

# EQUALITY OF CONDITIONS FOR ACCESS TO AND PERMANENCE IN SCHOOL

Brazil's response to the Convention and  
Recommendation against discrimination in Education

9<sup>TH</sup> CONSULTATION: 2012-2015



MINISTÉRIO DA  
EDUCAÇÃO



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(9th Consultation: 2012-2015)

Brasília - Brazil  
Ministry of Education  
19 October 2016

Published by: Ministry of Education in Brazil

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Cover photo by: Mila Petrillo

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This report was elaborated by the Ministry of Education in Brazil in response to the UNESCO ninth consultation of Member States on the implementation of the Convention and Recommendation against Discrimination in Education.

This Agreement aims to contribute to the formulation and implementation of integrated policies to improve equity and quality of education at all levels of formal and non-formal education. The authors are responsible for the choice and presentation of facts contained in this report.

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## INTRODUCTION

Brazil is a State Party to the Convention (and Recommendation) against Discrimination in Education<sup>1</sup>, adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) in 1960. There have been major changes since then. The following report traces Brazil's approach to the question of discrimination in education between 2012 and 2015 in the context of the 9th Consultation undertaken by UNESCO. The report focuses on relevant legislation, government initiatives and progress indicators in the sphere of education in Brazil<sup>2</sup>.

In the period covered by the 9th Consultation important measures were introduced. These included policies covering the introduction of quotas to facilitate broader access to higher education (Law No. 12,711/ 12), changes in the National Education Guidelines and Framework Law (amended by Law No. 12,796/13), approval of a National Education Plan (PNE) strongly oriented toward ridding the education systems of all forms of discrimination (Law No. 13,005/ 14), development of programs and actions to promote and affirm social diversity in Brazil, and enactment of Law No. 13,185/15 designed to combat systematic discrimination (bullying). The report provides details of these and other initiatives. It also outlines the general and specific legal measures for combating discrimination in education, and describes the educational indicators and actions as evidence of the progress made by Brazil in this area, as well as the challenges still to be faced.

Some of the initiatives mentioned here have already been addressed in the report *Education for All in Brazil - 2000/2015* (MEC, 2014), submitted to the World Education Forum (WEF), held in Incheon, South Korea in May 2015. Other actions described in our report are more closely linked to discrimination and reflect the main proposals for the Convention and Recommendations adopted by the General Conference of the United

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<sup>1</sup> Under the terms of the UNESCO Convention, education refers to "all types and levels of education, and includes access to education, the standard and quality of education, and the conditions under which it is given". (UNESCO, 1960, Art. 1, Sub-clause 2)

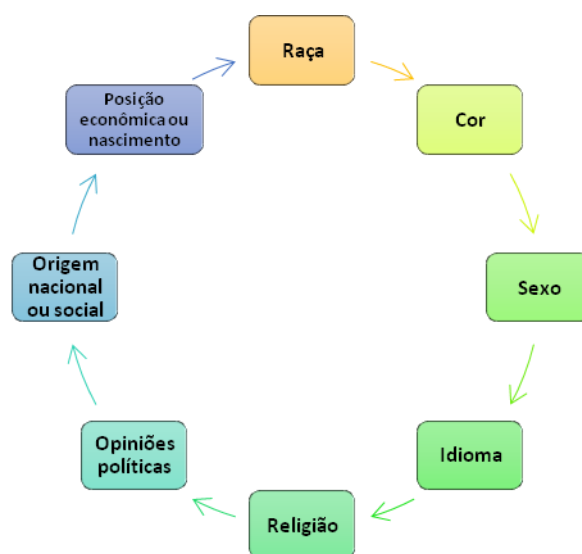
<sup>2</sup> We used official Brazilian indicators for this report. Note that we examined various databases, but it was not possible to standardize data to make it totally compatible with the period covered by the 9th Consultation. Note also that some 2014 and 2015 data were not available when the report was drafted. Finally, in order to understand the scope of some of the initiatives, we extended timeframes to ensure a more realistic perspective.

Nations Educational, Scientific and Cultural Organization (UNESCO) in 1960, which defined the term "discrimination" as :

any distinction, exclusion, limitation or preference which, being based on race, color, sex, language, religion, political or other opinion, national or social origin, economic condition or birth, has the purpose or effect of nullifying or impairing equality of treatment in education. (Art.1).

The elements of discrimination as described in Article 1 above are contained in the UNESCO guidelines for the organization of this Report. Figure 1 illustrates the extent of the problem in sequential form:

**Figure 1- 1960 Convention  
The Elements of Discrimination**



Source: Elaboration by the author, 2016

In order to understand the context in which the measures against discrimination in education in Brazil are placed, it is worth examining some of the legal bases in which they are anchored. These include the guidelines contained in the Federal Constitution of 1988 and the *National Education Guidelines and Framework Law* (Law No. 9394/96), especially the measures that address equality before the law and equality of opportunity<sup>3</sup>.

<sup>3</sup> Law No. 12,433/11, which amended Law No. 7,210 / 84 - the Law of Penal Sentences Execution - provides for remission of part of the sentences of prisoners who study and equip themselves for employment.

## **I. THE RIGHT TO EDUCATION AND EQUAL OPPORTUNITIES**

The Federal Constitution of 1988 and the National Education Guidelines and Framework Law (Law No. 9394/96) are the principal tools for ensuring the right to education in Brazil.

The Constitution, in Article 6 (Basic Principles), states that education is a social right:

Education, health, food, work, housing, leisure, security, social security, protection of motherhood and childhood, and assistance to the destitute, are social rights, as set forth in this Constitution.

According to the Constitution and the National Education Guidelines and Framework Law (LDB), education is the "right of all and a duty of the State and the family" (Federal Constitution, Art. 205 and LDB, Art. 2) and shall be "promoted and fostered with the cooperation of society, with a view to the full development of the person, his preparation for the exercise of citizenship and his qualification for work" (Federal Constitution, Art. 205). These constitutional and LDB principles are clearly aimed at antidiscrimination in general and in the educational sphere in particular.

The duty of the State towards public schooling is wide-ranging (Article 4) and is to be fulfilled in the following terms:

I - Compulsory and free basic education for children between 4 and 17 years of age, organized as follows: (amended by Law No. 12,796, 2013)

a) pre-school (included by Law No. 12,796, 2013)

b) primary education (included by Law No. 12,796, 2013)

c) secondary education (included by Law No. 12,796, 2013);

II - Free early childhood education for children up to 5 (five) years of age (amended by Law No. 12,796, 2013);

III - Free specialized education for students with disabilities, global development disorders, and those with high abilities or who are exceptionally gifted, at all levels, stages and modalities, preferably within the regular school system (amended by Law No. 12,796, 2013);

IV - Free public access to primary and secondary education for all who have not completed it at the correct age (amended by Law No. 12,796, 2013);

V - Access to higher levels of education, research and artistic creation according to individual capacity;

VI - Regular night courses appropriate to the student's circumstances;

VII- Regular schooling for youth and adults, with characteristics and procedures appropriate to their needs and availability, ensuring that those in work have access to, and conditions that enable them to regularly attend, school;

VIII- Assistance to students at all stages of basic education via supplementary programs that provide school materials, transportation, food and health care (amended by Law No. 12,796, 2013);

IX - Minimum standards of educational quality, defined as the variety and minimum quantity per student of essential inputs for developing the teaching-learning process;

X - Places in public day-centers or primary schools for all by the age of 4 (included by Law No. 11,700 of 2008).

A number of key changes introduced by Law No.12,796 of 2013 altered and updated the State's duties referred to in the LDB. This law also contained a set of new guidelines on teacher training.

It is important to note that according to the Federal Constitution (Article 208, I), and ratified by the LDB, Basic Education is a subjective public right, as follows:

Art. 5 - The access to compulsory basic education is a subjective public right, and any citizen, group of citizens, community association, trade union, professional association or other legally constituted entity, and moreover the Public Ministry, can demand fulfillment of this right (amended by Law No. 12,796, 2013).

The introduction of the concept of "subjective public right"<sup>4</sup> now makes it possible for citizens and groups to demand fulfillment of their right to basic education. In this respect, the social right to education is expanded, given that it is now applicable to individuals. It should be noted that during the first 20 years of the 1988 Constitution's existence, only primary education was compulsory, meaning that the subjective public right to schooling was effectively restricted to primary education. However, from 2009, after approval of Constitutional Amendment No. 59/2009, this "subjective public right" began to be applied to all basic education. This benefited the entire school population aged between 4 and 17 and ensured that basic education would be provided free of charge for those who previously had no access to it. This measure represents a significant response to the challenge of access, especially benefiting small children since "pre-school" (the second stage of

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<sup>4</sup> According to Duarte (2004, p. 113), "subjective public right gives individuals the opportunity to transform the general and abstract in a particular legal system into something that is the individual's own... by triggering the legal norms (objective right) and transforming them into one's right according to one's own devices (subjective right).

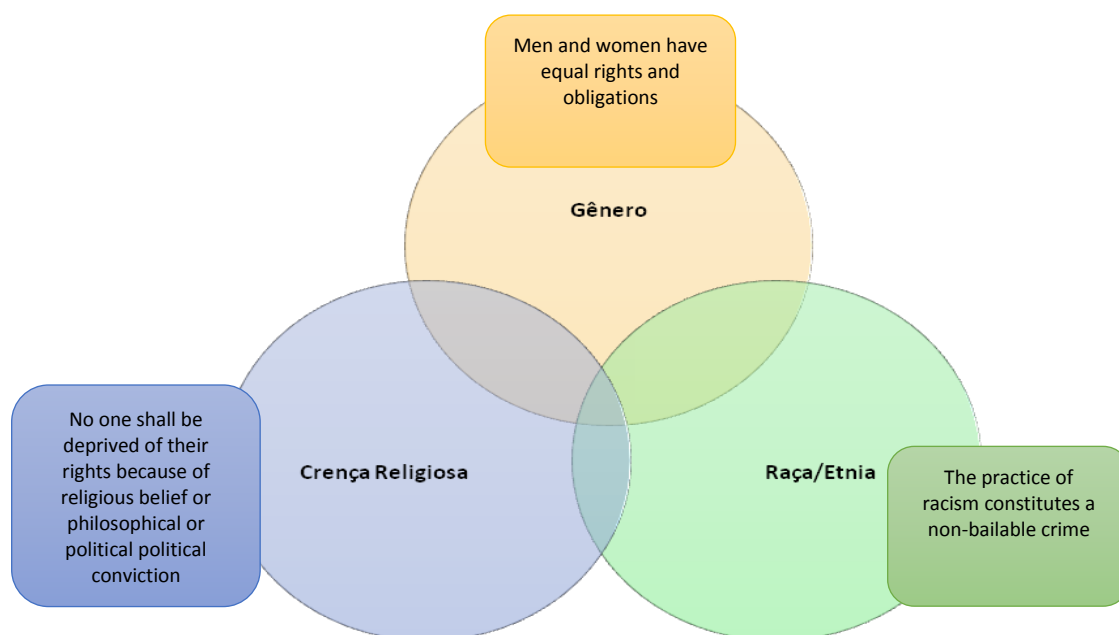


early childhood education) and primary education were henceforth made compulsory<sup>5</sup>.

In terms of equality, the 1988 Federal Constitution reaffirms three of the core elements contained in the Convention against Discrimination: gender, race and/or ethnicity and religious belief. The Constitution, in Article 5, states that "all are equal before the law without distinction of any kind". The question of equality is also addressed in some of the measures under the same Article, determining that "men and women are equal in terms of rights and obligations" (Article 5, item 1) and also that "no-one will be deprived of their rights because of religious belief or philosophical or political convictions" (Article 5, item VIII). Finally, "the practice of racism is a non-bailable and inalienable crime, subject to imprisonment under the law" (Art. 5, item XLI).

Figure 2 shows the main constitutional provisions that reflect the guidelines of the Convention and the Recommendations:

**Figure 2 – 1988 Constitution: The elements of equality**



Source: Prepared by the consultants, 2016

<sup>5</sup> According to the National Education Plan (PNE) approved by Law No. 13.005/2014, early childhood education in preschool must be universalized by year 2016 for children between four and five years old (Goal 1). The same applies to compulsory secondary education for students aged between 15 and 17 (Goal 3). See the final part of this report: "Challenges".

The principle of equality, as one of the pillars of a democratic state, is contained in other constitutional provisions on education, including "equal conditions of access and permanence in school" (Federal Constitution Art. 206, I) - also endorsed by the National Education Guidelines and Framework Law (Law 9394/96, Article 3, I). Equality can arise from e.g. inequality of educational access and permanence, and is an essential requirement for overcoming discrimination in education. A number of important steps were taken by Brazil during the period covered by the 9th Consultation (2012-2015) to ensure compliance with these legal and constitutional provisions. These will be addressed more fully in our general considerations about education and its respective levels.

Before examining in more detail the measures taken to prevent and eliminate discrimination in education it is worth looking at some aspects regarding the organization of education in Brazil in the context of the Convention/Recommendation.

### **I.1. Organization of school education in Brazil**

The Federal Constitution of 1988 states that education in Brazil is a right of all and the duty of the State and family (Art. 205), with public education organized on the basis of a "collaborative arrangements" between the federal, state and municipal governments as well as that of the Federal District (Art. 211) and private sector education providers (Article 209). Access to compulsory education is free and a subjective public right, and the public authorities are responsible if they fail to provide education, or provide it on an irregular basis (Art. 208, VII § 1 and 2).

Under Brazilian law, school-level education is organized in two stages: (i) basic education, comprising early childhood education, primary and secondary education, and (ii) higher education. Figure 1 indicates the various stages and levels involved.

**Table 1 –Structure of the Brazilian Educational System– Law No. 9394/96**

Levels	Stages		Duration	Age group
	Early childhood education	Nursery	3 years	0 - 3 years
		Pre-school	2 years	4 - 5 years
	Primary education		9 years	6 – 14 years
	Secondary education		3 years	15 – 17 years
Higher education	Higher education		Variable	Over 18 years

Source: Compiled from the LDB (Brazil, 1996)

The various educational levels and stages comprise different educational modalities referring to specific target population groups and themes. These

are: special education, vocational education, distance education (DE), youth and adult education (EJA), indigenous education, quilombola (maroon communities) education and rural education. Table 2 shows the relationship between education stages and the different types of education. It is important to note that the Federal Constitution guarantees the political, cultural, educational and linguistic rights of indigenous peoples, regulated by Law No. 9.394/96, the PNE - Law 13,005 / 2014, and the National Education Council (CNE)<sup>6</sup>.

**Table 2 –Education Modalities–Law No.9394/96**

levels	Stages		levels
Basic education	Early childhood education	Basic education	Indigenous School Education, Special Education, Rural Education, Quilombola (Maroon Communities) School Education
	Primary education		
	Secondary education		
Higher education	Ensino Superior	Postgraduate	
		Graduate	

Source: Compiled from the LDB (Brazil, 1996)

The majority of children, youths and adults enrolled in basic education frequent public schools, unlike the situation at the higher education level (Table 1).

**Table 3 –Distribution by Education Level and Enrollment in the Public Education Network, Brazil, 2014**

Level- Education Stage/Modality	Total enrollment	Public network	% Public network
Nursery	2.891.976	1.830.291	63,3
Preschool	4.964.015	3.703.486	74,6
Primary school	28.459.667	23.982.657	84,3

<sup>6</sup> National Curriculum Guidelines for Indigenous Basic School Education (CNE - Chamber of Basic School Education, Opinion No. 13 and Resolution No. 05 of 2012); National Curriculum Guidelines for Quilombola Basic School Education (CNE - Chamber of Basic Education, Opinion No. 16 and Resolution No. 08 of 2012); Education Guidelines for Itinerant Peoples (CNE - Chamber of Basic Education, Opinion No. 14/2011 and No. 03/2012 Resolution); National Curriculum Guidelines for the Education in Racial-Ethnic Relations and the Teaching of Afro-Brazilian Culture (CNE - Full Council, Opinion No. 03 and Resolution No. 01, 2004); National Guidelines for Training Indigenous Teachers in Higher and Secondary Education Courses (CNE - Full Board Opinion No. 6/2014 and Resolution No. 1/2015 - National Guidelines for Training Indigenous Teachers); Operational Guidelines for the implementation of teaching of the history and cultures of indigenous peoples at the basic education level ( Law No. 11,645 / 2008) - CNE - Chamber of Basic Education, Opinion No. 14/2015; Guidelines for promoting access to education by recently-contacted indigenous peoples (CNE - Chamber of Basic Education, Opinion No. 9/2015).

Secondary school	8.300.189	7.229.831	87,1
Special education	188.047	51.745	27,5
EJA	3.592.908	3.435.682	95,6
Higher education (graduate)	7.828.013	1.961.002	25,0

Source: INEP. School Census, 2014

Responsibilities for basic education are officially shared between the federative entities. The municipalities are responsible for providing early childhood (0-5 age range) and primary school (6-14 age range) education, although responsibility for the latter is shared with the State governments, which are also responsible for providing secondary education for 15 to 17-year-olds. The Federal Government retains a 'complementary' and 'redistributive' function for basic education throughout the country. This means that in the event of educational imbalances emerging between the federative units, networks and schools, the central government can seek to ensure a more equal spread of educational opportunities while complying with minimum educational standards. The Federal Government is responsible for formulating standards and allocating financial resources. Meanwhile, its 'complementary' function is "to guarantee equality of opportunity and a minimum standard of educational quality through the provision of technical and financial assistance to the States, the Municipalities and the Federal District" (Federal Constitution 1988, Art. 211, 1, revised by Constitutional Amendment 14/96).

Changes that have occurred in Brazil over last decade include the introduction of important legal frameworks, such as the boost given to the funding of basic education in 2006/2007 following the creation of FUNDEB (*Fund for the Maintenance and Development of Basic Education and for Enhancing the Value of the Teaching Profession*) (Constitutional Amendment No. 53/2006; Law No. 11949/2007). A further key change was introduced by Constitutional Amendment No. 59/2009 which stipulated an increase in the duration of compulsory education for children and youths (from age range 7-14 to age range 4-17 years). This initiative is being implemented gradually and is expected to apply to the entire country by 2016.

## **I.2. Equal educational opportunities**

Equality of opportunity in the education sphere is a fundamental concern in Brazil's antidiscrimination policies.

The 1988 Constitution highlights equality of opportunity by stating that "all are equal before the law without distinction of any kind" (Art. 5). This principle, of fundamental importance for combating discrimination in

education, is at the very heart of the Constitutional chapter on education which includes "equality of conditions for access and permanence in school" (Art. 206, I) among the guiding principles of education in this country. Equality of educational opportunity is a core value and a strategic element in Brazil's education policy that paves the way for initiatives designed to ensure access, permanence and achievement at school for all children, youth and adults, including those who were unable to access education at the correct age.

With a view to ensuring equal access to all educational levels in Brazil, certain actions were continued or introduced during the timeframe of the UNESCO 9th Consultation. Some of these initiatives involved the creation of government programs and initiatives for the prevention and/or elimination of discrimination in education. Others related to projects and programs, and the enactment of specific legislation aimed to combat discrimination or ensure equal conditions of access for people of lesser socioeconomic standing.

### **I.2.1. Department for Continuing Education, Literacy, Diversity and Inclusion (SECADI)**

The establishment of SECADI in 2004 was an important step towards boosting equity-oriented policies for the population groups most vulnerable to discrimination. As a component of the administrative structure of the Ministry of Education (MEC), this body's main function is to coordinate public policies for expanding access to education for all citizens (taking account of gender, age, race and ethnic origins) with other MEC departments responsible for managing formal education, including the Secretariat for Basic Education (SEB), the Secretariat for Technical Education (SETEC), the Secretariat for Higher Education ( SESU) and the Secretariat for Institutional Coordination of Education Systems (SASE).

