture, communications and media usage, human rights, environmental education, health encouragement, and inquiries in the field of natural sciences.

Schools from public systems in states, municipalities, and the Federal District participate in the programme and, according to their ongoing educative processes, choose to develop activities in the macro areas of tutoring; environmental education; sports and recreation; human rights in education; culture and the arts; digital culture; health encouragement; communications and media usage; inquiries in the field of natural sciences; and economic education.

Figure 84 shows the changes in the number of schools that joined More Education between 2008 and 2013.



Source: MEC/SEB

Aside from the financial aid needed for the enactment of these initiatives, the Ministry of Education provides several publications on integral education on its website, including theoretical foundations and methods used to extend school journeys, as well as a diagram of its initiatives.

#### 5.3.14. Parfor

An indispensable component in **quality of education** is teacher training. One of the selected experiments in that area is Parfor, an emergency programme implemented via the collaboration among Capes, states, municipalities, the Federal District, and the Higher Education Institutions (IES).

It was established to promote

an emergency supply of licentiate degree courses and of special courses or programmes directed at teachers who have been active for at least three years in the public basic education system, including:

a) college graduates with no licentiate degrees;

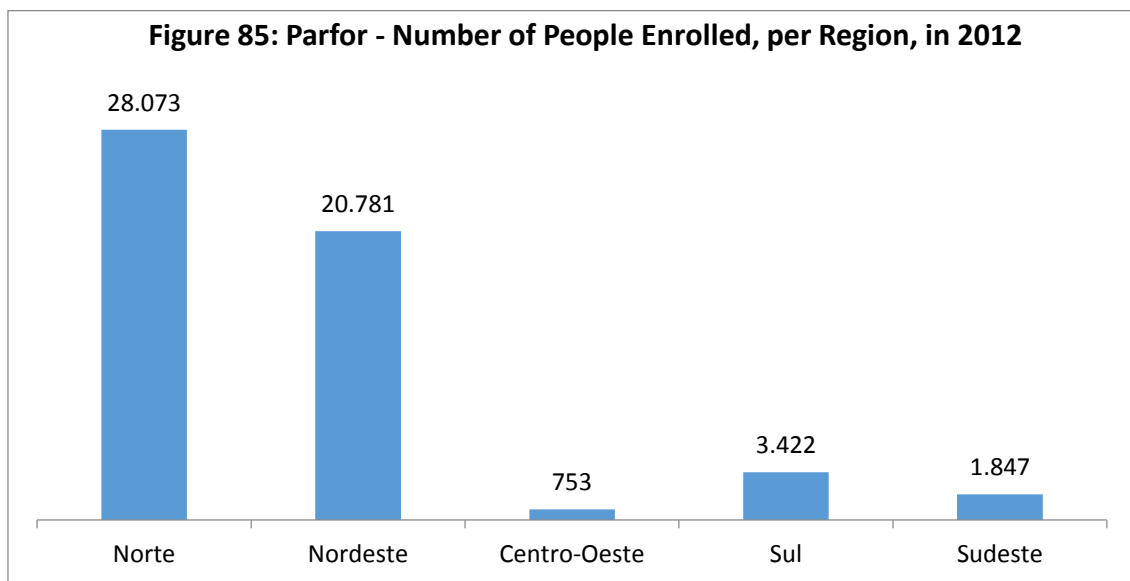
- b) individuals who hold licentiate degrees in other fields; and
- c) midlevel teachers, normal modality (Decree 6755/09, Article 11, III)

Its goal is to induce and foster the supply of free, high-quality higher education to teachers who are active in the public basic education system, so that they can attain the level of expertise required by the Law on the Guidelines and Foundations of National Education (LDB) and contribute to the improvement of the quality of basic education in Brazil.

The programme offers special classes for the following degrees:

- I. **Licentiate Degree:** for teachers or Brazilian Sign Language interpreters who are active in the public basic education system but do not have high-level training or, if they do, wish to take licentiate courses in their respective teaching fields;
- II. **Second Licentiate Degree:** for teachers who already hold licentiate degrees, who have been active for at least three years in the public basic education system, and who currently teach a subject in which they do not hold a degree or for teachers that are active as Brazilian Sign Language interpreters for the public basic education system; and
- III. **Pedagogical Training:** for teachers and Brazilian Sign Language interpreters that do not possess licentiate degrees in their areas and currently teach in the public basic education system.

Up to 2012, Parfor created 1,920 classes. 54,000 teachers from basic education take its courses in special classes, which can be found in 397 municipalities around the country, as illustrated in Figure 85.