SECADI's primary responsibility is to design and implement public policies that can contribute to combating educational inequalities at the basic and higher education levels, with particular emphasis on the following:

- Youth and Adult Education - Lifelong Literacy and Education
- Special Inclusive Education
- Education in Racial-Ethnic Relations

- Indigenous Schooling
- Education for the remaining quilombo (maroon) areas
- Rural Education
- Human, Citizenship and School Inclusion Rights

Established with the goal of meeting the needs of the country's most vulnerable population groups, SECADI follows an intersectorial policy agenda containing initiatives targeted at preventing and combating discrimination in education through programs and actions that dovetail with other MEC policies at all education levels and in every educational modality.

### **Youth and Adult Education**

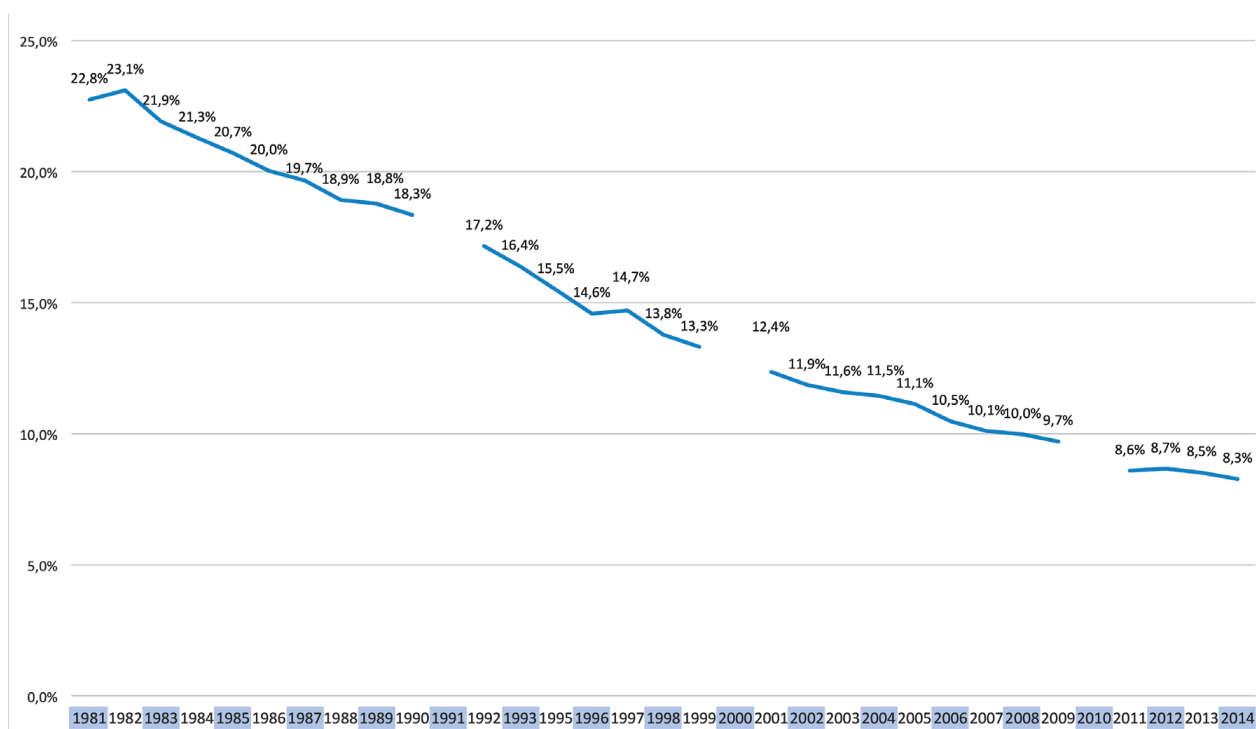
The Youth and Adult Education (EJA) basic education modality focuses on students aged 15 or over who have not accessed primary or secondary education at the correct age, or have been unable to continue their studies due to lack of availability, grade repetition, truancy, all of which are responsible for generating classroom failure. SECADI has developed the following programs and actions:

- **The Literate Brazil Program-PBA** (*Programa Brasil Alfabetizado*) aims to eradicate illiteracy among young people aged 15 or over, as well as adults and seniors, and thus to contribute to the universalization of primary education in Brazil. Created by MEC (Law No. 10,880/ 2004), the program is anchored in the belief that education is a human right, and that the provision of literacy training through the coordinated efforts of the federal, state, municipal governments and the government of the Federal District, is the main gateway for people to gain literacy skills that will be of use throughout their lifetimes. In practical terms, MEC provides technical and financial assistance to support youth and adult literacy projects developed by the federative bodies that subscribe to the PBA initiative, as well as supplementary funding for increasing the number of literacy groups. The funds are mainly used for providing grants and courses for literacy teachers, Brazilian sign-language (LIBRAS) translators/interpreters and class coordinators, and for purchasing educational materials and food, subsidizing student transport, and organizing cognitive tests for students enrolled in the various programs.

The PBA is now present in over 3500 municipalities in all the Brazilian states. It has reached 16 million people since 2003, with an average of 1000 framework agreements signed annually between local governments and state education secretariats. Given the continental size of Brazil, regional differences between the various target groups have to be accounted for. Therefore instead of adopting a single model, the PBA utilizes a wide range of methods and practices. This approach enables stakeholders to construct a policy with genuinely nationwide outreach to strengthen existing initiatives and ensure that literacy education is tailored to social groups with different ethnic, regional, cultural and gender-sensitive traditions.

It is important to note that given the scale of the PBA throughout Brazil, as well as the opportunities for ensuring that illiteracy teaching conforms to local conditions, the program is able to reach extremely vulnerable population groups, including indigenous peoples, prisoners, and a large segment of the rural population, as recommended by the *Education for All* program (EFA).

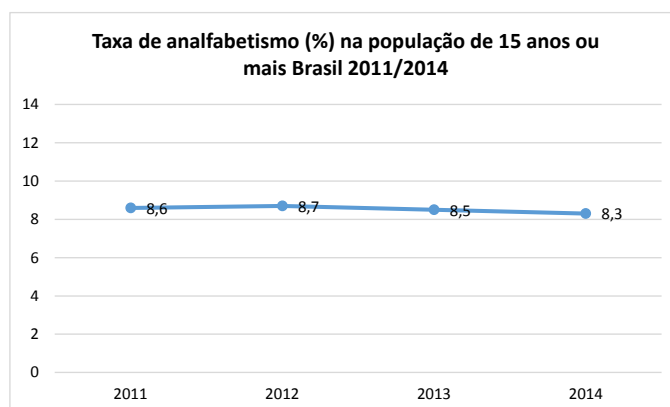
**Figure 3 - Illiteracy rate of population aged 15 or over – Brazil, 1981-2014**



Source: IBGE, 2014

Although the reduction in the illiteracy rate has been substantial over the last 33 years (Figure 3), recent figures, especially between 2011 and 2014 (Figure 4), indicate virtually no change. It is obvious that education policy practitioners need to pay more attention to fostering the interventions needed to improve the drive against illiteracy.

**Figure 4-Illiteracy rate (%) of population aged 15 or over - Brazil, 2001-2014**



Source: PNAD/IBGE

Despite progress in terms of access to - and availability of - education for youths, adults and seniors, many challenges remain, especially regarding illiteracy. Between 1981 and 2014, the illiteracy rate fell significantly, while the 2014 rate fell by 2.2% compared with 2006 (from 10.5% to 8.3%). However, in absolute numbers this represented only a minor reduction of the total number of illiterates aged 15 or over (from 14.5 million to 13.2 million).

**Table 4- Illiteracy and functional illiteracy among the population aged 15 or over - 2006**

	2006	Analfabetismo				Analfabetismo funcional	
		Total	Sabe ler e escrever	Não sabe ler e escrever	% de analfabetismo	Total analfabetos funcionais	% de analfabetismo funcional
<b>Regiões</b>	<b>Total Brasil</b>	<b>138.956.342</b>	<b>124.392.949</b>	<b>14.560.439</b>	<b>10,5</b>	<b>30.996.720</b>	<b>22,3</b>
	Norte	10.127.375	8.946.302	1.181.073	11,7	2.658.119	26,2
	Nordeste	37.277.847	29.554.515	7.722.211	20,7	12.814.276	34,4
	Sudeste	61.085.364	57.416.156	3.669.208	6,0	10.133.681	16,6
	Sul	20.627.628	19.452.676	1.174.166	5,7	3.423.336	16,6
	Centro-Oeste	9.838.128	9.023.300	813.781	8,3	1.967.308	20,0
<b>Localização</b>	Urbana	116.762.767	107.566.632	9.193.743	7,9	21.195.863	18,2
	Rural	22.193.575	16.826.317	5.366.696	24,2	9.800.857	44,2
<b>Sexo</b>	Masculino	72.438.358	65.032.015	7.405.319	10,2	15.757.449	21,8
	Feminino	66.517.984	59.360.934	7.155.120	10,8	15.239.271	22,9
<b>Raça/Cor</b>	Branca	70.726.337	66.093.867	4.631.335	6,5	11.647.416	16,5
	Negra	67.044.628	57.198.718	9.844.091	14,7	19.160.853	28,6
	Amarela	779.465	750.672	28.793	3,7	80.844	10,4
	Indígena	403.047	347.519	55.528	13,8	106.116	26,3

Fonte: PNAD/IBGE, 2006



**Table 5-Illiteracy and functional illiteracy among the population aged 15 or over-2014**

	2014	Analfabetismo				Analfabetismo funcional	
		Total	Sabe ler e escrever	Não sabe ler e escrever	% de analfabetismo	Total analfabetos funcionais	% de analfabetismo funcional
<b>Regiões</b>	<b>Total Brasil</b>	<b>159.243.370</b>	<b>146.073.028</b>	<b>13.170.342</b>	<b>8,3</b>	<b>28.029.368</b>	<b>17,6</b>
	Norte	12.463.858	11.345.448	1.118.410	9,0	2.545.484	20,4
	Nordeste	42.856.546	35.736.057	7.120.489	16,6	11.631.254	27,1
	Sudeste	68.652.311	65.513.327	3.138.984	4,6	8.721.440	12,7
	Sul	23.414.546	22.387.419	1.027.127	4,4	3.225.726	13,8
	Centro-Oeste	11.856.109	11.090.777	765.332	6,5	1.905.464	16,1
<b>Localização</b>	Urbana	136.557.948	127.952.695	8.605.253	6,3	19.886.023	14,6
	Rural	22.685.422	18.120.333	4.565.089	20,1	8.143.345	35,9
<b>Sexo</b>	Masculino	76.000.191	69.438.923	6.561.268	8,6	13.871.114	18,3
	Feminino	83.243.179	76.634.105	6.609.074	7,9	14.158.254	17,0
<b>Raça/Cor</b>	Branca	73.416.161	69.716.766	3.699.395	5,0	9.476.573	12,9
	Negra	84.348.125	74.985.165	9.362.960	11,1	18.310.141	21,7
	Amarela	873.936	852.714	21.222	2,4	83.832	9,6
	Indígena	604.335	518.383	85.952	14,2	158.009	26,1

Fonte: PNAD/IBGE, 2014

Tables 4 and 5 above show a decline in the number of illiterates in all regions of Brazil between 2006 and 2014. In the North region, for example, the percentage of illiterates fell from 11.7% in 2006 to 9% in 2014, while in the Center-West the percentage fell from 8.3% to 6.5% over the same period.

The most significant progress was recorded in the Northeast (from 20.7% in 2006 to 16.6% in 2014, followed by the Southeast (from 6.0% in 2006 to 4.6% in 2014). Meanwhile, illiteracy rates in the South improved from 5.7% in 2006 to 4.4% in 2014. The Northeast still has the highest number of illiterates in Brazil: 7.7 million in 2006 and 7.1 million in 2014, followed by the Southeast (3.7 million in 2006 and 3.1 million in 2014).

As can be seen in Tables 1 and 2, the number of illiterates in the South fell by 147,000, in the North by around 62,000, and in the Center-West by approximately 48,000.

While the estimated number<sup>7</sup> of illiterates in Brazil in absolute numbers declined over the same period (2006-14), around 13 million people are still unable to read or write.

In the ethnic-racial context, the 2014 figures show a reduction in the illiteracy rate between blacks and mulattos (11.1%) compared to 2006 (14.7%). Of the 14.5 million illiterates in 2006, 67.6% were blacks (9.8

<sup>7</sup> PNAD/IBGE 2014

million people), while in 2014, 9.3 million black illiterates were recorded (71% of the total number of illiterates in the country). The illiteracy rate among indigenous peoples was 13.8% in 2006 and 14.2% in 2014.

In terms of location, significant inequality can be observed in the illiteracy rates of the rural and urban population aged 15 or over: in 2014 20.1% of illiterates were living in rural areas and 6.3% in urban areas .

In 2006, 24.2% of illiterates lived in rural areas, with 7.9% in urban areas. However, in absolute numbers, urban illiterates substantially outnumbered those living in rural areas: 9.2 million in the former and 5.3 million in the latter (2006). These proportions were similar in 2014: 8.6 million urban and 4.5 million rural.

In gender terms, the illiteracy rate among women in 2014 was 7.9% and 8.6% among men. Compared to 2006, the illiteracy rate for men and women had declined by 2014 (by 2.9% for women and 1.6% for men).

The illiteracy rate among those aged 15-24 also reveals similar gender differences (Table 3): 0.7% for women and 1.6% for men, suggesting that the difference in the illiteracy rate recorded in 2006 was maintained in 2014 (1.6% in the female population and 3.2% among males). Notwithstanding these differences between gender performance, it is important to note that illiteracy rates for both sexes declined between 2006 and 2014.

As for the population of illiterates aged 50 or over, 21% were men and 24% women in 2006. By 2014 illiteracy had reduced considerably in this age range: 17.3% of illiterates in the age group were men and 17.8% women, i.e. literacy improved substantially in the 50+ female population.

**Table 6-Illiteracy by age and gender**

	TOTAL				MASCULINO				FEMININO			
	Total	Sabe ler e escrever	Não sabe ler e escrever	Taxa de analfabetismo	Total	Sabe ler e escrever	Não sabe ler e escrever	Taxa de analfabetismo	Total	Sabe ler e escrever	Não sabe ler e escrever	Taxa de analfabetismo
15 a 24 anos	33.219.127	32.845.559	383.568	1,2	16.736.636	16.476.711	259.925	1,5	16.492.491	16.368.848	123.643	0,7
50 anos ou mais	50.935.935	42.001.116	8.934.819	17,5	23.112.595	19.117.636	3.994.959	17,3	27.823.340	22.883.480	4.939.860	17,8

Source: PNAD/IBGE, 2014

The rate of functional illiteracy in the 15+ age group fell substantially from 22.3% in 2006 to 17.6% in 2014. In absolute terms, the number of functional illiterates declined from 30 million in 2006 to 28 million in 2014. However, the Northeast and North regions still had the highest functional illiteracy rates in 2014 (27.1% and 22.4% respectively),

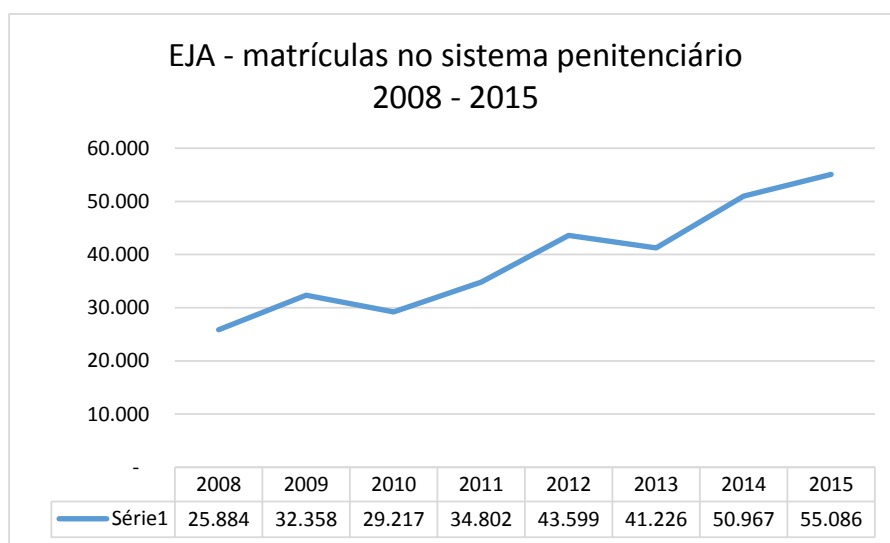
followed by the Center-West region with 16.1%, the South with 13.8%, and the Southwest with 12.7%.

- **PNLDEJA - National Textbook Program for Youth and Adult Literacy Education:** This program aims to provide textbooks to young students, adults and seniors through the *Literate Brazil Program* partner organizations, public schools with literacy classes and primary/secondary schools in the EJA modality. The textbooks are all consumables provided for long-term use by educators and students alike, and do not need to be returned at the end of each term.

- **'Literature for All' Competition:** The goal of this initiative is to encourage the creation of literature specifically for youngsters, adults and seniors learning to read.

- **Education in Prisons:** This program aims to provide technical and financial support for implementing and institutionalizing *Youth and Adult Education* (EJA) in the prison system. Among the program's achievements are the adoption of Law No. 12,433/2011, which provides for the possibility of remission for prisoners who devote time to studying; and Decree No. 7,626/2011, which established the *Strategic Plan for Education in the Prison System (PEESP)*, and defined the competencies of the Ministries of Education and Justice in the areas of: literacy and education for youth and adults; vocational and technical education; training for professional educators and prison staff; purchasing of equipment, furniture, teaching materials and literary texts; improvement of physical infrastructure. Figure 5 tracks the increase in enrollments in EJA in the prison system from 2008-2015.

**Figure 5 - EJA -Enrollments in the prison system - Brazil, 2008-2015**



Source: INEP / MEC School Census

- **The Paulo Freire Medal Award Scheme:** SECADI has run this exclusively educational/cultural scheme since 2005. Its purpose is to identify, encourage and reward outstanding educational initiatives by education secretariats, universities, social movements and NGOs that impact positively on the education and literacy training of young people and adults. Awardees are presented with a bronze medal especially produced by Brazil's National Mint (*Casa da Moeda*). Since its inception, six award ceremonies have been held, resulting in 29 medals for the winners. In 2015 nominations were received from 65 institutions from all over Brazil. It is expected that five of these will be awarded the Paulo Freire Medal and a further five will receive an honorable mention.

SECADI also undertakes youth-oriented initiatives with the aim of assisting young people to resume their school studies in preparation for the world of work, encouraging their social and productive inclusion, and contributing to preventing and combating discrimination among young people.

Two programs are particularly important:

- **The National Program for Youth Inclusion ('Projovem')**, a Brazilian Government program which aims to promote the social inclusion and reinsertion in school and work of youth in the 18-29 age range who are literate but have not finished elementary school. The aim is to provide opportunities for this group to conclude their primary education through the Youth and Adult Education (EJA) modality linked to vocational training courses and the development of community-based activities focused on enhancing citizenship.

The **Projovem Urbano** course, with a duration of 18 months (2000 hours course load) is intended to serve municipalities with populations of 100,000, while the parallel **Projovem Campo - Saberes da Terra** course, based on the alternative pedagogical approach, is aimed at young "family farmers" aged between 18 and 29. This course lasts for 24 months, with a course load of 2400 hours divided between school attendance and time spent in the community.

The Integrated Education Program (PPI) of the **Projovem** is a practical response to the issues and challenges experienced by a substantial segment of young Brazilians who frequently have to combine work, study and looking after younger children. The PPI is based on a set of new

interdisciplinary educational paradigms which consider that young people in EJA can play a leading role in their own educational process.

The PPI uses didactic material especially designed to suit the profiles of these young people based on a broad and accurate survey of the national character undertaken by renowned specialists in educational scientific production.

In 2012, so-called nursery rooms (*salas de acolhimento*) were introduced in schools to cater for children aged between 0-8 years belonging to students with nowhere to leave them safely during classroom hours.

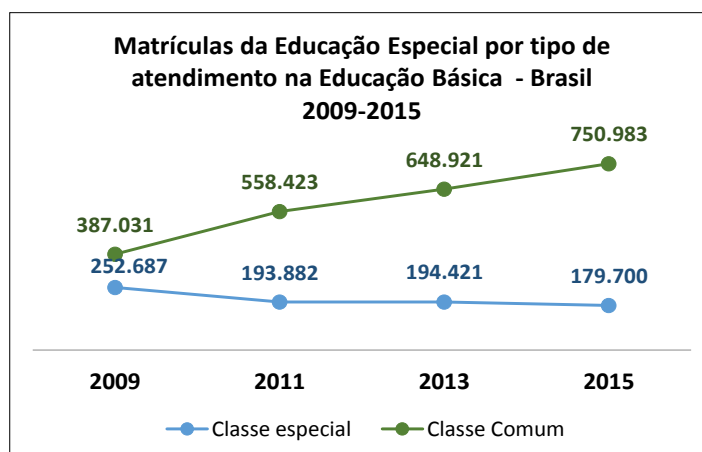
In 2012, 2013 and 2014 the **Projovem Urbano** project enrolled over 300,000 youths, while the **Projovem Campo** started its first courses in 2014 with over 37,000 people enrolled.

### Special Inclusive Education

The *National Policy on Special Education in the Perspective of Inclusive Education* aims to promote access for students with disabilities, global development disorders and those with special skills or who are "gifted", to attend regular classes in the public school system, as well as to provide specialized education for them to complement or supplement their normal schooling, plus ensuring mainstreaming special education throughout all the educational stages, levels and modalities.

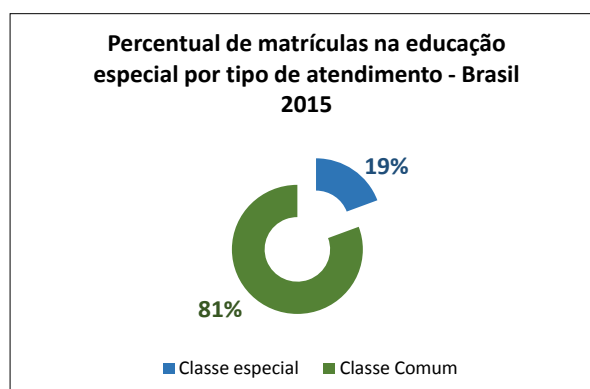
INEP/MEC School Census data indicate a substantial increase in enrollments by the aforementioned groups in Basic Education, especially in ordinary classes (Figure 6).

**Figure 6 - Enrollment in Special Education/ Basic Education by type of class - Brazil, 2009-2015**



2015 School Census data reveal that 930,638 students attended schools under the Special Basic Education modality, of which 81% were in regular classes (Figure 7).

**Figure 7 – Enrollments in special education, by type of class - Brazil 2015**



Source: INEP / MEC School Census 2015

The main SECADI programs and actions related to the Special Inclusive Education policy are as follows:

- **School Access Program:** This program aims to promote opportunities to access teaching/learning and ICT (information and communications technology) resources in the regular public schools. The program provides financial support to public schools that already possess multifunctional facilities and "special education" category students enrolled. 9948 schools were targeted in this way in 2012, 9036 in 2013, and 10,790 in 2014 (none in 2015). In the period 2012-2015<sup>8</sup> a total of 29,774 schools were allocated funds for purchasing assistive technology and/or improving facilities.

- **BPC in School Program:** This program aims to promote access and school retention of students with disabilities. It is an intersectorial initiative by the Ministry of Education in partnership with the Ministries of Social Development (MDS), Health (MOH) and Human Rights (SDH). MEC's role, in addition to monitoring the educational inclusion of people with disabilities in the 0-18 year age group and beneficiaries of the government's BPC (Continuous Cash Benefit Program) is to give priority to providing Special Education resources and services for schools.

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<sup>8</sup> FNDE data.

- **Accessible School Transport:** This program supports the provision of affordable school transport under the **Way to School Program** (FNDE / MEC) in order to promote educational inclusion and retention of BPC beneficiaries. The National Household Survey (PNAD) is used to identify any barriers to beneficiaries' access to and retention in school. The following figure contains details of expenditure under the Way to School Program for the years 2012-2015.

**Figure 8: School Bus Program**

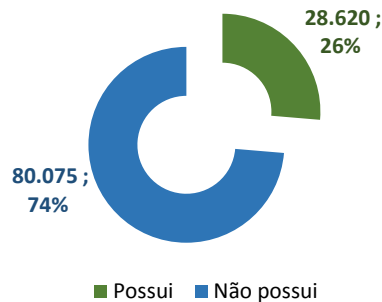
Ônibus adquiridos pelo Programa Caminho da Escola (TOTAL) - Brasil			
Ano	Urbano acessível		
	Município(s)*	Ônibus	Valor (R\$)
2012	975	2.222	295.938.000,00
2013	462	871	125.216.400,00
2014	270	686	103.227.600,00
2015	13	75	13.361.200,00
<b>Total Geral</b>	<b>1.553</b>	<b>3.854</b>	<b>537.743.200,00</b>

Fonte: FNDE  
 \* No cálculo dos totais foram considerada(o)s apenas Município(s) distinta(o)s

- **Multifunction Resource Areas:** This initiative aims to support the organization and supply of Specialized Education (AEE), for complementing or supplementing education for students with disabilities, developmental disorders, and those with exceptional abilities who are enrolled in regular classes in the ordinary public school network, ensuring them conditions of access, participation and learning through the provision of services, equipment, furniture, teaching materials, access facilities and strategies that eliminate the barriers to their full inclusion in society and educational development. MEC's policy for schools possessing multifunctional facilities is to provide continuing education courses for 'special education teachers', financial assistance for ensuring accessibility to the school buildings and the procurement of assistive technologies.

**Figure 9- Schools with students with disabilities, global development disorders, high abilities/gifted, with multifunctional resources available**

Distribuição das escolas que atendem alunos com deficiência, transtornos globais do desenvolvimento e altas habilidades/superdotação pela existência de sala de recursos multifuncionais



Source: INEP / MEC School Census 2015

• **Continuing Special Education Teacher Training:** This program aims to support the continuing education of teachers to work in multi-functional facilities and regular classes for the benefit of students with disabilities. The program is implemented under the aegis of the *National Network of Continuing Professional Training* (Renaform) partnered with the Education Secretariats and Public Higher Education Institutions (HEI). In 2007-2015, the program led to the creation of 90,000 places in the following specialization/enhancement courses:

-Teaching of Brazilian Sign Language in the Perspective of Bilingual Education for the Deaf;

-Teaching of Braille in the Perspective of Inclusive Education;

-Pedagogical Use of Assistive Technology resources;

-Physical Activities Accessibility in Schools;

-Specialized Education in the Perspective of Inclusive Education;

- Inclusive Development Management in schools;

-Teaching English as a Second Language;

-Using the FM (Frequency Modulation) system in schools

• **BPC (Continuous Cash Benefit) in Schools:** An intersectorial initiative by the Ministry of Education in partnership with the Ministries of Social Development (MDS), Health (MOH) and Human Rights (SDH), this program aims to promote access and school retention of students with



disabilities. MEC's role, in addition to monitoring the educational inclusion of people with disabilities in the 0-18 age group and beneficiaries of the BPC (Continuous Cash Benefit Program) gives priority to providing Special Education funding and other services for schools.

**Table 7: Total beneficiaries, total beneficiaries in school, total not in school and year-on-year (YOY) increases (in %)**

Ano	Total de Beneficiários	Crescimento	Na Escola	%	Crescimento % ano/ano	Fora da Escola	%	Crescimento % ano/ano
2007	375.470	0	78.848	21,00%	0,00%	296.622	79,0%	0,00%
2008	370.613	-1,29%	108.426	29,26%	37,51%	262.187	70,74%	-11,61%
2009	401.744	8,40%	121.688	30,29%	12,23%	280.066	69,71%	6,82%
2010	435.298	8,35%	229.017	52,61%	88,20%	206.281	47,39%	-26,35
2011	445.889	2,43%	306.371	68,71%	33,78%	139.518	31,29%	-32,37%
2012	470.075	5,42%	329.801	70,16%	7,65%	140.274	29,84%	0,54%
2013	497.827	5,90%	319.146	64,11%	-3,23%	178.681	35,89%	27,40%

Fonte: MEC

Source: MEC

in 2007, 78,848 BPC beneficiaries with disabilities (representing 21% of the total number of beneficiaries in the 0-18 age group) were enrolled in school. In 2013, there were 319,146 enrollments in this group, amounting to 64.11% of the total number of beneficiaries in the same age group. Between 2007-2013, the enrollments increased in absolute terms by 305%, and by 434.11% in percentage terms.

- **Accessibility to higher education:** The *Incluir Program* was established in 2005, and implemented jointly by the Secretariat for Higher Education and Federal Higher Education Institutions (HEIs) with the aim of promoting the inclusion of students with disabilities in higher education, and ensuring their accessibility to HEIs. The Program supports actions for eliminating physical and pedagogical barriers to ICT in different environments, facilities, communities and teaching materials. By 2015, 63 HEIs had received funding for the implementation of this program.

- **Special Education Support Program (PROESP):** This program was developed jointly with CAPES (*Coordination for the Improvement of Higher Education Personnel*) aimed at supporting research and training

projects in the area of special education in the perspective of inclusive education in postgraduate studies. The program supported the production and evaluation of benchmarks, methodologies and funding accessibility in education and other teaching and training processes involving specialized education for students with disabilities, global development disorders and unusual skills (gifted). Up to the end of 2000, 1348 projects had received support under this program.

- **Accessible Book Program (*Programa Livro Accesível*):** Under the aegis of the *National Textbook Program* (PNLD) and the *National School Library Program* (PNBE) this program aims to promote access by students with visual disabilities enrolled in public schools to books printed in accessible formats. The program is implemented jointly by Secadi, ENDF, the Benjamin Constant Institute and the various Education Secretariats, together with the *Educational Support Center for People with Visual Impairment* (CAP) and the *Braille Educational Resource Center* (NAPPB). Under the national textbook program, 114 titles have been made available in Braille and 523 in accessible digital format for 6090 blind students enrolled in public school basic education. Furthermore, 13 titles in bilingual digital format (LIBRAS/ Portuguese Language), and 11,000 copies of the Trilingual Dictionary - LIBRAS/ Portuguese / English, have been delivered, benefiting 22,945 deaf students. From 2015, the public announcements for National Textbook Programs require all books to be presented in EPUB 3 in order to facilitate accessibility by visually impaired students.

- ***Programa Prolibras*:** The goal of this initiative is to award proficiency certificates on the basis of nationwide tests in the use, teaching, translation and interpretation of LIBRAS (Brazilian Sign Language). The Program, established by Decree No. 5,626 / 2005, regulating Law No. 10.436 / 2002, had qualified a total of 7,940 professionals in this specialized area by 2015.

**Table 8: The Prolibras Program**

<b>Certificação da Proficiência</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2012</b>	<b>2015</b>	<b>Total</b>
Para Ensino	609	771	558	463	541	164	657	3.763
Para Tradução	740	740	723	522	433	242	777	4.177
<b>Total Geral</b>	<b>1.349</b>	<b>1.511</b>	<b>1.281</b>	<b>985</b>	<b>974</b>	<b>406</b>	<b>1.434</b>	<b>7.940</b>

Source: MEC

• **Center for Training and Resources (CAP, CAS and NAAHS):** These centers are devoted to training and educational services, and to producing materials for those with visual or hearing deficiencies or with unusually high skills or are particularly gifted. The **CAP/ NAPPB** (Support Center for Assistance to People with Visual Impairment) supports the continuing education of Special Education teachers and the production of accessible materials for the visually impaired. A total of 55 CAP/NAPPB have been established. The **CAS** (Center for Training Professional Educators and Providing Services to People with Impaired Hearing) promotes bilingual education based on the continuing training of Special Education teachers for students who are either deaf or have impaired hearing. The 30 centers established by education secretariats supported by the MEC also produce teaching aids for this target group. Meanwhile, the **NAAH/S** (Activity Centers for students with high skills or who are gifted) support continuing training for Special Education teachers for unusually gifted students. At present, each of Brazil's 27 Federative Units possesses an NAAH/S unit or center. The Belo Horizonte (MG) and Recife (PE) units are managed by the local government and the remainder are linked to State Education Secretariats.

• **Brazilian Braille Commission:** Established in 1999, this commission is devoted to developing policies containing guidelines and rules for the use, teaching, production and deployment of the Braille System in all its forms, related mainly to Portuguese language, mathematics, sciences, music and information technology. Special efforts are focused on ongoing technical-scientific developments in Braille that require systematic evaluation, alterations and modifications to the various codes and symbols adopted in Portuguese- and Spanish-speaking countries. The objectives of the Braille Commission are the following:

- Propose guidelines and standards for the use, teaching, production and distribution of the different Braille System modalities;

- Monitor and evaluate the implementation of standards, international agreements, conventions and regulatory actions relating to the Braille System;

- Provide technical assistance to state, municipal and district education secretariats in the use of the Braille System;

- Continually evaluate the Braille Symbology adopted in Brazil, and maintain the system up to date as a result of technical and scientific

developments, and to make efforts to ensure that the symbology is compatible whenever possible with that adopted in Portuguese- and Spanish-speaking countries;

- Maintain permanent contact with Braille Commissions in other countries in response to the recommendations for unifying the system at international level;

- Recommend (based on research studies, treaties and conventions) procedures involving content, methodology and strategies to be adopted in Braille training courses at three levels: extension, improvement or specialization;

- Propose criteria and establish strategies for implementing new Braille symbologies that amend or replace the codes used in Brazil, and arrange systematic reviews to address procedural changes whenever necessary;

- Produce catalogs, manuals, tables and other materials to facilitate the teaching and use of the Braille system throughout Brazil.

### **Policies for Rural Education, Indigenous Education and Education for Ethno-Racial Relations**

SECADI is responsible for the formulation and implementation of educational policies that promote the right to education of the rural and indigenous population and African-Brazilian and quilombo peoples, at all levels and in all educational modalities. The main programs and actions are:

- **Pronacampo** (*National Rural Education Program*): Established by MEC Government Directive No. 86/2013, this program provides technical and financial assistance to the states, municipalities and the Federal District for deploying the government's rural education policy aimed at: expanding access to basic and higher education through actions to improve the infrastructure of public education networks; fostering initial and continuing teacher training; and boosting production and dissemination of specific materials for rural and quilombola students. The main initiatives taken by the program include offering the **PROCAMPO - Rural Education Degree Course** (*Licenciatura em Educação do Campo*) to encourage the training of teachers to work in classes in the final years of primary education, and at the secondary education level, in rural schools. The course, covering different areas of knowledge, is divided between periods spent in school (*Tempo Escola*) and in the community (*Tempo Comunidade*). The course is currently run in 33 federal higher education institutions and four State

HEIs. Around R\$68 million was invested in the scheme between 2013 and 2015.

- **'Escola da Terra' Continuing Education Program:** Established by Government Directive No. 579 of July 2, 2013, this initiative aims to improve conditions of access, retention and education of rural students and quilombola communities. One of the initiative's core activities is to support the training of teachers to work with students in the first years of primary school. Given that most students at primary level are of different ages the initiative should help to strengthen the role of schools as spaces for social and cultural interchange. The initiative is based on theories and methods focused on teaching practices employing educational strategies and resources to facilitate the integration of traditional and scientific knowledge and employment activities normally associated with rural life. The course curriculum addresses, *inter alia*, topics such as trainee teachers' problematic life experiences and different contextual backgrounds. It also aims to enhance the concept of Rural Education, focusing on specific areas of knowledge to be explored thematically, linking theory and practice and subject only to the pedagogical arrangements of the universities concerned. At the conclusion of the courses the trainee teachers are expected to have learned to adopt a critical stance with regard to modern scientific and social, economic, political and environmental issues, and to be prepared, following their training, to intervene in the social process, with a clearer understanding of the difficulties of rural life. The program is supported by 25 states and virtually all the municipalities. It has been running for two years (2014 and 2015), and so far has been implemented in 13 Federal Universities in 13 states, training around 10,000 teachers in the state and municipal rural school networks.

- **Rural Schools Infrastructure:** This scheme focuses on a number of different actions. One is the *Direct Money For Schools Program* (TSA) which allocates funds for the maintenance, conservation and minor repair of school premises. It also funds the construction of wells, cisterns and septic tanks (18,347 schools). The other is the *Way to School Program* (School Transport Program), created by Government Directive No. 6768 of 2009, to renew, standardize and expand the fleet of school vehicles with a view to improving the safety and quality of transport for students living in rural areas. FNDE (Education Development Fund) resources are used to purchase buses, boats and bicycles with specifications tailored to conditions in rural and riverine areas. In 2011-2014, a total of 19,875 school buses, 906 boats and 38,982 bicycles were acquired with FNDE funds.

- **National Rural Education Textbook Program:** This program aims to provide textbooks to teachers and students in the early years of primary school. The textbooks are all consumables and distributed for the use of students and educators for permanent custody, i.e. the books do not need to be returned at the end of each term.

- **"More Rural Education" Program:** This program aims to extend the school day in rural schools (*educação integral*), foster engagement between local people and school communities, take account of the special characteristics of rural areas and quilombo communities and enhance links between orthodox scientific and traditional knowledge.

- **PROLIND (Program to Support Higher Education and Intercultural Teaching Degrees for Indigenous Populations):** This program aims to encourage and support the provision of specific degree courses for the training of indigenous staff for teaching in indigenous schools. The courses combine teaching, research and extension activities, and studies involving indigenous languages and cultures and the management and sustainability of indigenous lands. The overall purpose is to train teachers to teach the final years of primary school in local community schools, and eventually to contribute to rolling out basic education to all indigenous schools. The course, focusing on different areas of knowledge, is divided into "University Time" on the HEI campuses and "Community Time". The latter involves HEI teaching staff traveling to indigenous territories to undertake activities combining formal teaching with a variety of indigenous educational practices. In 2014, this program provided funding to the tune of R\$12.8 million, and in 2015, R\$13.4 million, for 20 higher education institutions that received 2,580 trainees from indigenous communities. A total of 1961 indigenous teachers have already been qualified under PROLIND. In 2010, SECADI submitted to CAPES a proposal to create, under PIBID the *Institutional Introduction to Teaching Scholarship Program*) - the "PIBID Diversity" scheme to fund rural and indigenous teacher training for specific teaching degrees. The public announcement in 2013 referred to a total of 3,000 PIBID scholarships.

- **The Coordinated Actions Plan (PAR)** is a MEC educational policy planning strategy platform that provides opportunities for state and municipal governments to prepare diagnoses and surveys that reflect their needs. PAR is invaluable to MEC given that the submissions assist it to facilitate the allocation of technical and financial assistance for state and municipal education secretariats to improve primary education quality. One of the actions implemented through this program has been the provision of continuing training courses for indigenous primary school teachers and

managers in partnership with state and municipal education secretariats and higher education institutions. To date, 4,274 teachers have benefited from 11 teacher training courses and 13 continuing teacher training projects.

- **UNIAFRO - Affirmative Action for the Black Population in Higher Education:** This program seeks to support the continuing education of teachers for the implementation of Law 10.639/03 and for quilombo education, jointly with Public Higher Education Institutions. In 2012 UNIAFRO was absorbed into the *National Network of Continuing Professional Training* and currently oversees specialist and enhancement courses for teachers of ethnic-racial relations.