Source: Freire Platform

### 5.3.15. Open University of Brazil (UAB)

Another important initiative to enhance the **quality of education** is the Open University of Brazil (UAB), a MEC initiative that was delegated to Capes. Its establishment took place as per Presidential Decree 5,800 on June 8, 2006 and sought to encourage public institutions to participate in initial and continuous teacher training programs for basic education, in the long-distance modality. This would provide an alternate solution for a chronic problem in Brazil: the lack of available teachers in basic education.

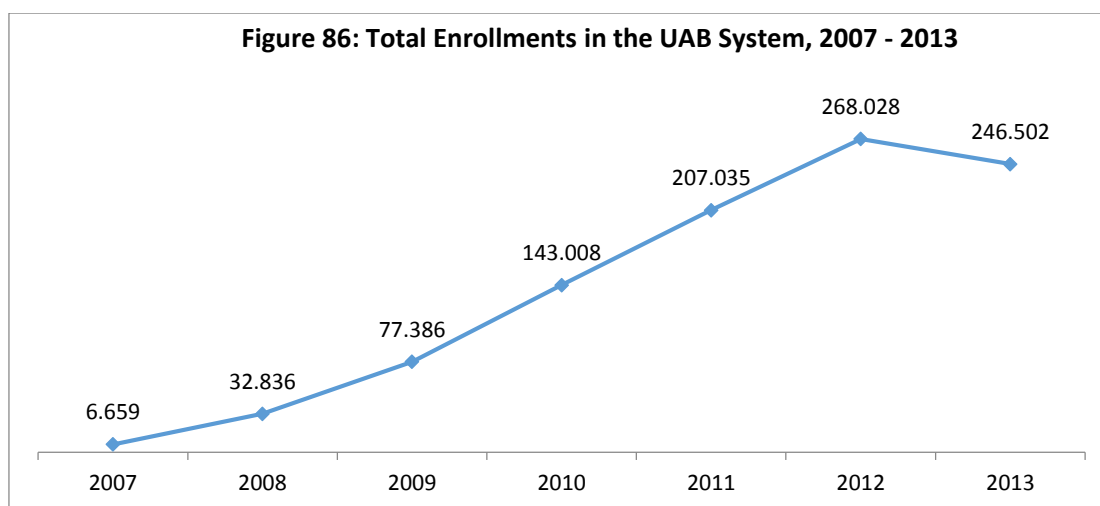
The Open University of Brazil constitutes an integrated system of public universities that offer high-level courses for populations that experience difficulties in accessing university

classes, using long-distance teaching to reach out to them. The general public can enroll at UAB, but teachers from basic education are considered priorities, followed by directors, managers, and basic education officials from states, municipalities, and the Federal District.

The UAB System was created by Decree 5,800 on June 8, 2006 in order to "develop the modality of long-distance education, with the goal of expanding and diffusing the supply of higher education courses and programmes throughout the country." It promotes the long-distance education modality in public institutions of higher education, in addition to supporting research that uses innovative methods with information and communication technology. Moreover, it fosters cooperation among the Union and the federated entities, besides encouraging the creation of permanent training centers via hubs of on-location support in strategic places.

Thus, the UAB System provides the coordination, interaction, and implementation of initiatives that foster partnerships among the three spheres of government (federal, state, and municipal) and with public universities and other interested organizations, while allowing for alternative mechanisms of promotion, implementation, and execution of graduate and post-graduate courses. By planting the seed of quality public university education at distant and isolated places, it encourages the development of cities with low HDI and Ideb. Therefore, it is an effective instrument in fostering universal access to higher education and in the requalification of professors in other subjects. This strengthens schools located in inner Brazil, minimizing the supply of graduate courses in large urban centers and avoiding migrant flows to big cities.

Figure 86 displays total enrollments in the UAB System between 2007 and 2013 and shows that they have grown more than thirtyfold in the past 7 years. 104 public institutions of higher education (federal and state-level) participate in the system, with 1,148 courses offered and 818 centers of on-location assistance.



Source: MEC/CAPES

### 5.3.16. Institutional Programme of Teacher Initiation Scholarships (Pibid)

Still with regard to **quality of education**, it is worth mentioning the innovative experiment that is the Institutional Programme of Teacher Initiation Scholarships (Pibid). This initiative encourages students pursuing their licentiate degrees to find or continue in their occupations as teachers in public schools in basic education, seeking to merge practice and theory, to bring universities and schools closer together, and to improve the quality of Brazilian education.