- **Quilombola Education:** This program aims to strengthen municipal, state and Federal District education systems by boosting support to local education coordination units to improve infrastructure and ensure the continuing training of in-service teachers in the remaining quilombo communities. The basic goal is to improve and affirm ethnic-racial values in these schools by providing the theoretical and conceptual tools needed for understanding and forming a critical view of the type of basic education offered in quilombo communities. In 2011, the *National Curriculum Guidelines for Quilombola School Education*, with substantial input from quilombo communities, provided a useful insight into the historical and cultural values of quilombo students and teachers. These guidelines, drafted by a commission established by Government Directive CNE / CEB No. 5/2010, and based on the *National Curriculum General Guidelines for Basic Education* and the resolutions of the National Education Conference (CONAE, 2010), were sanctioned in 2012. In May 2014 the III Quilombola Education National Seminar, attended by 200 municipal education practitioners from the states of Bahia, Maranhão, Minas Gerais, Pará and Pernambuco provided an opportunity to establish actions and targets for implementing the above-mentioned curriculum guidelines for quilombo education.

- **TEES - Ethno-Educational Territories:** Created by Decree No. 6,861/2009, this policy focuses on the organization and management of school education for indigenous groups, while taking into account indigenous territoriality. The policy aims especially to engage indigenous groups in diagnosing and defining priority actions for developing education for this sector of the population. The relevant Decree defined the division of responsibilities for implementing actions agreed under an *Ethno-Educational Territory Action Plan* and underscored the requirement for public bodies to work together under a specific collaborative regime. The outcome was the *National Program of Ethnoeducational Territories*

(PNTEE), established by Decree No. 1,062, of October 30, 2013. This consists of a set of Ministry of Education technical and financial support actions for organizing and strengthening indigenous school education as provided for in Decree No. 6861 of 27 May 2009. By 2014, 25 TEEs had been established, three are nearing agreement and 13 are still at the consultation stage. The PNTEE consists of six major policy areas: education management and social participation; differentiated pedagogies and use of indigenous languages; heritage, materiality and sustainability; professional and technical education; and higher and postgraduate education.

• **Indigenous Knowledge in Schools:** The Ministry of Education created the *Indigenous Knowledge In Schools Action* through Government Directive No. 1061 of October 30, 2013. Meanwhile, Government Directive No. 977, of October 3, 2013, amended that of July 4, 2012 (number 867), which established the *National Pact for Literacy at the Right Age*, and which also included consideration of the linguistic rights of indigenous peoples. These initiatives were developed jointly with invited specialists with experience in the field of indigenous education, and who were familiar with indigenous teacher training. The section of the Pact "*Differentiated Instruction and Use of Indigenous Languages*" was particularly apposite: to promote the continuing education of teachers working in indigenous basic education; to provide teaching and learning resources that reflect the specific characteristics of indigenous community organization, multilingualism and interculturalism; to provide funds for developing curriculums, methodologies and evaluation processes to meet the specific literacy, numeracy and knowledge requirements of indigenous peoples; to research opportunities for producing bilingual and monolingual textbooks and materials in several languages, depending on the sociolinguistic situation of particular groups and the unique features of indigenous education. The continuing education offered to primary education teachers in indigenous schools is designed to reflect the bilingual / multilingual challenges and ethno-sociolinguistic complexities involved: (i) - literacy and numeracy in an indigenous language as a first language; (ii) - literacy and numeracy in English as a first language; (iii) - literacy and numeracy in indigenous languages or in English as a second or additional language; (iv) - indigenous knowledge and oral traditions. The implementation of the *Indigenous Knowledge in Schools Action* involves collaborative arrangements with the state and municipal education secretariats and HEI. The latter are directly responsible for the indigenous teacher continuing training process. In 2013-2015, the scheme was extended to 3,682 indigenous teachers and study counselors (also predominantly indigenous), linked to 309 indigenous schools involving 89



indigenous groups in 293 villages, 81 indigenous language speakers and 13 Ethnoeducational Territories. An important outcome of the entire process was the production of specific materials for indigenous education based on the sociolinguistic realities of the communities and schools involved.

- **Education for Ethnic/Race Relations:** As part of its efforts to overcome ethnic and racial inequalities, SECADI develops actions aimed at implementing public educational policies for boosting access and retention in school for the black population at every education level and modality. Particular attention is given to Youth and Adult Education (EJA) and Quilombo Education. SECADI is also engaged in encouraging society as a whole to adopt a consistent and knowledgeable approach to this issue based on respect and understanding of ethnic and racial issues, and of Brazilian diversity. Policies to promote racial equality in education are based on several legal frameworks, including Law 10.639 2003, that amends the LDB (Law No. 9394/1996), establishing mandatory teaching at the basic education level of Afro-Brazilian culture and history. In addition, *the National Curricular Guidelines for the Teaching of Ethnic-Racial Relations* and for the *Teaching of Afro-Brazilian and African History and Culture* were published in 2004 as a contribution to the development of MEC policies on ethnic/racial relations.

- **Education for itinerant peoples:** The Ministry of Education established with Government Directive No. 10 of February 28, 2014 a Working Group (*WG-Gypsy*) to develop a roadmap for implementing Resolution CNE / CEB No. 03 / 2012, which created the Guidelines for School Education Services for Itinerant Peoples (i.e.gypsies). This working group produced a document entitled "*Gypsies - Guidance for the Education Systems*". The aim of this document, distributed at federal, state and municipal level, was to encourage Brazil's education networks to adopt, as far as possible, education-related procedures in the different places where gypsies were present. The document addresses gypsies' rights to education and mentions the MEC legal frameworks, the interministerial actions focused on gypsies, etc. The document also proposes guidelines with regard to enrolling gypsy children, adolescents and youth in schools, and outlines the programs offered by the MEC for this segment of the population: the *Literate Brazil Program*, the *More Education Program* and the *National Program for Access to Technical Education and Employment* (Pronatec). Other MEC actions designed to meet the educational requirements of gypsies include the incorporation of the gypsy issue as part of the specific measures outlined in Public Notice 01/2013 of the National School Library Program (PNBE) and the distribution to all public schools of posters to commemorate National Gypsy Day.

- **Permanence Scholarship Program:** The goal of the "*Bolsa Permanência*" program is to provide financial aid to minimize social inequalities and assist graduate-level students in a situation of socioeconomic vulnerability to remain at university until they graduate. The scholarship combines student assistance funds generated by Federal Institutes of Higher Education (IFES) and an academic bursary from programs such as the PET (Tutorial Education Program), the Institutional Scholarship Program for Scientific Initiation, or the Institutional Scholarship Program Introduction to Teaching (PIBID). The value of the scholarships for quilombo and indigenous students are guaranteed to be at least double the amount received by other students. Students in this special category enrolled in specific intercultural degree courses are also ensured the right of a 'permanence' scholarship while undertaking IFES training activities. The SECADI program is managed by the Higher Education Secretariat - SESU and FNDE. The following table provides details of numbers involved.

**Table 9: Permanence Scholarship/Numbers per year**

**Bolsa Permanência –**  
**Nº de Discentes por Ano**

Ano	Indígena	Quilombola	Total Geral
2013	1.568	227	1.795
2014	3.249	764	4.013
2015	4.348	1.405	5.753

Fonte: MEC/FNDE/SGB Ref: 15/01/2016

- **Academic Development Program Abdias Nascimento:** This program, created by Government Directive No. 1129 on November 17, 2013, aims to provide high-level training and education in universities, professional and technological institutions and research centers in Brazil and abroad, for self-declared black, mulatto, indigenous students with disabilities, global development disorders and special skills. It consists of two lines of action: Joint Research Projects between Brazilian and foreign institutions consisting of undergraduate and doctoral "sandwich" courses (32 higher education institutions were selected in 2015); and Pre-Academic Training for Access to Postgraduate Studies (24 HEI selected in 2015). Implementation of the proposals is scheduled for the latter half of 2016.

- **National Network of Continuing Education for Basic Education Teachers:** This national network aims to improve the quality of education by responding to teacher training demands in the country's education systems. The Ministry of Education promotes extension, improvement and "specialization" presential and distance learning courses in a number of subject areas, including those linked to SECADI: Special Education; Environmental Education, Human Rights Education, Literacy and Youth and Adult Education, Rural Education, Education for Racial-Ethnic Relations, History and Culture of Indigenous Peoples, Indigenous Education, Quilombo Education and Education for Youth. The courses, organized by the Higher Education Institutions as part of their academic course prospectuses, are funded by the MEC.

### **Education Policies for Human Rights, Citizenship and School Inclusion**

Preventing and combating discrimination involves strengthening actions in the areas of human rights and citizenship. SECADI is responsible, in partnership with the various education systems, for formulating and implementing policies, programs and cross-cutting educational initiatives on human rights and citizenship with a view to eliminating discrimination in the school environment. A further goal is to contribute to eradicating all forms of discrimination by promoting human values, respecting gender diversity and sexual orientation, and emphasizing the moral and ethical values on which society is based. Initiatives undertaken by SECADI are as follows:

- **Monitoring school attendance of vulnerable children and youth** - This program, one of the educational conditionalities of the *Bolsa Família Program* (BFP), is designed to comply with the Ministry of Education's commitment to the Bolsa Família Interministerial Program which monitors the school attendance of approximately 17 million children, adolescents and youths in the 6-17 age group, representing 45.1% of all enrollments in basic education (2014 School Census). A key objective is to diagnose the reasons for low or nil attendance, to deal with the truancy issue, and to encourage vulnerable children and youths to remain at school and focus on their studies.

- **Education, Poverty and Social Inequality Initiative:** Poverty persists in this country despite substantial progress made over recent decades. The main aim of the initiative is to encourage basic education teachers and other practitioners involved in education and social policies to help break with certain practices in the classroom that reinforce poverty and reproduce

social inequalities. These practices can be eliminated by teachers adopting political, ethical, emancipatory principles based on the right to life, equality and diversity. The first phase of the initiative (continuing training, academic research and knowledge dissemination) is being implemented in the 15 states with the largest number of Bolsa Familia beneficiaries, through a partnership with the Federal Higher Education Institutes and the education secretariats. At present the FIHE are offering the 'Specialization in Education, Poverty and Social Inequality', a course for around 5000 educators. Meanwhile, academic research is being directed towards producing qualitative maps of poverty and social inequality in the public schools.

• **Continuing Education for Teachers and Managers in Environmental and Human Rights Education:** The aim of this initiative is to support the continuing education of teachers in the public education network by providing them with the tools for incorporating certain key topics into their classroom teaching practices. These include environmental and human rights, the rights of children and adolescents, and gender and sexual diversity. The courses focus on: the role of education in addressing cultural and social change; promoting socio-environmental sustainability; improving teachers' skills and competences to promote, defend and apply human rights and the rights of children and adolescents; respect for gender diversity/identity and sexual orientation. Such courses are invaluable for introducing different areas of knowledge to teachers, and especially for forming links between knowledge acquired through higher education, and the experience-based learning characteristic of members of social movements, education practitioners, teachers and students. In short, to develop pedagogical strategies based on experimentation, discussion and practice so that teachers are able to understand differences, address issues of inequality and be personally committed to the concept of the 'right to education'. In the period 2012-2014 the following courses were organized: Human Rights Education (Extension/Improvement/Specialization) (11, 205 places in partnership with 28 HEI); Gender and Race/Public Policies Management (4,185 places in partnership with 11 HEI); *Escola que Protege* - Confronting Violence and the Promotion the Rights of Children and Adolescents (Extension/ Improvement/Specialization) (5,385 places in partnership with 13 HEI); Teaching Socio-Education (Enhancement) (550 places in partnership with one HEI); and, finally, Gender and Diversity in School (Extension/Improvement/Specialization (11,022 places in partnership with 29 HEI).

• **Gender Equality Award:** The purpose of this award is to encourage scientific production and debate on gender relations, women and feminism,

and to encourage women to take up science and academic careers. The annual contest for the award involves essay-writing and producing scientific articles and pedagogical-political projects in the area of gender relations. The award is the result of a partnership between the Ministry of Education and the Secretariat of Policies for Women (SPM), the National Council for Scientific and Technological Development (CNPq) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

- **National Award for Human Rights Education:** This biannual national award is a result of a partnership between the Ministry of Women, Racial Equality, Youth and Human Rights (MMIRJDH) and the Organization of Ibero-American States (OEI), aimed at contributing to fostering social values, attitudes and practices that mirror respect for human rights in all areas of society. The award, sponsored by the SM Foundation, supported by the National Council of Education Secretaries (Consed), the National Union of Municipal Directors of Education (Undime) and other institutions, is presented to public and private educational institutions (basic and higher) and to state and municipal education secretariats in recognition of educational experiences that promote the culture of human rights.

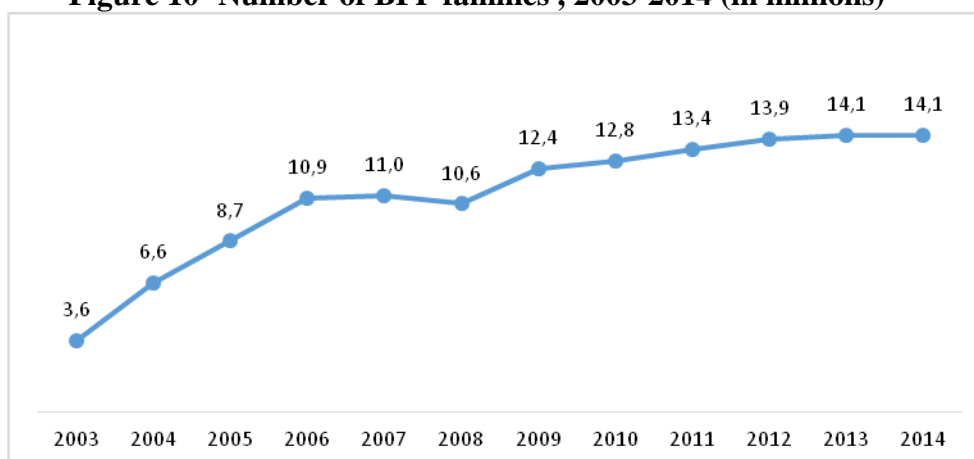
In addition to implementing the above programs and actions, SECADI also produces reference works covering the above and other themes. For example it runs the *Editais PNBE Temáticos* jointly with the FNDE under the aegis of the National School Library Program. The aim of this is to encourage publishers to consider selecting and publishing books based on the acknowledgment and valorization of human diversity in terms of the different characteristics of the people that comprise Brazilian society. It is expected that in 2016, collections of 45 books on Indigenous Peoples, Quilombo Communities and Rural, Youth and Adult Education, Human Rights, Environmental Sustainability, Special Education, Racial-Ethnic Relations and Youth, will be distributed to primary (final grades) and secondary schools.

### **I.2.2. Bolsa Família Program**

One of the more recent measures to ensure that young people attend and remain in school is the Bolsa Família Program (PBF), the responsibility of the Ministry of Social Development and Fight against Hunger (MDS), in coordination with other ministries, especially those of Education and Health (jointly responsible for monitoring PBF "conditionalities"). The program, an income transfer initiative for families living below the

minimum poverty line, has compulsory school attendance as one of the conditionalities for families to receive the benefit and enable students to stay in school. This is a strategic incentive for preventing and combating discrimination in education school. Established in 2003, the program has benefited a growing number of families (Figure 6) - an increase of 291.6% in 2003-2014. Continuity of the program was assured during the period of the 9th Consultation (2012-2015).

**Figure 10 -Number of BFP families , 2003-2014 (in millions)**



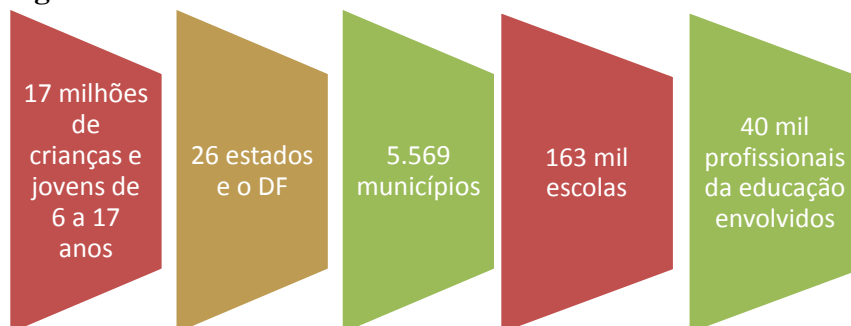
Fonte: Senarc/MDS, 2016

As from 2011, the BFP was incorporated in the larger and more comprehensive *Brazil without Extreme Poverty Program*, based on six main pillars: (i) introduction of an extreme "poverty line" to signal the State's intention to include and provide priority support to the population living below this line; (ii) the goal to universalize the government's poverty-related policies, as in the case of the Bolsa Família (already being rolled out to the majority of the poor and extremely poor population, but still failing to reach all those with the appropriate profile); (iii) the conviction that the poorest, given their social exclusion, neglect, isolation, lack of access to information, etc, were those least able to demand and enjoy rights; (iv) the launching of the "Active Search" process to ensure State responsibility for actively seeking out members of the needier population; (v) cash contributions to supplement family incomes to guarantee that no Brazilian citizen (taking into account total family income plus the Bolsa Familia benefit) would be obliged to live on less than R\$70.00 per month; and (vi) strategies to increase the economic inclusion of adult people in a situation of poverty and extreme poverty by creating opportunities for employment and entrepreneurship, consolidated with the creation of Pronatec (CAMPELLO & MELLO, 2014, p. 34 - 35).

The Ministry of Education, through SECADI, is responsible for monitoring the school attendance of 17 million children, adolescent and youth BFP

beneficiaries in the 6-17 year age range. Monitoring, conducted five times a year, involves joint efforts by the 26 federative states, 5,569 municipalities and the Federal District, to monitor 163,000 schools via a network of around 40,000 education professionals.

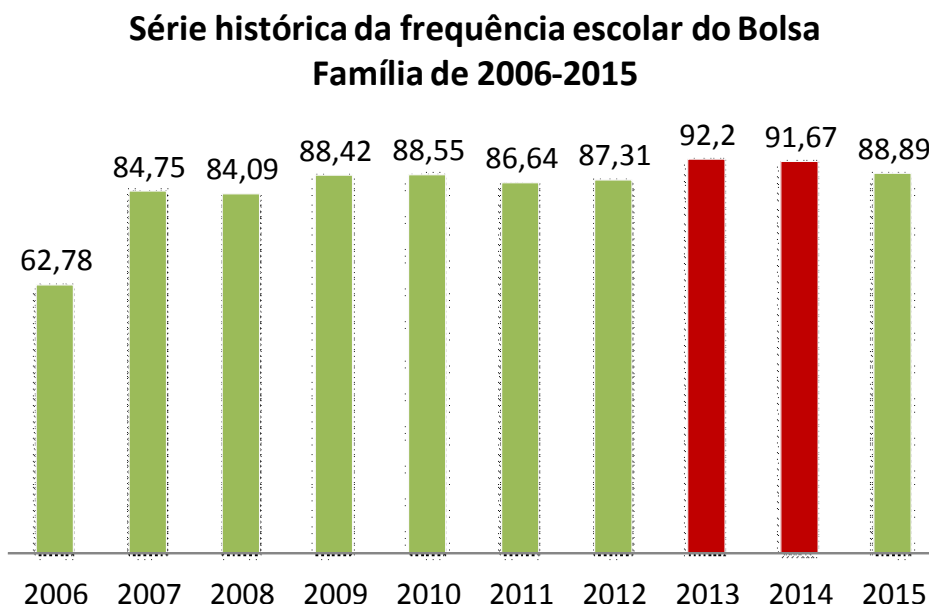
**Figure 11 -**



Source: MEC/MDS

The above monitoring exercises make it possible to construct territory-specific social diagnoses as a basis for implementing intersectorial policies. The figure below illustrates the numbers of BFP student beneficiaries with school attendance monitored by the Ministry of Education between 2006 and 2015.