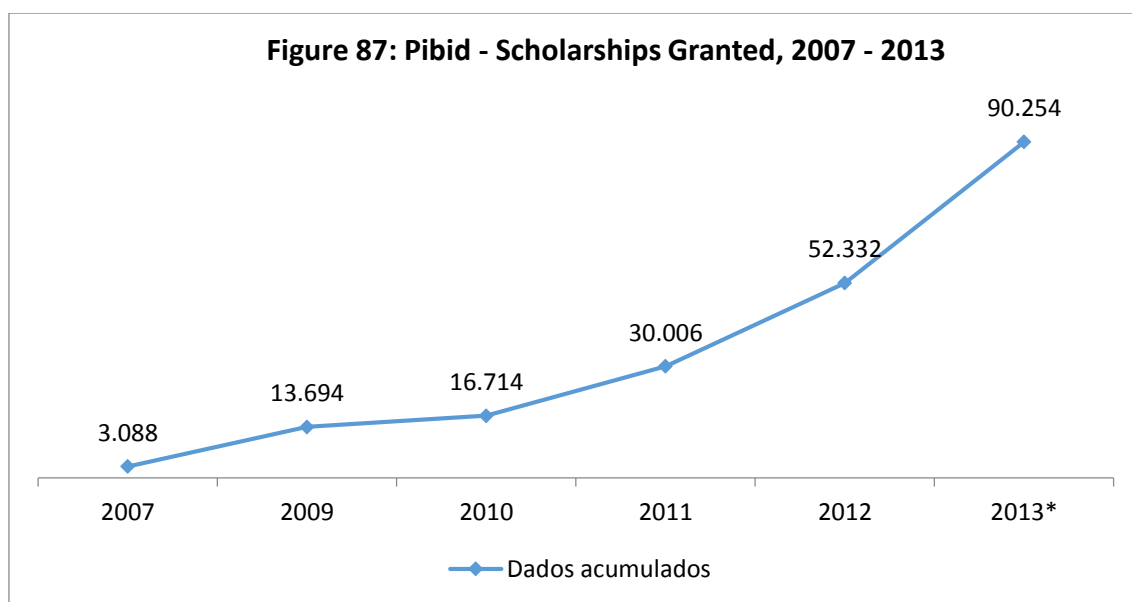
The programme grants scholarships to students in licentiate courses who partake in teaching initiation projects developed by the Institutions of Higher Education (IES) in association with basic education schools from the public system. These projects must promote the insertion of students in public schools since the beginning of their academic training in order to have them formulate teaching activities under the guidance of a professional that already holds a licentiate degree or a local schoolteacher.

After being created in 2007, Pibid's priority was to assist individuals that pursued licentiate degrees in Physics, Chemistry, Biology, and Mathematics in order to teach in secondary education, given the lack of teachers in those subjects. As of 2009, the programme was extended to all basic education, including Youth and Adult Education, Indigenous Education, Rural Education, and Quilombola Education.

The participation of Institutions of Higher Education happens through teacher initiation projects that are presented to Capes in accordance with the selection notices it publishes. Either for-profit, non-profit, public, or private IESs can partake, as long as they offer licentiate degree programmes. The institutions approved by Capes receive scholarship quotas and funds for expenses and for the development of activities pertaining to their project. Pibid scholarship winners are chosen through selection processes at IESs<sup>33</sup>, the last of which involved 313 institutions.

Aside from receiving funding, public and private non-profit institutions that participate in Pibid can gain additional financial resources to cover expenses that are essential for the execution of projects, such as the acquisition of consumer goods for activities developed at school. Capes can concede either resources for expenses or for the purchase of capital goods, as defined in the selection process.

Figure 87 shows the amount of Pibid scholarships granted per year between 2007 and 2013.



<sup>33</sup> Five modalities of scholarships exist for participants of the institutional project: **Teacher Initiation**, for students pursuing their licentiate degrees in fields encompassed by the subproject; **Supervision** – for public school teachers in basic education that supervise at least five and at most ten scholarship holders; **Area Coordination** – for professors that coordinate subprojects; **Coordination of the field of educational process management** – for teachers who aid in the IES's project management; and **Institutional Coordination** – for the teacher that coordinates a Pibid project at an IES. Scholarship money is paid directly to scholarship holders by Capes, via bank credit.

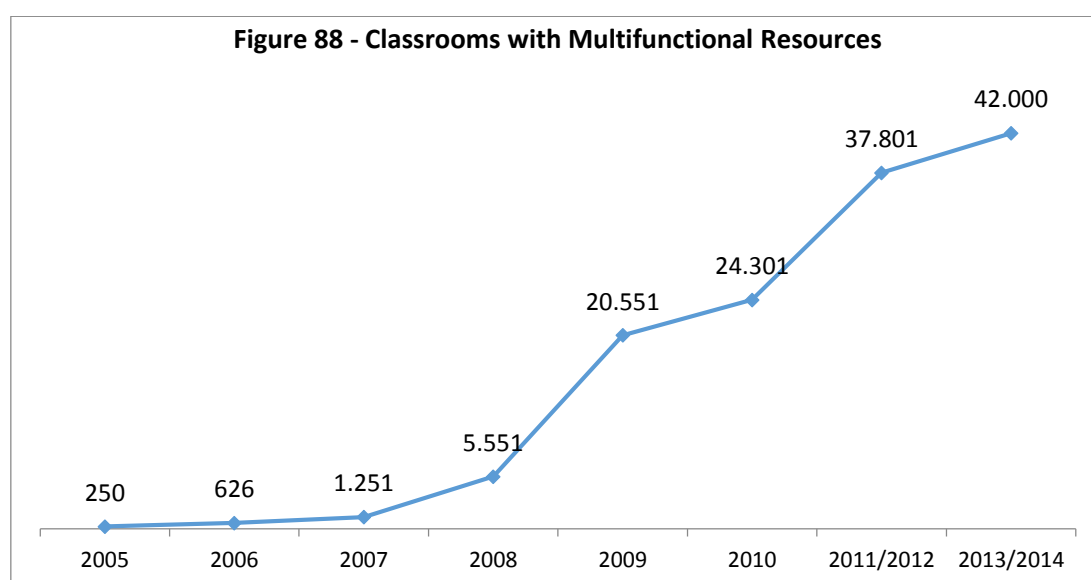
Source: MEC/CAPES (\*) As of 2013, no new data has been compiled.

The Institutional Programme of Teacher Initiation Scholarships for Diversity (Pibid-Diversidade) aims to perfect professors' initial training for teaching in indigenous and rural schools. The programme grants scholarships to students who enroll in licentiate degree courses in the Intercultural Indigenous area and in Rural Education, in order to develop teaching activities in indigenous and rural basic education schools (including quilombola, extractive, and riverside schools).

### 5.3.17. Programme for the Implementation of Multifunctional Resources Rooms

As a means of supporting school inclusion, the Programme for the Implementation of Classrooms with Multifunctional Resources was established under the auspices of the National Policy of Special Education for the Outlook of Inclusive Education (MEC, 2008) and Decree 7,611/2011, aiming to uphold the organization and supply of specialized educational assistance for students with disabilities, those with development problems, or gifted students enrolled in regular education. According to the Operational Guidelines for Specialized Educational Assistance, Resolution CNE/CN 4/2009, this aid supplements the education of these students by providing services, accessibility resources, and strategies that eliminate the barriers to their full participation in society and to the development of their learning.

To fulfill that goal, 42,000 classrooms with multifunctional resources – such as special equipment, furniture, reading materials, and accessibility resources – have been installed, considering that the supply of specialized educational assistance is in 49% of all public schools with special needs students enrolled, in 93% of Brazilian municipalities. These schools received continuous training programmes for teachers that work with special education, financial aid to guarantee the architectural accessibility of school buildings, and money for the acquisition of assistive technology.



The strategies, policies, and programmes explained in this report certainly do not comprise the whole list of actions taken by Brazil for the achievement of the EFA goals. They express, however, the path taken by Brazil in its considerable efforts to expand access and improve the quality of its education system, which include the goals established at Dakar. Part

4, introduced ahead, illustrates some of the challenges faced by the country in its attempts to amplify the right to education.

## Part 4: CHALLENGES AHEAD

Part 4 deals with the coming challenges related to the Dakar goals to be faced by Brazil, arranged under three topics. The first deals with the EFA goals, identifying their interfaces with targets of the Brazilian National Education Plan (PNE); the second presents this set of PNE targets, which will guide the directions of Brazilian education in the coming years; and the third takes up the initial Picture of this Report (Picture 1), associating it to the World Education for All Conferences of Jomtien, Dakar and Korea.