**Figure 12 - Monitoring of Bolsa Família student attendance at school-MEC, 2006 - 2015**



Source: MEC/MDS

### I.2.3. Women and Science Program

The *Women and Science Program*, aimed at gender parity and equality, is an initiative for encouraging the presence of women in areas of knowledge that have traditionally been restricted to men. A further aim is to contribute to combating gender discrimination. Up to year 2015 this program was developed by the *Special Secretariat of Policies for Women of the Presidency of the Republic* (SPM-PR) in collaboration with the Ministry of Education and other agencies. Activities include an award, public notices (*editais*) calling for research and studies on the subject, a triennial assembly of interested researches, and an induction process designed to increase the number of women in scientific and technological professions:

- **The Building Gender Equality Award** aims to encourage and strengthen critical thinking and research about the inequalities between men and women in Brazil, and to raise the awareness of society to these issues.
- **Public Calls for Research on Gender Relations, Women and Feminism** aim to encourage more studies and research on the subject in order to contribute to a better understanding of the issues involved.
- **"Thinking Gender and Science"** (*Pensando Gênero e Ciências*) aims to promote triennial meetings between women researchers and university gender research units.
- **Science, Technology and Innovation for Girls and Young Women** is an induction procedure designed to increase the number of women entering scientific and technological careers.

The following are jointly involved jointly in the above initiatives: the Ministry of Science, Technology and Innovation (MCTI), the National Council for Scientific and Technological Development (CNPq), the Ministries of Education (MEC) and Agrarian Development (MDA), and UN Women.

In addition to the *Women and Science Program*, it is worth noting that the gender question has been incorporated into the national debate on school curriculums thanks to the *Gender and Diversity in School (GDE)* initiative. This consists of an extension course or an university specialization aimed at discussing questions relating to gender, sexuality, sexual orientation and ethnic-racial relations from a sociocultural, historical, educational and political standpoint.



#### **I.2.4. Thousand Women Program (*Programa Mil Mulheres*)**

Another important initiative for preventing and combating discrimination is the *Thousand Women Program*. Created in 2007 in cooperation with Canada, this was initially based on the Federal Institutes of Education, Science and Technology in the North and Northeast, with the aim of identifying technical partnerships for building local educational networks capable of training women in a situation of poverty in order to expand their chances of accessing the jobs market. In early 2014, the Ministry of Social Development and Fight against Hunger (MDS) and the Ministry of Education (MEC) incorporated the program into the National Program for Access to Technical Education and Employment (PRONATEC) as part of the Brazil Without Extreme Poverty Plan (BSM).

Within the social assistance network, the PRONATEC/BSM program enables the poorest women, especially beneficiaries of the Bolsa Familia program, to access vocational training.

The methodology used by the program recognises that the women trainees have rights and that the formal and non-formal teaching they receive will complement the knowledge and skills that they already possess. It is important to ensure that the courses negotiated between providers and potential trainees are suited to the latter's genuine requirements.

## **II. PROGRESS IN IMPLEMENTING THE RIGHT TO EDUCATION**

This section focuses on indicators of education levels and types with a view to demonstrating the progress made in terms of access to education. It also addresses specific measures, programs and projects that have enhanced education in Brazil during the period 2011-2040 and contributed to preventing and combating discrimination in education.

### **II.1. Early Childhood Education**

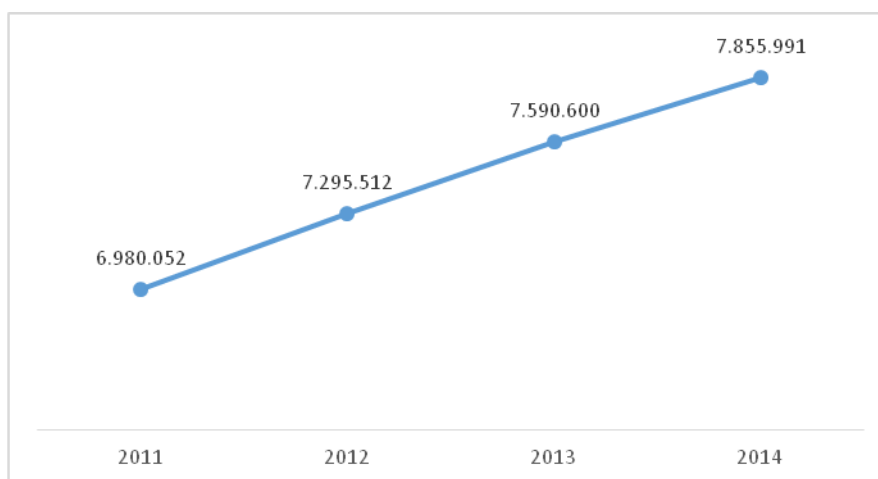
Recognizing the importance of access to early childhood education as a core element for children's development has been at the heart of the design and implementation of educational policies targeted at very young children in Brazil. Research studies on the impact of this stage of education on children in general reveal that early childhood education provided for children from the most vulnerable population groups can contribute

significantly to preventing and combating discrimination in education in later life.

Good progress has been made in terms of the legal frameworks for education, particularly the extension of compulsory schooling from 7 to 14 years to 4-17 years. This measure, introduced by Constitutional Amendment (EC No. 59/2009), is planned to be deployed throughout Brazil by 2016. The indicators on early childhood education clearly show the effects of this initiative.

Figure 13 for example shows the evolution of enrollment in early childhood education for the period 2011-2014: an increase of 12.5% at the preschool level (4 and 5 year olds). It is worth noting also that as a result of Constitutional Amendment No. 59/2009, this phase of education became compulsory, and is now the legal responsibility of the local municipal governments that receive constitutionally- guaranteed funds via FUNDEB.

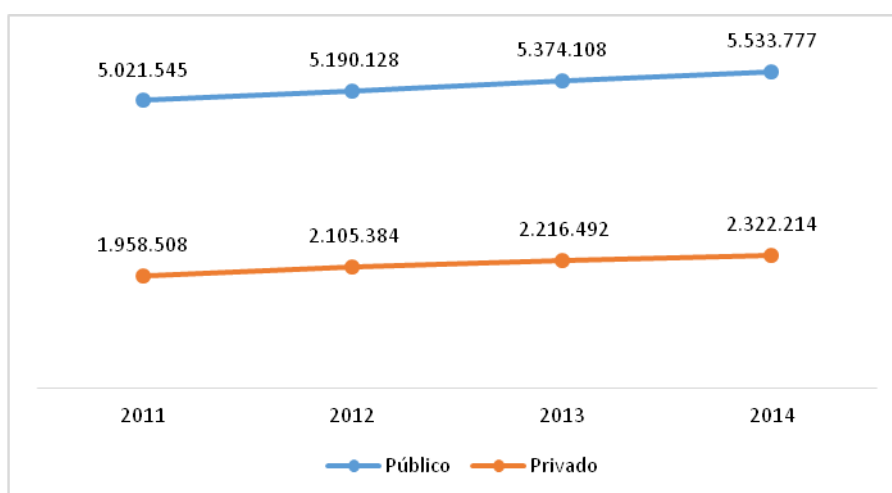
**Figure 13 - Early childhood education enrollments, Brazil, 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

The figures show that in 2014 70.4% of early childhood education was provided in the public network (Figure 14). During the period under consideration, enrollment in the public network declined by 1.5% while enrollments in the private sector increased by the same amount.

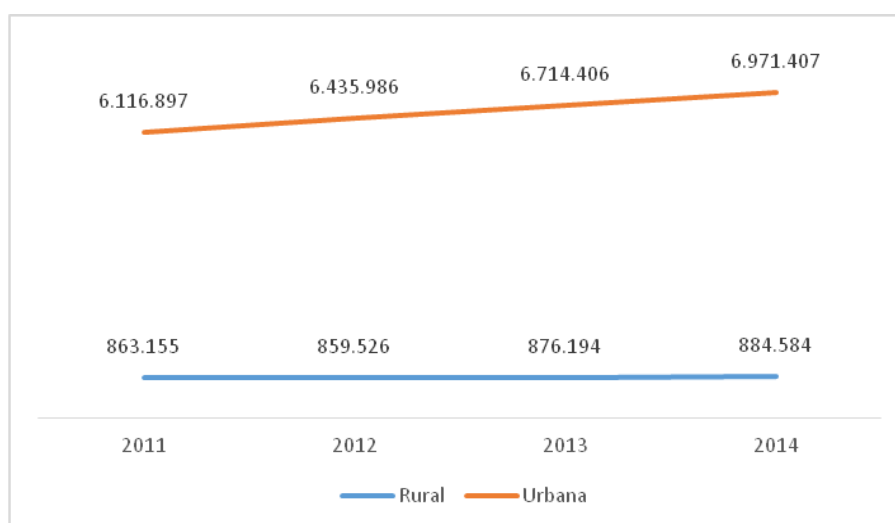
**Figure 14 - Early childhood education enrollments (public and private) Brazil, 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

As for the provision of Early Childhood Education by geographic location, Figure 15 shows that provision was more substantial in urban areas (given their larger populations). In the period under consideration, enrollment in urban areas increased from 87.6% to 88.7% of the total, representing over 854,000 children enrolled in school, while rural enrollment increased by only 21,429.

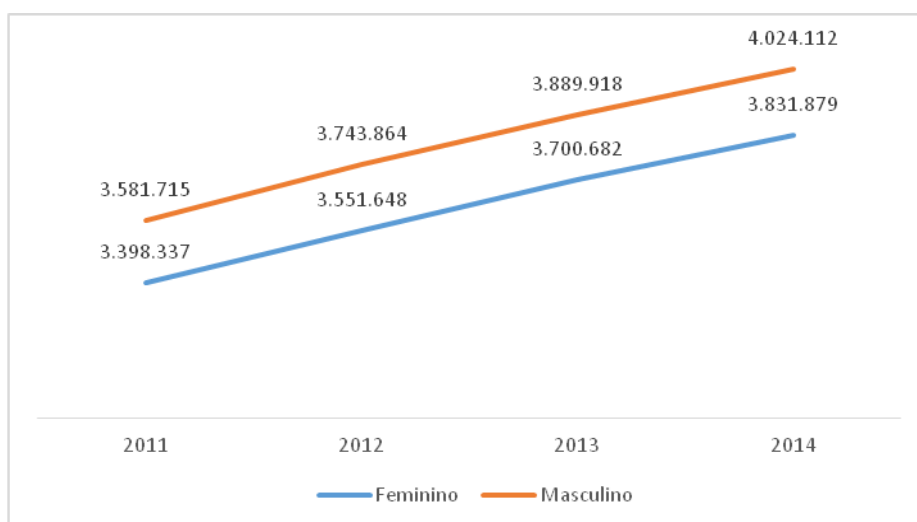
**Figure 15 – Early childhood education enrollments by locality, Brazil 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

In terms of access by gender to early childhood education, the ratio of enrollments tended to remain stable in the period 2011-2014 (51% boys and 48.8% girls).

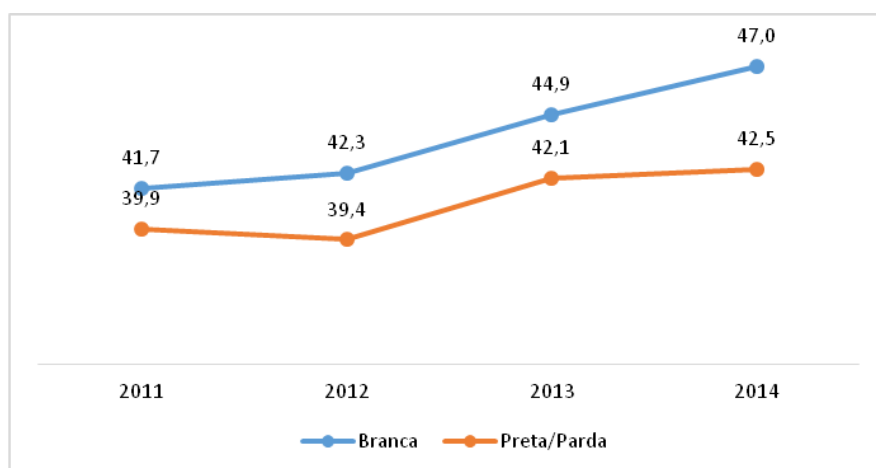
**Figure 16 – Early childhood education enrollments by gender, Brazil 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

As for attendance levels by color/race at this stage of education, the number of white children enrolled increased by 12.7% over the period, while the number of black/mulatto children increased by 6.5%. This reveals that problems of inequality of access still exist as a result of color/race (Figure 17).

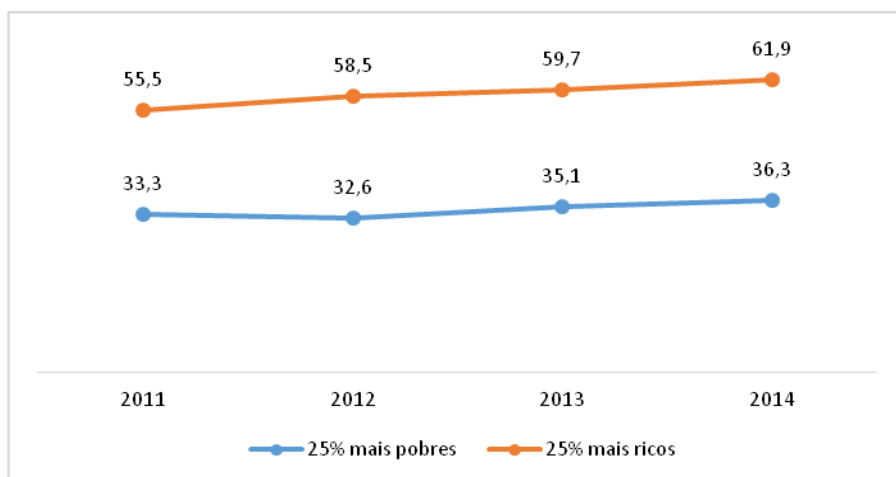
**Figure 17- Early childhood education attendance rates by color/race-Brazil 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

When family incomes *per capita* of the 25% poorest and the 25% richest groups are taken into account, there are serious inequalities of educational opportunity in terms of early childhood attendance at school (Figure 18).

**Figure 18- Early childhood education attendance rates by family *per capita* income - Brazil 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

### II.1.1. Proinfância (Pro-Childhood)

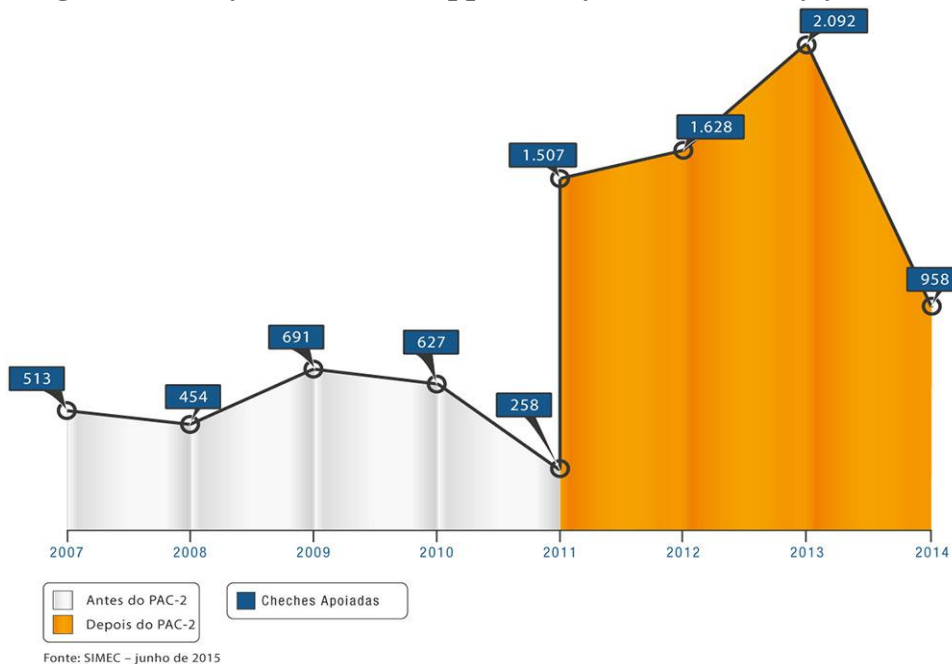
In Brazil the municipalities (local governments) are responsible for providing early childhood education (0-6 years), while the federal government is responsible for defining policies for this stage of basic education and for improving quality. One of the key strategies in this respect is the *Pro-Childhood* program aimed at providing technical and financial support to the Federal District and the municipalities for constructing and equipping public daycare centers and pre-schools.

One of the components of the *Pro-Childhood* program is designed to strengthen its pedagogical identity by linking it to the provision of consulting services for the local governments that have agreed to implement the program. This approach is based upon the understanding that building new daycare centers ('creches') or pre-schools contributes to higher enrollment figures at this stage of basic education but without necessarily guaranteeing the quality of education and teaching in these establishments.

This type of assistance for the Federal District and municipalities was launched in 2007. In 2007-2008, the program oversaw the construction of 1,021 early childhood facilities. In 2009, through the FNDE, the program entered into agreements (covenants) for the construction of a further 700. Also in 2009, the program began transferring funds to equip those in the final stages of construction. Over 214 covenants were signed for purchasing furniture and other equipment (tables, chairs, cribs, refrigerators, cookers, water dispensers, etc.).

From 2011, the program became part of the second phase of the federal government's *Growth Acceleration Program* (PAC 2). By 2012, the program had approved the construction of 3,135 early childhood facilities (1,507 in 2011 and 1,628 in 2012). In 2013, 2,256 building proposals were received of which 1,550 were approved (Figure 19). A further 6,000 were scheduled to be built by 2014.

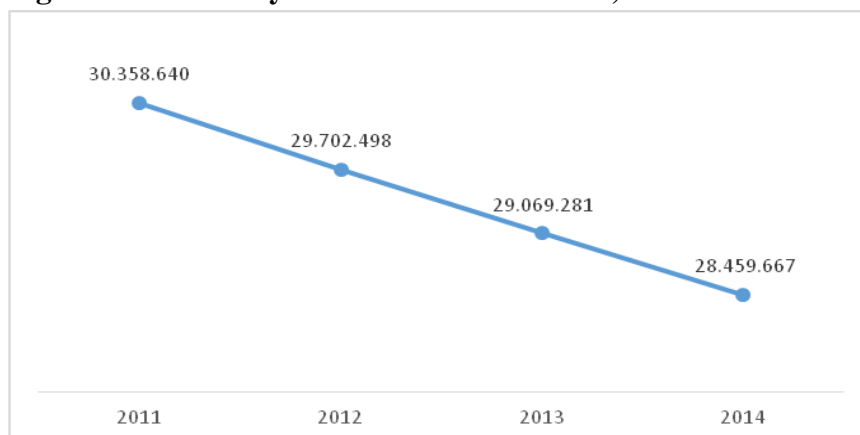
**Figure 19 – Daycare centers supported by Proinfância, by year.**



## II.2 Universal Primary Education

Although basic education is universal in Brazil, with around 98.5% of the 16-14 year age group in school, the absolute number of children in school is declining, as can be seen in Figure 20. This can be explained by the initiatives taken to correct the student flow pattern at this stage of education, as well as the country's declining birth rate.

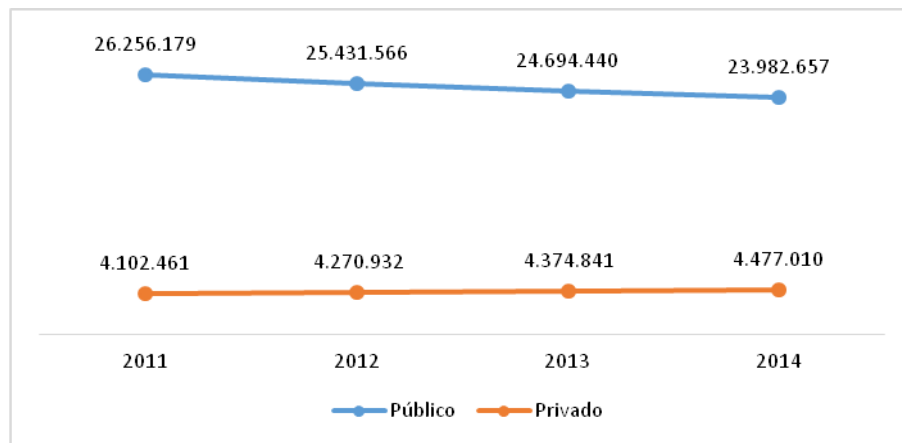
**Figure 20 – Primary Education Enrollments, Brazil 2011 - 2014**



Source: MEC/INEP, Basic Education Statistical Summaries

Enrollments in Basic Education are predominantly in the public education network, although in the period under consideration there was a decline in the number of enrollments of 2.2% in public schools, while those in the private sector schools increased by the same amount (Figure 21).