### 1. Interfaces among the challenges – EFA and PNE

As seen in the discussions on results and strategies, Brazil has sought, through its educational policies, to respond to the challenges set forth in Dakar. The responses have been diverse and varied, according to the scope and reach of the different goals, and leaving areas where considerable challenges still remain. Some targets of the National Education Plan 2011/2020, approved by the National Congress in June 2014, present expressive interfaces with the EFA goals (Box 4).

**Box 4: EFA Goals and PNE Targets**

EFA Goals	PNE Targets
1. Early childhood care and education	1. Early childhood education (expansion of day care and universal preschool)
2. Universal primary education	2. Primary education (universal Access and completion at the right age)
3. Youth and adult skills	3. Secondary education (universal access and enrolment at the right age) 10. Youth and adult education integrated with professional education (25% of the enrolment of primary and secondary education) 11. Professional education at the secondary level (increase enrolment three-fold and ensure that 50% of places are free of cost) 12. Higher education (expansion of access, especially for the population 18-24 years old)
4. Adult literacy	9. Eradicate illiteracy and decrease functional illiteracy (50%)
5. Gender parity and equality	
6. Quality of education	5. Literacy at the right age (8 years, 7 years and, by the end of the PNE, 6 years) 6. Full-time education (50% of schools and 25% of basic education pupils) 7. Quality of basic education (improvement of the Basic Education Development Index – Ideb) 15. Training of education professionals (initial and continuous) 16. Training of basic education teachers (continuous training and post-graduation) 17. Valuing public sector teachers (salary equated to other professionals’) 18. Career for basic and higher education professionals (plans and salary threshold) 20. Public investment in education (10% of GDP)

Source: EFA goals and PNE targets.

The fact that the targets of PNE 2011/2020 are closely articulated to the EFA goals indicates the permanence of the challenges set forth in Dakar. As seen above, there are 13 targets, among a set that includes the different levels and modalities of teaching, presented below in greater detail, which can be articulated with the EFA goals.

## 2. Challenges of the National Education Plan (PNE)

The elaboration of the National Education Plan (PNE) is a constitutional determination, pursuant to Article 214 of the Brazilian Constitution of 1988:

The Law shall establish the pluriannual national education plan, with a view to the coordination and development of teaching, at its various levels, and to the interaction of the Government actions leading to:

I – eradication of illiteracy;

II – universalization of school assistance;

III – improvement of the quality of education;

IV – professional training;

V - humanistic, scientific and technological advancement of the country.

VI – stipulation of an amount of public funds to be invested in education as a proportion of the gross domestic product.

Such a process involves the participation of all three spheres of government, plus civil society, and its discussion takes place in the National Congress. The first National Education Plan conceived under the 1988 Constitution was PNE 2001/2010 (Law 10,172 of January 9, 2001), whose presidential sanction took place in the context of the EFA goals set forth in Dakar. However, the trajectory of PNE 2001 – 2010 began long before its promulgation date.

The same process took place with PNE 2011 – 2020. The original bill (PL 8,035/2010) was sent by the Executive to the Congress on December 2010, and it has been the object of different versions and of Public Hearings<sup>34</sup>. In June 2014, PNE was approved in the National Congress, to be in force in the period 2014 – 2023. The text, with 14 articles, includes 20 targets aiming at universal preschool care, primary and secondary education, eradication of illiteracy, expansion of access to non-mandatory education, among others. PNE's targets are:

**Target 1:** to reach by 2016 universal early childhood education for children aged from 4 (four) through 5 (five) years and expand the offer of early childhood education in child care centers so as to provide attention to at least 50% (fifty per cent) of children up to 3 (three) years of age by the end of the present PNE's life cycle.

**Target 2:** to provide universal 9 (nine) years of primary education to the entire population aged from 6 (six) through 14 (fourteen) years and to ensure that at least 95% (ninety-five per cent) of pupils conclude this step at the recommended age by the last year of the present PNE's life cycle.

**Target 3:** to provide by 2016 universal school attention to the entire population aged from 15 (fifteen) through 17 (seventeen) years old and to raise the net enrolment rate in secondary education to 85% (eighty-five per cent) by the end of the present PNE's life cycle.

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<sup>34</sup> Information on the contents and process of PNE 2011/2020 can be obtained in the Chamber of Deputies and Senate internet pages. Other sources are the PNE OBSERVATORY (Available at: <<http://www.observatoriodopne.org.br/>>), developed by the organization All for Education and the National Campaign for the Right to Education's site "PNE PRA VALER" (Available at: <<http://pnepravalor.org.br/>>).