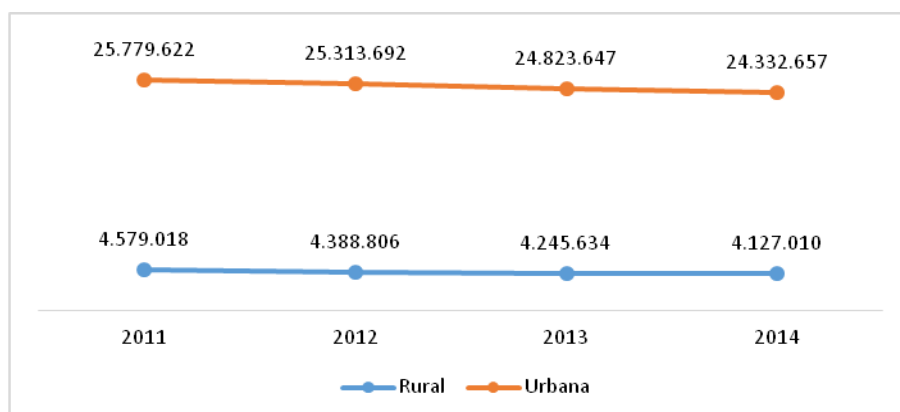
**Figure 21 – Primary Education Enrollments (Public/Private), Brazil 2011 - 2014**



Source: MEC/INEP Basic Education Statistical Summaries

Figure 22 shows the number of enrollments in basic education by geographic location: in 2014, 85.5% of enrollments were in urban areas and 14.5% in rural areas. A noteworthy fact is that while 75621 urban schools attracted over 85% of the enrollments, 62,015 rural schools attracted only 14.5% of total enrollments (*Basic Education Statistical Synopsis 2014*).

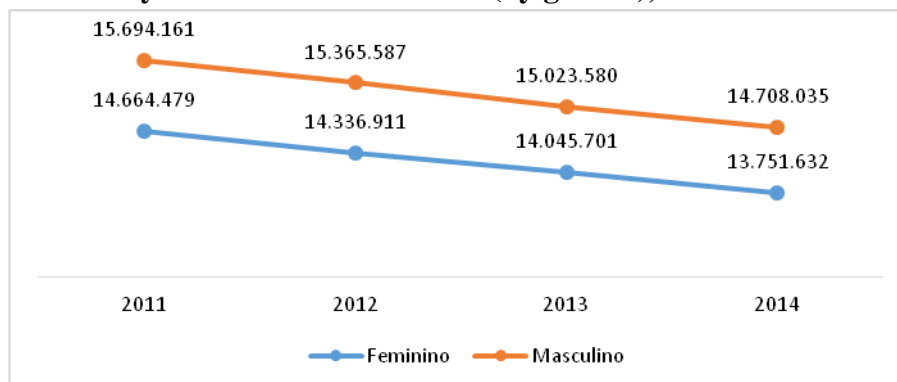
**Figure 22-Primary Education Enrollments by location, Brazil 2011 - 2014**



Source: MEC/INEP, Basic Education Statistical Summaries

As for enrollments by gender (Figure 23) during the period under consideration the situation remained stable, with 51.7% of enrollments by boys and 48.3% by girls.

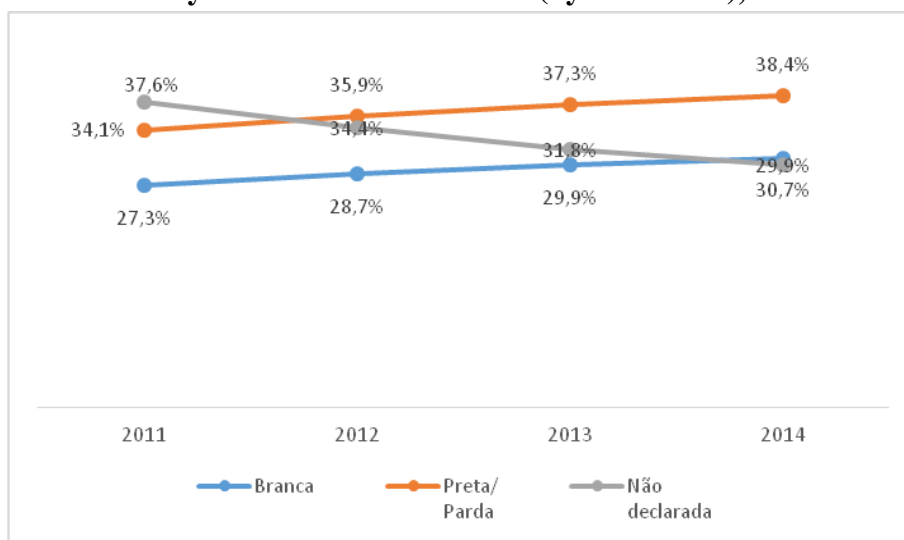
**Figure 23 – Primary Education Enrollments (by gender), Brazil 2011 - 2014**



Source: MEC/INEP Basic Education Statistical Summaries

Figure 24 below presents an analysis of the enrollment data in basic education in 2011-2014 according to color/race. The number of students who chose not to declare their color/race fell by 7.7%, while students self-declaring themselves as black/mulatto increased by 4.3%, and white students increased by 3.4%.

**Figure 24 – Primary Education Enrollments (by color/race), Brazil 2011 - 2014**

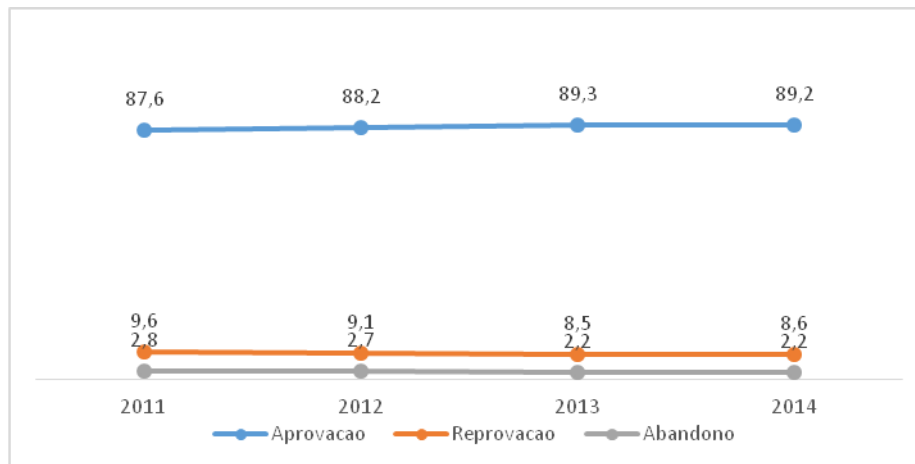


Source: MEC/INEP, Basic Education Statistical Summaries

Regarding school achievement rates, Brazil continues to make persistent efforts to improve approval rates and reduce failure and dropout rates. In the period under consideration, the "pass" (approval) rate grew by 1.8%, while school failure and dropout rates fell by 10.4% and 21.4%, respectively (Figure 25).



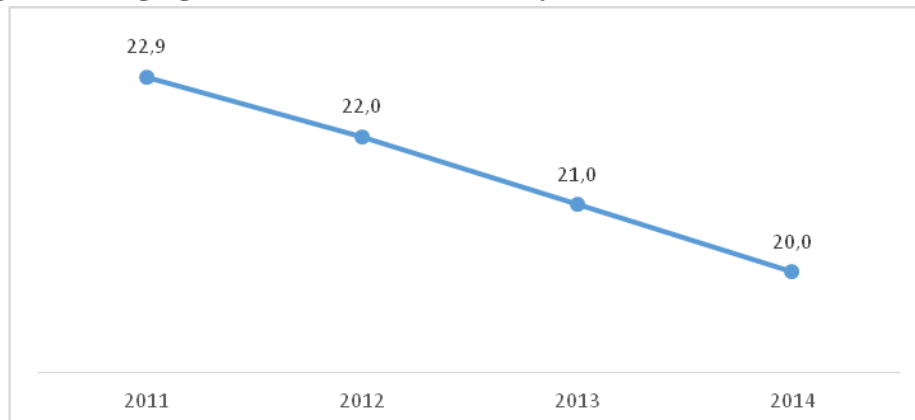
**Figure 25 – Achievement rates in Primary Education , Brazil 2011 - 2014**



Source: <http://portal.inep.gov.br/indicadores-educacionais>

The phenomenon of age-grade distortion is closely associated to attainment rates. The *fluxo escolar* has fallen in Brazil from 44% in 1999 to 20% in 2014 - considered high in terms of international standards and certainly a challenge to be addressed in future years (Figure 26).

**Figure 26- Age-grade distortion in Primary Education , Brazil 2011 - 2014**



Source: <http://portal.inep.gov.br/indicadores-educacionais>

Together with classroom failure (reproval) and dropout rates, age-grade distortion is proving to be a highly complex issue since it implies the need for cultural changes to be made in teaching practices and school management.

### **II.2.1. National Pact for Literacy at the Right Age (PNAIC)**

Given that access to universal primary education has been achieved in Brazil, the main problem at the basic education level is low student achievement. The National Pact, designed to address this challenge, is a commitment assumed by the federal, state and municipal governments,

together with the GDF (Federal District government) to ensure that all children are literate by the age of eight, i.e. the end of the third year of basic education.

This nationwide literacy teacher-training program provides for the continuing training of literacy teachers and the provision of specific literacy-related materials such as textbooks, dictionaries, educational games, teaching aids and other technologies for assisting the literacy effort.

Four core principles for developing literacy teaching are:

1. The written alphabet is complex and calls for systematic and problematizing teaching;
2. The development of reading and writing skills takes place during the entire educational process but must be initiated early in basic to ensure early access to spoken interactive social situations in which children can learn to immerse themselves in their own story worlds;
3. Different areas of knowledge must be absorbed by children so they can hear, speak, read, and write about different types of subjects and act appropriately with others in society;
4. Play and childcare are basic requirements to support teaching and learning processes (<http://pacto.mec.gov.br/o-pacto>)

In the 2013 Portuguese language literacy cycle, the PNAIC oversaw the training of around 16,000 study advisers and over 319,000 literacy teachers in 26 states, 5420 municipalities and the Federal District. This progress continued in the following years and is now firmly linked to the National Literacy Assessment System created under the aegis of the SAEB in 2013 (see Section IV).

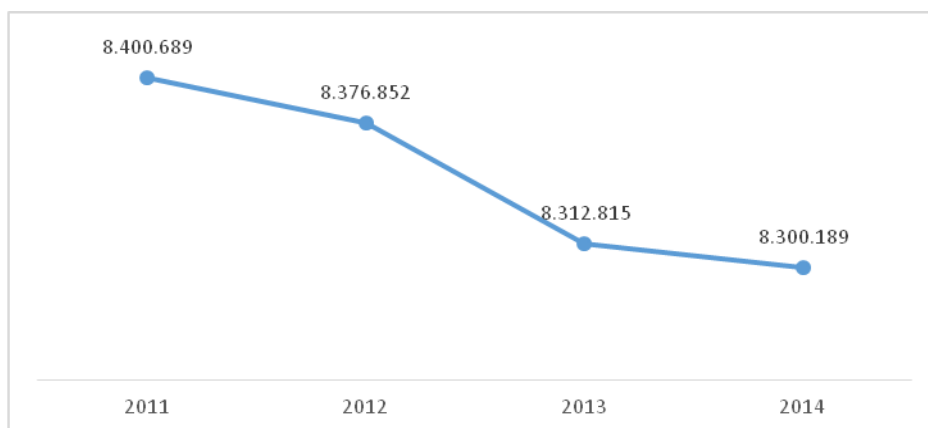
## **II.3. Secondary Education (General and Vocational)**

### **II.3.1. Upper secondary education**

Upper secondary education applies to the 15-17 year age group. However, in order to cope with the high rates of age-grade distortion mentioned above this stage of basic education involves attendance by people who are often older than the ideal age. Upper secondary education is the final stage of the education system that is compulsory by law in Brazil. Figure 27

displays enrollment data which, although there was a slight decline over the period under consideration (1.2%), has stabilized more recently.

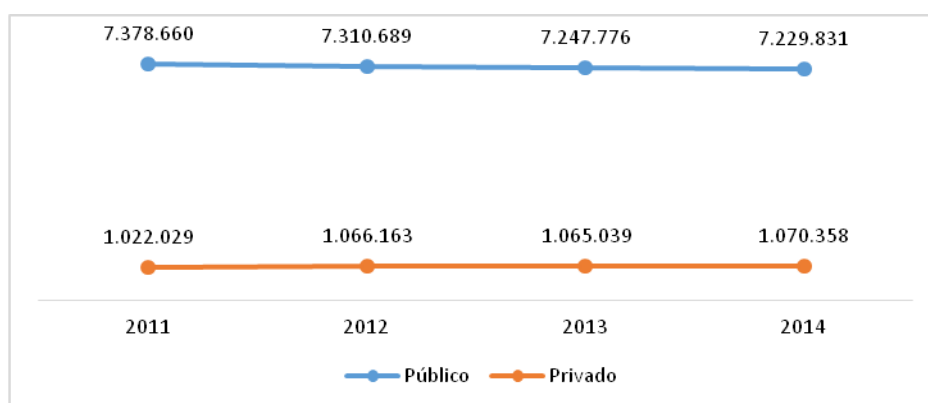
**Figure 27 – Enrollments in upper secondary education, Brazil 2011 - 2014**



Source: MEC/INEP, Basic Education Statistical Summaries

It is important to highlight, however, that 15.7% of the 15-17 year age group (considered to be the ideal age for this stage of education) is not in school (PNE, 2015, p. 55).

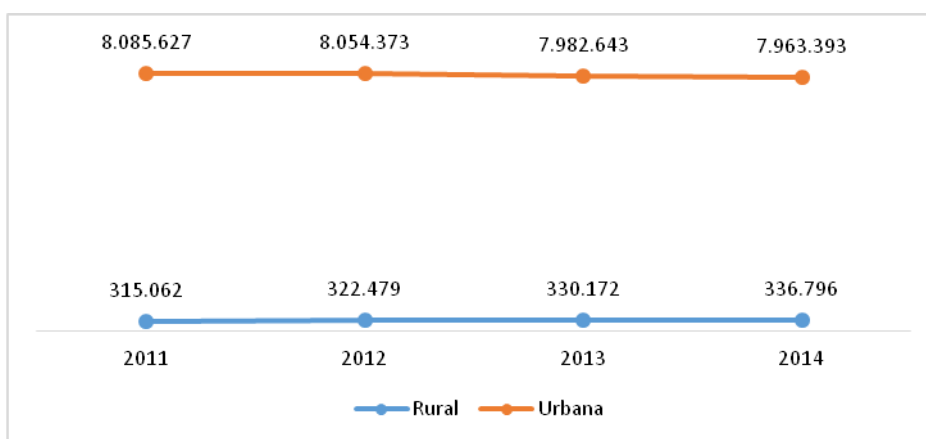
**Figure 28 – Enrollments in upper secondary education (public/private), Brazil 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

Regarding geographic location, upper secondary school enrollments are predominantly in urban areas, although it is worth noting that rural enrollments increased between 2011 and 2014 from 3.8% to 4.1% (Figure 29).

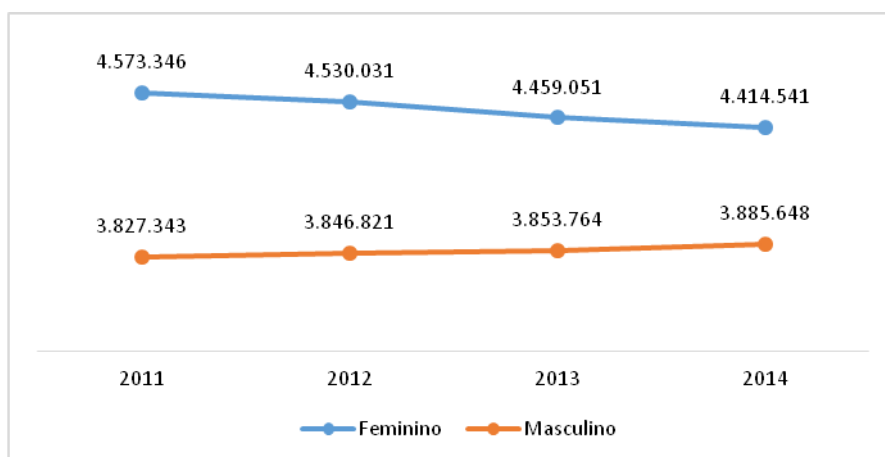
**Figure 29 – Enrollments in upper secondary education, by location, Brazil 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

With regard to the gender question, upper secondary education is the only stage in basic education where the number of females exceeds that of males (Figure 30). In the period under consideration, female enrollments dropped by 1.3%, although in 2014 female enrollments still exceeded those of males (53.2% females and 46.8% males).

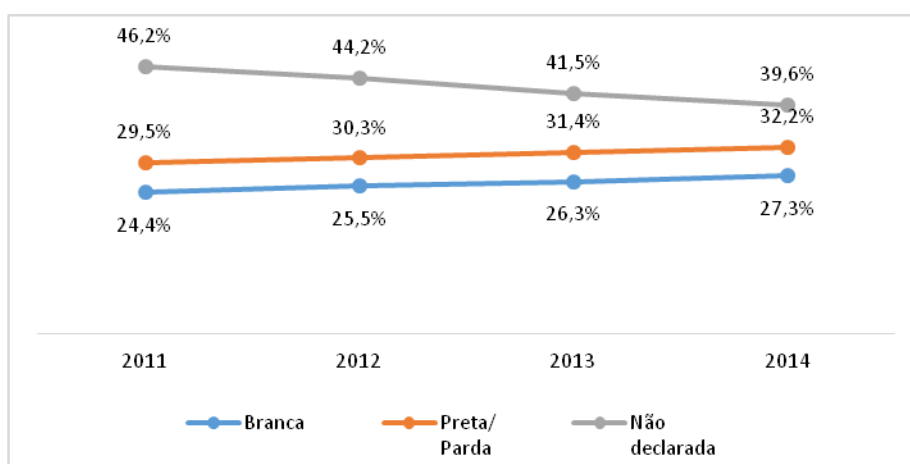
**Figure 30 – Enrollments in upper secondary education, by gender, Brazil 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

Data referring to color/race obtained in the school censuses for secondary school enrollments (Figure 31) show that a significant number of students chose not to self-declare race or color. It is noteworthy, however, that these numbers declined over the period under consideration from 46.2% to 39.6%. Also of note is the fact that the number of students self-declaring as "white" increased from 24.4% to 27.3%, and those declaring as "black/mulatto" increased from 29.5% to 32.2% over the period.

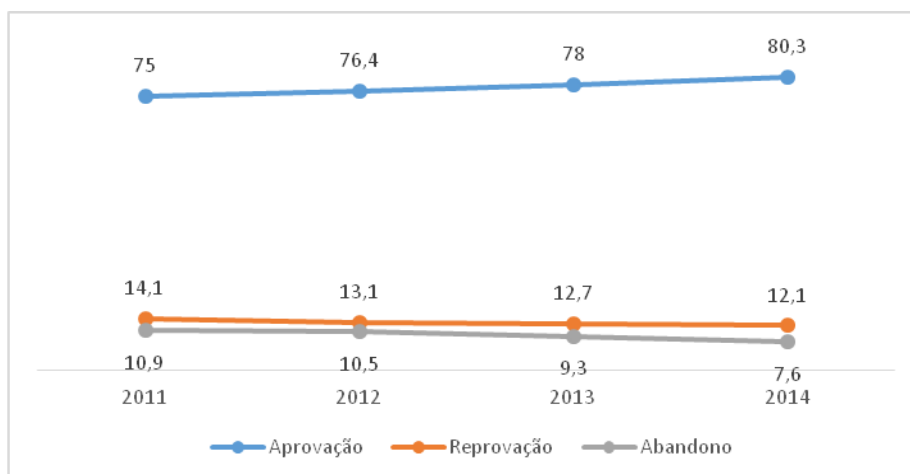
**Figure 31 – Enrollments in upper secondary education, by race/color, Brazil 2011-2014**



Source: MEC/INEP, Basic Education Statistical Summaries

One of the major challenges of Brazilian upper secondary education is that of educational achievement rates (Figure 32). In spite of the efforts of recent decades, the country still has suffered class failure rates of over 10% and dropout rates of over 7%. The approval ("pass") rate in 2014 was 80.3%.

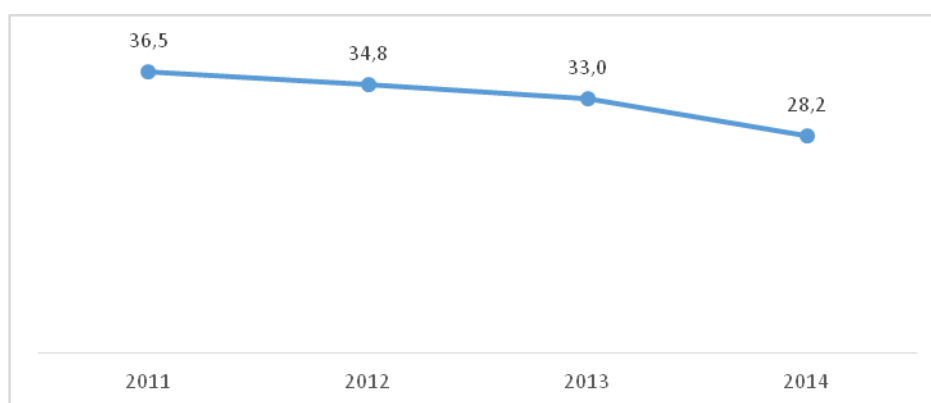
**Figure 32– Upper secondary education achievement rates, Brazil 2011 - 2014**



Source: <http://portal.inep.gov.br/indicadores-educacionais>

Age-grade distortion is a further problem at this stage of education. In 1999 age-grade distortion rate was 54.8%, and in 2014 28.2%. Although the latter represents a fall of 48.5% it is nevertheless still very high (Figure 33).

**Figure 33 –Age-grade distortion rates in upper secondary education, Brazil 2011 - 2014**



Source: <http://portal.inep.gov.br/indicadores-educacionais>

### • Innovative Upper Secondary School Program (*ProEmi*)

The aim of this program, established in 2009, is to support and strengthen the development of innovative curriculum proposals in upper secondary education schools, guided from 2012 onwards by the new *National Curriculum Guidelines for Upper Secondary Education*. Efforts have been made under the program to increase the time spent in school ('school attendance time') by students and to introduce a more "comprehensive" type of education with activities to make the curriculum more dynamic by incorporating knowledge from different areas, and in particular by strengthening school activities related to basic science.

The proposals submitted in the *Curriculum Redesign Projects* will gradually increase the compulsory 2400 minimum hours spent at school to 3000 hours, and promote activities in educational microfields (languages, mathematics, social and natural sciences); basic science and research; reading and literacy; physical education; artistic production/enjoyment; communication, media usage and digital culture; and active learning.

Tables 10 and 11 show the increases in the numbers of schools and students participating in the *ProEmi* by factors of 13 and 11.5 respectively over the five-year period 2009-2013.

**Table 10: Schools participating in the ProEmi, 2009 - 2013**

ProEmi	2009	2011	2013
Nº of schools	354	2.002	5,189

Source: MEC/SEB

**Table 11: Students benefited by ProEmi, 2009 - 2013**

ProEmi	2009	2011	2013
Nº of enrolled students	295.698	1.173.908	3.721.725

Source: MEC/SEB

## • **National Pact for Strengthening Upper Secondary Education**

The aim of the National Pact for Strengthening Upper Secondary Education is to ensure that the federal government and state/municipal governments collaborate in the formulation and implementation of policies aimed at improving the quality of Brazilian upper secondary education and ensuring the inclusion of all students that are entitled to upper secondary education.

Two strategic actions are currently underway: curriculum redesign at present being developed in schools through the *Innovative Upper Secondary School Program* (ProEmi), described above, and the *Program for the Continuing Education of Upper Secondary School Teachers* introduced in 2014.

The latter Program aims to promote and improve the continuing training of teachers and coordinators in the public upper secondary schools both in rural and urban areas, in conformity with the National Education Guidelines and Framework Law and the National Curricular Guidelines for upper secondary education.

The continuing training strategy in the context of the National Pact for Strengthening Upper Secondary Education was the outcome of collaboration over recent years between the Ministry of Education, the National Education Council and the State Education Secretariats (including valuable input from the State Upper Secondary Education Coordinators Forum, public universities and social movements) aimed at improving the quality of education in general and implementing the new National Curricular Guidelines for Upper Secondary Education focused on employment, culture, science and technology in particular.

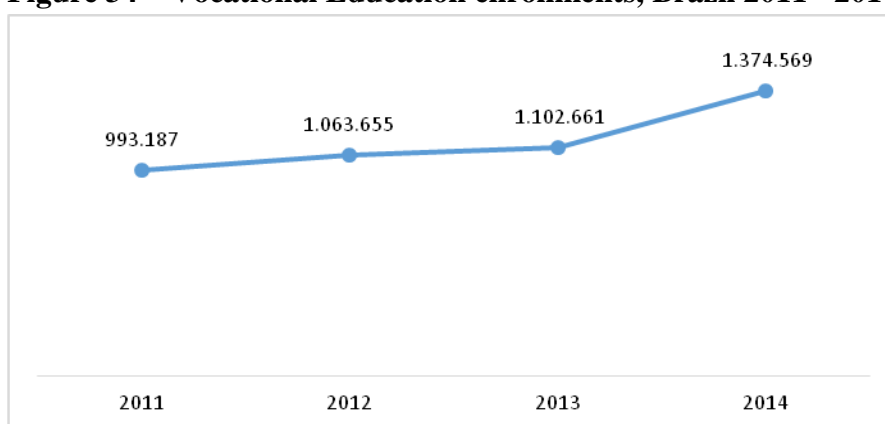
All 26 states and the federal district now support the *Program for the Continuing Training of Upper Secondary School Teachers*. The process of adhesion to the program took shape during the national seminar organized by the Federal University of Paraná (UFPR). This university is responsible for organizing relevant national seminars and producing training textbooks devoted to the two component stages of the continuing training course for upper secondary school teachers and pedagogical coordinators.

Other universities continue to help organize state-level seminars to clarify details of the Program for the benefit of education secretariat staff and to monitor the various stages of continuing teacher training.

### II.3.2. Vocational Education

Vocational education is important for preventing and combating discrimination against socially and economically vulnerable population sectors. Expansion of the supply of vocational education in Brazil began in 2007 with the establishment of the *Programa Brasil Profissionalizado* and in 2011 with the *National Program for Access to Technical Education and Employment* (Pronatec). Between 2011 and 2014 the supply of vocational education increased by 30.4% (Figure 34)

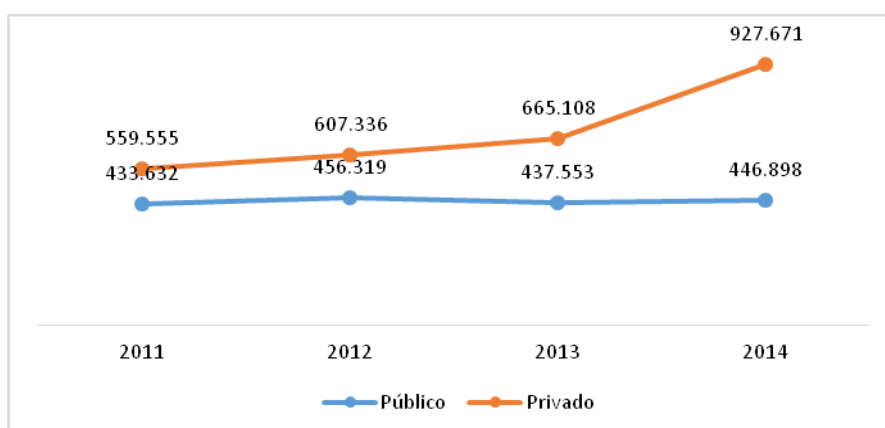
**Figure 34 – Vocational Education enrollments, Brazil 2011 - 2014**



Source: MEC/INEP, Basic Education Statistical Summaries

As can be seen from Figure 35, although enrollments in public vocational education in 2014 stabilized at around 446,000, this type of education in the private sector increased by 262, 563 places between 2013 and 2014.

**Figure 35 – Vocational Education enrollments (public/private), Brazil 2011 - 2014**

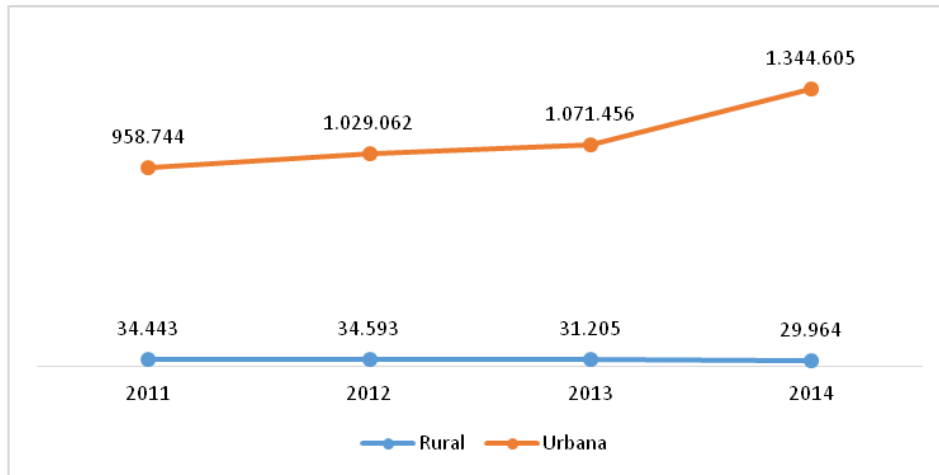


Source: MEC/INEP, Basic Education Statistical Summaries

In terms of geographic location, vocational education was available predominantly in urban areas, which accounted for 97.8% of all vocational enrollments in 2014 (Figure 36)



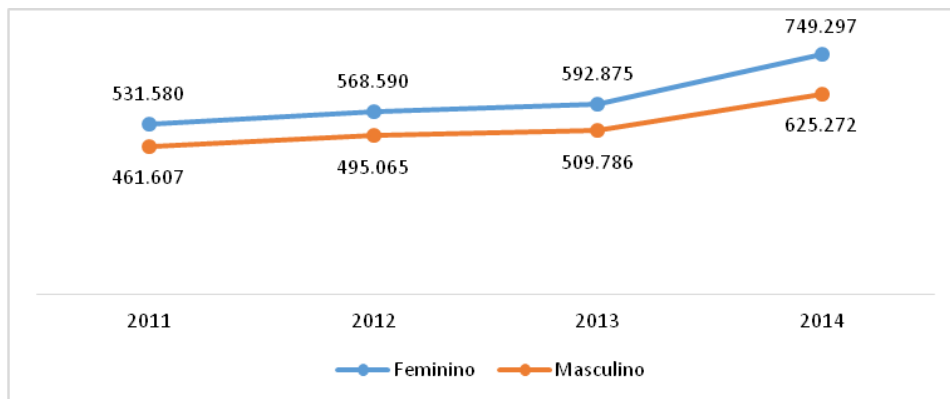
**Figure 36 – Vocational Education enrollments, by location, Brazil 2011 - 2014**



Source: MEC/INEP, Basic Education Statistical Summaries

As for gender considerations, enrollments by women and girls amounted to over 53% of the total in all the years in the period 2011-2014.

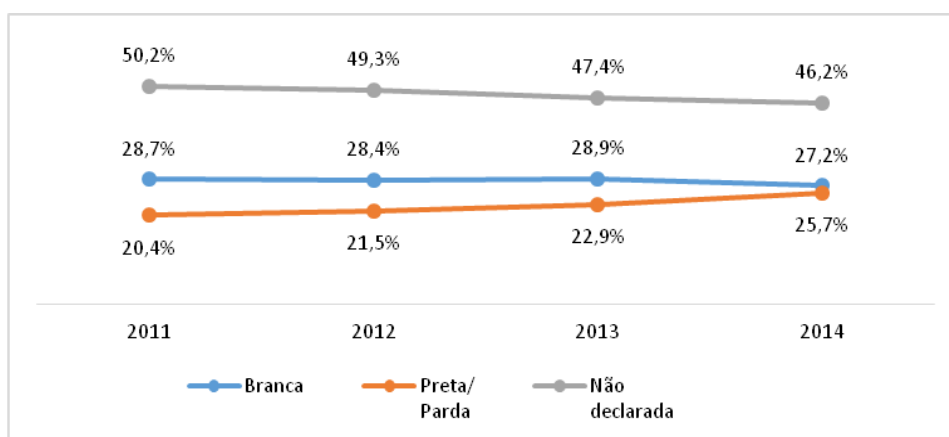
**Figure 37 – Vocational Education enrollments, by gender, Brazil 2011 - 2014**



Source: MEC/INEP, Basic Education Statistical Summaries

In terms of color/race of students enrolled in vocational education, students who chose not to declare their race/color constituted the highest percentage. Students who self-declared "white" amounted to around 28% and those considering themselves to be black/mulatto oscillated during in 2011-2014 between 20.4% and 25.7%, as can be seen in Figure 38.

**Figure 38 – Vocational Education enrollments by color/race, Brazil 2011 - 2014**

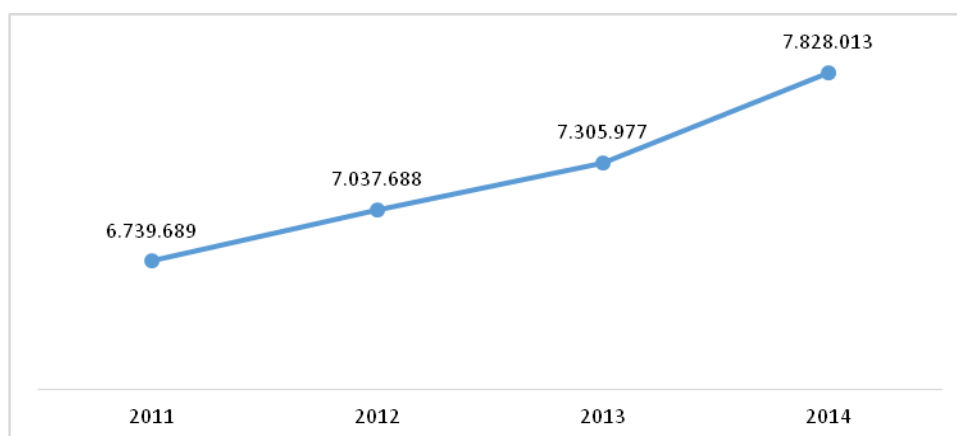


Source: MEC/INEP, Basic Education Statistical Summaries

## 11.4 Tertiary Education

According to the 1988 Federal Constitution, tertiary education is one of the duties of the State, involving "guaranteed access to the highest levels of education, research and artistic creation, according to an individual's capacity" (Art. 208,V). The availability of tertiary education in a variety of public and private establishments has increased significantly over the last few years, contributing to reducing inequalities of access and broadening opportunities for people at this level.

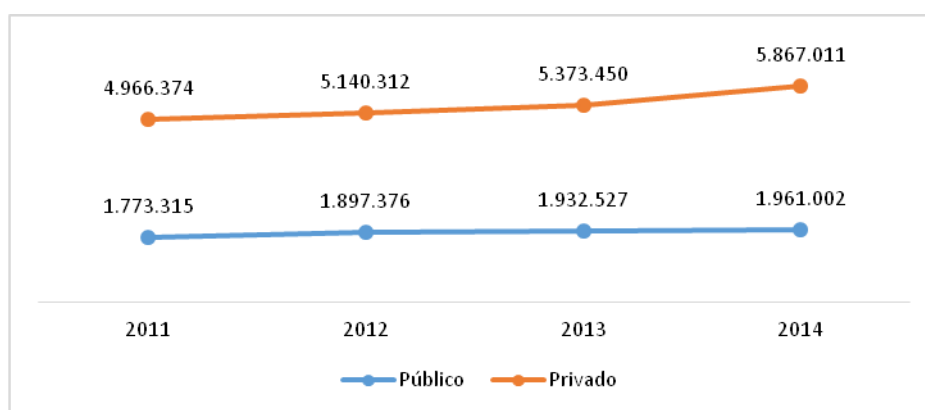
**Figure 39 – Tertiary Education enrollments, Brazil 2011 - 2014**



Source: MEC/INEP Higher Education Censuses

Figure 40 shows that the private sector accounted for around three quarters of the increase in tertiary education enrollments over the last few years. The public network expanded over the period (by 187,000 places) while the number of places available in private institutions increased by 900,000.

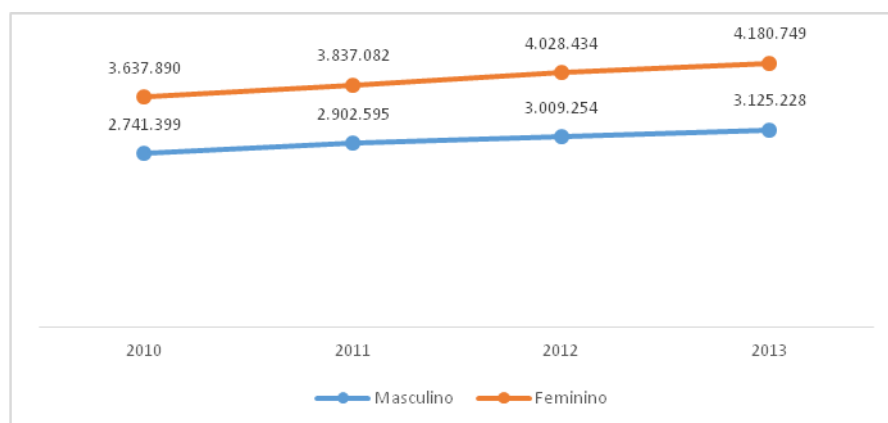
**Figure 40 – Tertiary Education enrollments (Public/Private), Brazil 2011 - 2014**



Source: MEC/INEP Higher Education Censuses

From the gender standpoint, an average of 57% of the enrollments in tertiary education were accounted for by women and 43% by men. The predominance by women in tertiary education enrollments effectively begins at the upper secondary school level, as observed earlier in this Report.

**Figure 41 – Tertiary Education enrollments by gender, Brazil 2011 - 2014**



Source: Higher Education Census, INEP/DEED

The expansion of higher education during the period corresponding to the 9th Convention is examined in more detail below. Specific consideration is given to the measures adopted by both the public and private education sectors in Brazil to address discrimination.

#### **II.4.1. Creating opportunities for access to tertiary education**

Until year 2000 the number of Brazilians enrolled in tertiary education was relatively small compared to other countries at a similar stage of economic development. Over the past 15 years the Government has nevertheless focused efforts on increasing opportunities for access to tertiary education by (i) strengthening the public tertiary education network focused on

support for developing public federal institutions, and (ii) providing incentives to increase the supply of private sector tertiary education. Policies developed for reducing inequalities of access concentrated on two key program lines: financial support for students to access tertiary education, and the introduction of a quota system to compensate for inequalities of an economic nature or those arising from some type of racial or ethnic discrimination. The following sections address the expansion of tertiary education and the main initiatives developed at this stage of education during the period covered by the 9th Consultation.