**Target 4:** to provide universal access to basic education to the population aged 4 (four) through 17 (seventeen) years with handicaps, pervasive development disorders and high functioning as well as to specialized educational attention, preferably at the regular education network, ensuring an inclusive educational system, multifunctional resource rooms and specialized classes, school or services, public or contracted.

**Target 5:** to teach all children to read by the end of the 3rd (third) grade of primary education, at most.

**Target 6:** to provide full-time education in at least 50% (fifty per cent) of public schools, so as to provide attention to at least 25% (twenty-five per cent) of primary education's pupils.

**Target 7:** to foster the quality of basic education in all its steps and modalities, improving the school flow and learning in order to achieve the following national Ideb averages:

IDEB	2015	2017	2019	2021
Initial grades of primary education	5.2	5.5	5.7	6.0
Final grades of primary education	4.7	5.0	5.2	5.5
Secondary education	4.3	4.7	5.0	5.2

**Target 8:** to raise the average schooling of the population aged 18 (eighteen) through 29 (twenty-nine) years so as to reach at least 12 (twelve) years of schooling by the last year of the present PNE's life cycle for rural populations, in the country's region of less schooling and for the poorest quartile (twenty-five per cent) of the population, and to equalize the average number of years of schooling between blacks and non-blacks as self-declared to the Brazilian Institute of Geography and Statistics Foundation - IBGE.

**Target 9:** to raise the literacy rate of the population aged 15 (fifteen) and more years to 93.5% (ninety-three and a half per cent) by 2015 and to eradicate absolute illiteracy and decrease by 50% the functional illiteracy rate by the end of the present PNE's life cycle.

**Target 10:** to provide at least 25% (twenty-five per cent) of the youth and adult education enrolment in primary and secondary education in integration with professional education.

**Target 11:** to increase three-fold the number of places in technical professional education at the secondary level, ensuring the quality of the offer; at least 50% (fifty per cent) of these new openings shall take place in the public system.

**Target 12:** to raise the gross enrolment rate at higher education by 50% (fifty per cent) and the net rate to 33% (thirty-three per cent) of the population aged from 18 (eighteen) through 24 (twenty-four) years, ensuring the quality of the offer; at least 40% (forty per cent) of this expansion shall take place in the public system.

**Target 13:** to raise the quality of higher education and expand the proportion of masters and doctors among the active faculty in the whole higher education system to 75% (seventy-five per cent), with at least 35% (thirty-five per cent) of the total being doctors (PhDs).

**Target 14:** to gradually raise the enrolment in post-graduation *stricto sensu* courses, in order to achieve an annual number of 60,000 (sixty thousand) new masters and 25,000 (twenty-five thousand) new doctors.

**Target 15:** to ensure, in collaboration among the Union, the states, the Federal District and the municipalities, within 1 (one) year of the entry in force of the present PNE, a national policy for the training of education professionals pursuant to Law 9,394, art. 61, *caput*, I, II and III, of 20 December 1996, ensuring that all basic education teachers have specific college-level training, at the licentiate level, in their respective areas of knowledge.

**Target 16:** to train at the post-graduation level 50% (fifty per cent) of basic education teachers by the last year of the life cycle of the present PNE, and to ensure to all basic education professionals continuous training in their respective area of activity, taking into account the needs, demands and context of the teaching systems.

**Target 17:** to appreciate the teachers of the public basic education systems so as to equate their average income to that of other professionals with equivalent schooling, by the end of the sixth year of the present PNE.

**Target 18:** to ensure, within 2 (two) years, the existence of career plans for the public basic and higher education professionals from all education systems and, for the career plan of public basic education professionals, taking as reference the national professional salary threshold, defined by federal law, pursuant to art. 206, VIII of the Federal Constitution.

**Target 19:** to ensure conditions, within 2 (two) years of the entry into force of the present PNE, to have an effective democratic management of education, associated to technical criteria of merit and performance and to public consultation to the school community, within the scope of public schools, planning resources and technical support from the Union for it.

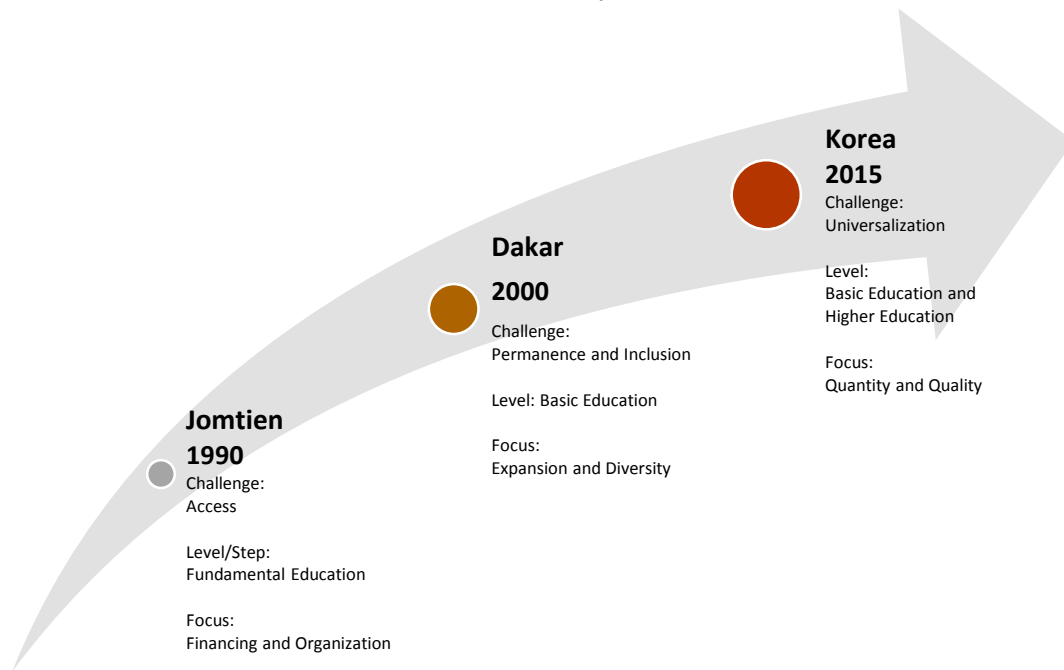
**Target 20:** to expand public investment in public education, so as to reach a threshold of at least 7% (seven per cent) of the country's Gross Domestic Product - GDP by the 5th year after the entry into force of this Law and at least the equivalent to 10% (ten per cent) of the GDP at the end of the decade.

The twenty targets of PNE 2014/2023 indicate the directions that the country intends to pursue concerning access to, permanence and quality of the education of children, youth and adults. Some coincide with the six EFA goals set forth in Dakar. Other represent current priorities specific to Brazil, either in terms of inclusion of more vulnerable segments of the population or of answer to requirements of the job world and of the society of knowledge.

### 3. Other Challenges Ahead

The existence of a National Education Plan with 20 (twenty) targets to be met by 2023 indicates that, in spite of considerable progress, the country still has major challenges ahead in the coming years. In an effort of final synthesis, it is worthwhile to go back to the image that began our current reflection, this time to consider the challenges associated to the 3 (three) conferences (Picture 9).

Picture 9 – Conferences/Milestones



The three major conferences – two already held and one still to come – point to different priorities and strategies. Actually, it could not be otherwise. Each historic period has its own problems and challenges; new achievements vest them with new meanings. For this very reason, we need to recall the words of one of the great Brazilian educators of the past: “education is a never-ending work. And it doesn’t reach perfection just because the heads of government desire it to be so” (LOURENÇO FILHO, 1940).

At the time of the Education for All World Conference in Jomtien (1990), Brazil had numerous challenges to face. Without detracting the others, the main challenge at the time was the expansion of access to basic education. The reforms of the 1990s are associated with this goal and hence they dwell on the organization of Brazilian education in a way to ensure its better financing. As seen previously, the creation and implementation of Fundef was associated with this goal.

The World Education Forum in Dakar (2000) added new challenges. The six goals defined there coincided with the definition of new priorities in education policy. After the access to basic education was ensured, it became possible to improve school permanence, expanding steps and modalities not contemplated with equal emphasis in the previous decade. The most recent period, still current, corresponds to a moment of opening opportunities to segments previously excluded from the attention and focus of public policies.

Thus, the 21<sup>st</sup> century is being shaped as the century of inclusion. This process has many dimensions, some already contemplated in this report, but go beyond the field of school education.

To the next World Conference of Education for All, to be held in Korea in 2015, Brazil will bring a balance of the road travelled since Dakar, expecting to face the targets already set within the horizon of its National Education Plan and of the goals common to the countries to be set at that time. There is certainly much to be done in terms of expansion of access, particularly concerning early childhood education, secondary education and higher education, as well as

segments previously excluded and now contemplated through the inclusion and diversity policies. The challenge for the coming years is universal access. The focus of education policy must seek the balance among quantitative and qualitative targets, a challenging way, particularly when we consider how much there remains to be achieved in terms of reduction of inequalities.

Education quality implies caring (more and better) for the teachers, nuclear subjects of the educative processes, without whose contribution the initiatives to expand and improve school systems are faded to failure. It also requires a special emphasis on curricular issues, paying attention to avoid that evaluation policies in large scale impose restrictive patterns to the work of teachers and to the pupils' learning.



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## Annex 1 – Timeline

Year	Coverage//	Milestone
1988	National	Federal Constitution
1990	International	World Conference on Education for All (Jomtien, Thailand, 5 - 9 March 1990) “World Declaration on Education for All” – “Framework of Action to Meet Basic Learning Needs” World Summit for Children
1992	National	Conference on Environment and Development
1993	International	World Conference on Human Rights
	National	National Plan for Education for All (1993/2002)
1994	International	World Conference on Special Needs Education: Access and Quality – “Salamanca statement”
	National	National Conference for Education for All (Brasília, 29 August – 2 September 1994)
1995	International	World Summit for Social Development Fourth World Conference on Women
1996	International	Intermediate Meeting of the International Consultative Forum on Education for All
	National	Constitutional Amendment 14/1996 – Alters articles of the Federal Constitution, defining the responsibilities of the Public Powers. Law of Guidelines and Foundations of National Education (LDB) – Law 9,394/96 Law 9,424/96 – Creates the Fund for the Maintenance and Development of Elementary Education and for the Appreciation of the Teaching Profession (FUNDEF)
1997	International	V International Conference on Adult Education (CONFINTEA V) – Hamburg, Germany. International Conference of Child Labour
1998	National	Implementation of FUNDEF in all units of the federation National Education Plan – Executive proposal to the National Congress
2000	International	Millenium Summit – Declaration and the Millenium Development Goals (MDG): A framework for progress. World Education Forum (Dakar, Senegal) – “Dakar Framework for Action”
	National	Brazilian National Report EFA 2000. Education for All. 2000 Assessment
2001	National	Sanction of the National Education Plan – PNE 2001/2010 – Law 10,172/2001)
2003	National	Law 10,639/2003 – Mandatory teaching of Afro-Brazilian history and culture in public and private primary and secondary teaching institutions
2004	National	<b>Resolution CP/CNE 1 of 17 June 2004 – Establishes National Curricular Guidelines for the Education on Ethno-Racial Relationships and on African and Afro-Brazilian History and Culture</b>
2006	National	Constitutional Amendment 53/2006 – Creates the Fund for the Maintenance and Development of Basic Education and for the Appreciation of Education Professionals (FUNDEB) Law 11,274/06 – Alters the wording of arts. 29, 30, 32 e 87 of Law 9,394 of 20 December 1996, which establishes the guidelines and foundations of national education, disposing on the duration of 9 (nine) years for primary education, with mandatory enrolment beginning at 6 (six) years of age.
2007	National	Law 11,494/07 – Regulates FUNDEB Implementation of FUNDEB in all units of the federation begins Institutionalization of the Education Development Plan (PDE)
2008	National	Law 11,738/08 – Institutes the national professional minimum salary for basic education teachers in the public sector
2009	International	Sixth International Conference on Adult Education (CONFINTEA VI) – Belém, Brazil
	National	Constitutional Amendment 59/2009 – Expands the age of mandatory and free schooling for every individual from the age of four through the age of seventeen, determining its progressive implementation through the year 2016, including the assurance of its free offer to all those who did not have access to it at the for proper age
2010	National	National Conference on Education (CONAE/2010) – Brasília, 28 March - 1 April 2010. National Education Plan for the decade 2011-2020 (PNE-2011/2020) – Executive sends bill (PL 8,035/10) to the National Congress.
2012	National	PNE-2011/2020 – approved by the Chamber of Deputies

2013	National	<p>Law 12,796/13 – Alters Law 9,394 of 20 December 1996, which establishes the directives and bases of national education, disposing on the formation of education professionals and other arrangements.</p> <p>PNE-2011/2020 – bill (PLC 103/2012) approved by the floor of the Senate on 17 December 2013. Text approved by the Chamber of Deputies’ Special Commission on 6 May 2014, waiting floor vote.</p>
2014	National	<p>National Congress approves PNE 2014 – 2023.</p> <p>II National Conference on Education (CONAE/2014) – Brasília, 19 – 23 November 2014.</p>



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