#### **II.4.1.1. Strengthening public tertiary education**

The five-year period 2005-2010 saw a major expansion of places in the public tertiary education network and the establishment of new federal universities and other tertiary education institutions. While much new infrastructure was built to cope with the new institutions, existing universities were extended through the *Federal University Restructuring and Extension Plan* (REUNI). These measures led to an increased number of tertiary education places, the expansion of evening classes (*cursos noturnos*), increased student-teacher ratios, more flexible curricula, the reduction of student *per capita* costs, and lower drop-out rates.

A further key initiative in terms of public tertiary education was the creation of the *Brazil Open University* (UAB). Details of the above-mentioned initiatives are as follows:

##### **a) New federal universities and institutes**

REUNI was established under the Education Development Plan (EDP) by Decree No. 6,096 of 24/04/2007 with a view to boosting the supply of places in federal universities and institutes. However, the expansion of the federal higher education network had already commenced four years earlier (in 2003), with federal universities setting up smaller campuses away from their core facilities ("*interiorization*"). As a result, the number of universities represented in different municipalities increased from 114 in 2003 to 237 by the end of 2011. During this major expansion period 14 new universities and over 100 new campuses were created, leading to easier access, more student places and the creation of many new undergraduate courses.

Figure 42 shows the position of federal universities in 2003-2010 (31.1% increase).

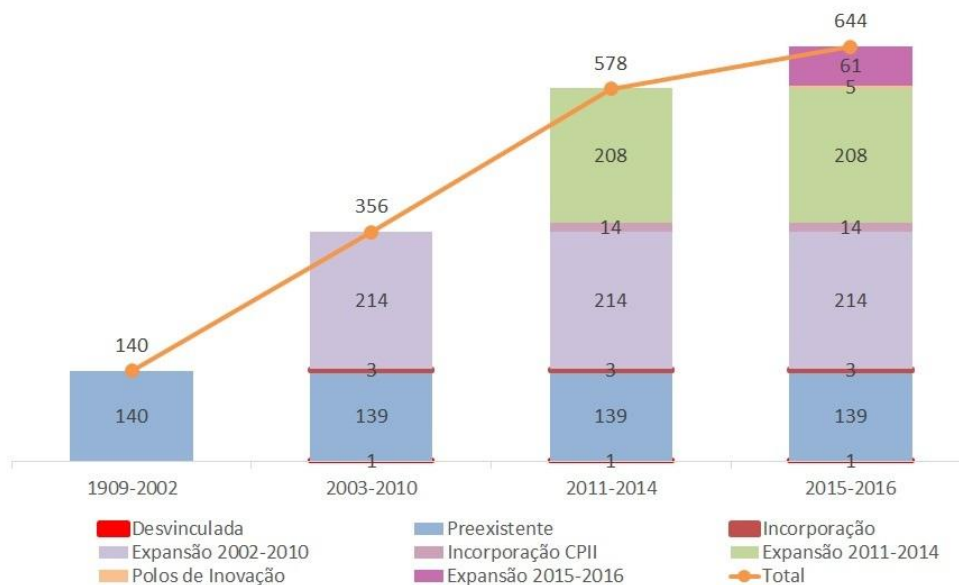
**Figure 42 – Number of federal universities in 2003 – 2010**



Source: <http://redefederal.mec.gov.br/expansao-da-rede-federal>

Meanwhile, the *Federal Network of Vocational, Science and Technology Education* experienced the largest expansion in its history (Figure 43). In 2003-2016, the Ministry of Education completed the construction of 500 new units under the vocational education expansion plan. By 2016 a total of 644 new campuses were in operation, with 38 Federal Institutes located in all the states - offering training courses, integrated upper secondary school teaching and higher technology and *licenciatura* (teaching) degree courses. Other institutions included in the network but not linked to the Federal Institutes also continue to provide vocational education at all levels, e.g. two CEFETs, 25 schools associated with to universities, the Pedro II College and one Technological University.

**Figure 43 - Expansion of the Federal Vocational, Science and Technology Network, by units**



Source: <http://redefederal.mec.gov.br/expansao-da-rede-federal>

## b) Brazil Open University (UAB)

Another important MEC initiative for boosting inclusion and the quality of education is the *Brazil Open University (UAB)*, spearheaded by the *Coordination for the Improvement of Higher Education Personnel (Capes)*. Formally regulated by Presidential Decree No. 5,800, of June 8, 2006, the aim of the UAB is to encourage public institutions to participate in the initial and continuing training of primary education teachers via Distance Learning (DL) as a way of providing an immediate alternative to a chronic problem - the shortage of teachers at the basic education level and difficult access to tertiary education institutions located in metropolitan areas and medium-sized cities or development hubs to the disadvantage of smaller towns that often lack publicly-funded tertiary education facilities.

The UAB system depends on the provision of tertiary education DL courses by public universities for segments of the population unable to easily access regular university-level education. The system's main priority is not the general public but basic education teachers, followed by officials, managers and employees working in the state, municipal and federal district basic education systems.

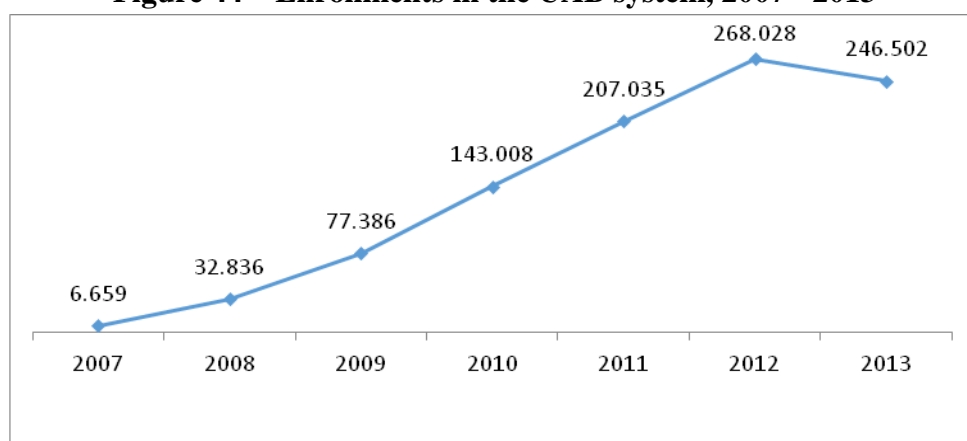
The UAB system, according to Decree 5800, involves "the development of distance education in order to expand and *interiorize* the supply of tertiary education programs and courses in the country". The system has made substantial progress in promoting this modality in the public tertiary education institutions, as well as supporting research on tertiary education

innovative teaching methodologies based on information and communication technologies (ICT). Moreover, the UAB fosters collaboration between the federal government and the state administrations aimed at establishing permanent teaching centers based on presential "support hubs "in strategic locations.

The UAB System promotes collaboration, interaction and implementation of initiatives between the three levels of government (federal, state and municipal) and public universities and other interested organizations, providing alternative mechanisms for the development, deployment and implementation of consortiums of undergraduate and postgraduate courses. As a result of taking good quality university teaching to remote localities, the UAB has nurtured the development of municipalities with low HDI and Basic Education Development Index (IDEB) scores. It is recognized as an effective tool for ensuring universal access to tertiary education, as well as for re-qualifying teachers in other disciplines, thereby strengthening schools in the interior of Brazil and reducing the concentration of undergraduate courses on the large urban conurbations (i.e. it avoids people having to migrate to the larger cities in search of education). The UAB system is supported by 104 public education institutions, of which 56 are federal universities, 31 are state universities, and 17 are federal institutes.

Figure 44 below indicates the number of students enrolled in the UAB system in 2007-2013 (increase by a factor of 30 in the seven year period). 104 federal and state tertiary education institutions in the system now deliver a total of 1140 UAB courses and 818 in presential hubs.

**Figure 44 – Enrollments in the UAB system, 2007 - 2013**



Source: CAPES/MEC, 2015

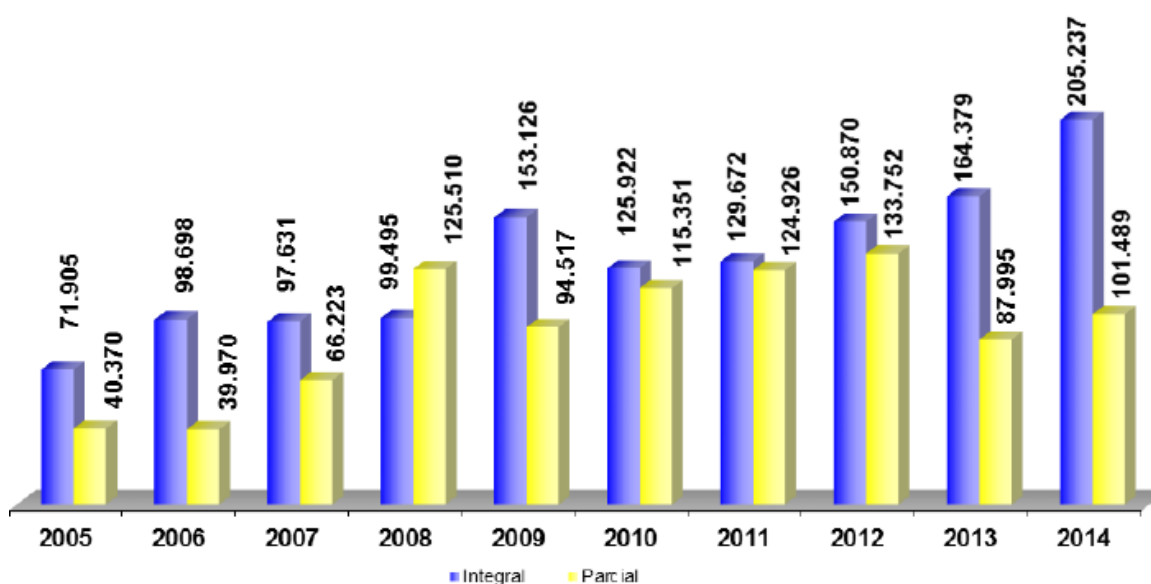
## II.4.1.2. Strengthening private tertiary education

Key initiatives to support expansion of private tertiary education were made during the period of the 9th Consultation. These included the *University for All Program* (Prouni) and the scaling up of the *Student Financing Fund* (FIES).

### a) University for All Program (Prouni)

The aim of the University for All Program (Prouni), established in 2005, is to provide full or partial (i.e. 50%) scholarships for students to study in private tertiary education institutions. The number of awards made over the years has grown considerably. Figure 45 shows the annual evolution of the Prouni scholarship program.

**Figure 45 - Prouni: full scholarships awarded per year, 2005-2014**

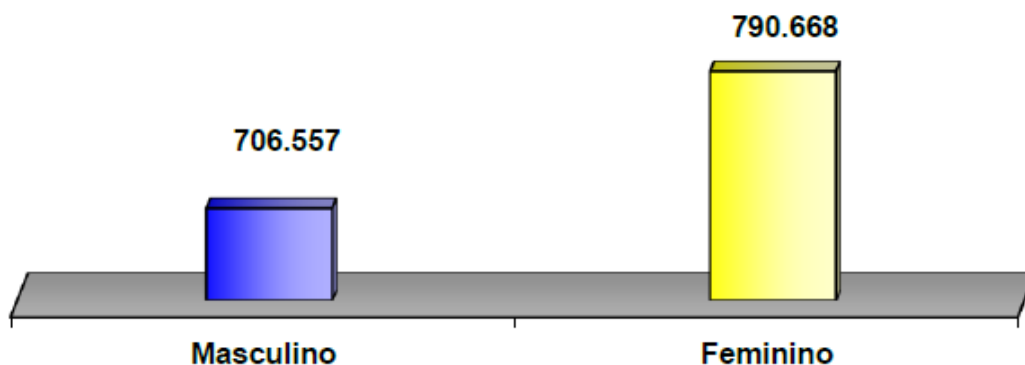


Source: Sisprouni, 2015  
\* Prouni 2005 – 2º /2014

Figure 40 below shows that the greatest demand for the scholarships comes from women (52.8%) wishing to access tertiary education courses.

**Figure 46 - Prouni: full scholarships awarded per year, by sex, 2005-2014**

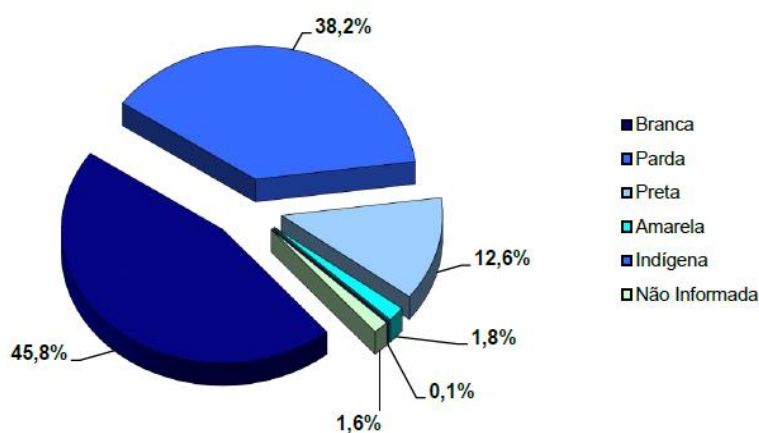




Source: Sisprouni, 2015 \* Prouni 2005 – 2º /2014

From the standpoint of color/race, 45.8% of the scholarship holders in 2005-2014 were white, 38.2% were mulattos and 12.6% self-declared blacks, as can be seen in Figure 47. IBGE 2011<sup>9</sup> data show that 47.8% of the population living in the country regards itself as "white", 33.1% as "mulatto", and 8.2% as "black". There are considerable differences between the IBGE demographic data and those provided by PROUNI students.

**Figure 47 - Prouni: full scholarships awarded by race/color, by sex, 2005-2014**



Fonte: Sisprouni, 2015  
\* Prouni 2005 – 2º /2014

Source: Sisprouni, 2015 \* Prouni 2005 – 2º /2014

### (b) Student Financing Fund (FIES)

The Student Financing Fund (FIES) is an accounting fund, set up in 1999 to replace the *Education Credit Program* (MP No. 1,827/1999, amended to

<sup>9</sup>

<http://seriesestatisticas.ibge.gov.br/series.aspx?no=10&op=0&vcodigo=PD336&t=populacao-residente-cor-raca>

MP No. 10,260, of July 12, 2001). The FIES was later substantially restructured by Law No. 12,202 of January 14, 2010 which resulted in credit for students becoming more accessible and attractive. In the 10-year period 1999 - 2009, FIES benefited a total of 562,921 students, and a total of 1,144,235 in 2010-2015. Table 12 carries details for the period 2011-2015.

**Table 12 - FIES - Contracts signed**

Year	Number
2011	154.265
2012	377.865
2013	559.948
2014	732.494
2015*	243.113

Source:

<http://painel.mec.gov.br/painel.php?modulo=principal/detalhamentoIndicador&acao=A&detalhes=pais&indid=778>

\*Up to June 2015

### II.4.1.3. Quota system

The Quota Law was introduced in 2012 by the Federal Government (Law No. 12,711 of August 29, 2012). This law determines that 50% of places in Federal Tertiary Education Institutions shall be reserved for students graduating from public schools (Art. 1) and "self-declared blacks, mulattos and indigenous students, in an equal proportion to the number of blacks, mulattos and indigenous people in the population of the federative units where the institution is located, according to the last census of the Brazilian Institute of Geography and Statistics (IPGE) (Art. 3), within a maximum deadline of four years from publication of this law".

The student places reserved under the quota system (50% of the total places of the institution) are divided in the following way: one half for students from public schools and families with a gross income equal to or less than one and a half salaries *per capita* per month, and the other half for students from public schools with family incomes higher than one and a half minimum salaries. In both cases, the minimum percentage corresponding to the sum total of blacks, mulattos and indigenous groups in a particular state (according to IBGE figures) must be taken into account. In order to ensure that the "quota students" can maintain themselves, the student assistance policy is enhanced through the *National Student Assistance Program* (PNAES).

The PNAES provides financial support for low-income students to enable them to support themselves in undergraduate courses on the campuses of

Federal Tertiary Education Institutions (IFES). The overall aim is to ensure equality of opportunity among all the students and to contribute for better academic attainment by employing measures to combat dropouts and grade repetition.

The PNAES provides money for student accommodation, food, transport, health care, digital inclusion, culture, sport, childcare and additional teaching support. The PNAES arrangements are undertaken by the actual teaching institution where the student is enrolled and the institution itself is required to monitor and evaluate the development of the program. Selection criteria for students takes into account their socio-economic profile as well as certain other criteria tailored to the circumstances of each institution<sup>10</sup>.

The implementation of the Quota Law in universities is monitored by a committee comprising representatives of the Ministry of Education, the Secretariat for the Promotion of Racial Equality (Seppir) and the National Indian Foundation (Funai). Representatives of other civil society bodies and agencies are also members of this committee.

## **II.5. Adult and lifelong education**

The lifelong education of youths and adults is an important strategy for preventing and combating discrimination in education. It is also an invaluable mechanism for promoting equality. The Brazilian government has invested systematically in a policy to promote lifelong education by combining "initial" literacy courses with regular studies in youth and adult classes (EJA) containing students targeted by the *Literate Brazil Program* (PBA). As from Financial Year 2012, funds are being transferred to the states, municipalities and the federal district under the terms of Resolution CD/ENDF No. 48/2012, aimed at establishing and maintaining new EJA groups.

Since 2007, the Basic Education School Census has recorded data on individual students (previously the "total" numbers of students was recorded) - a major breakthrough for diagnosing the educational situation throughout Brazil.

Notwithstanding the efforts made to improve and implement educational policies, the results of Youth and Adult Education (EJA) constitute a

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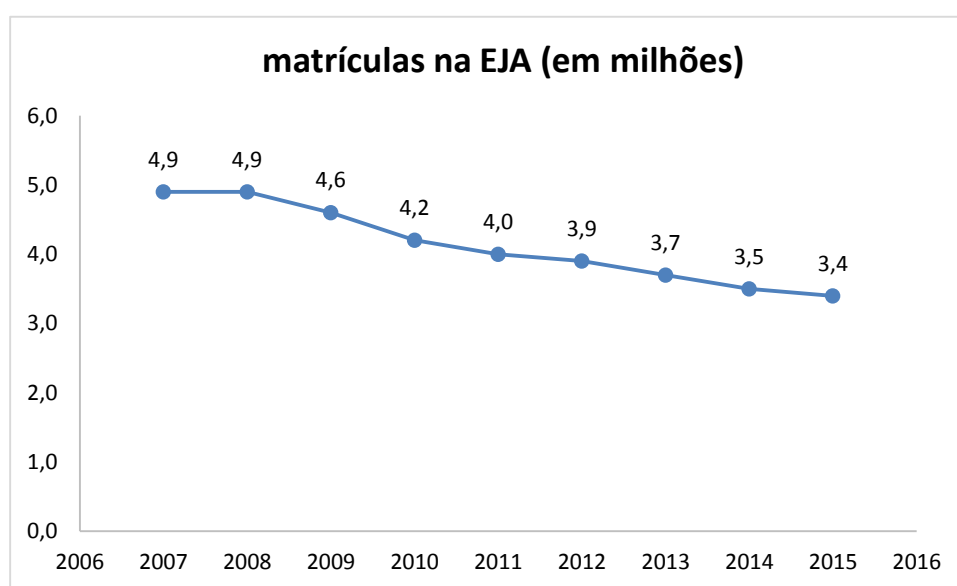
<sup>10</sup>

[http://portal.mec.gov.br/index.php?option=com\\_content&view=article&id=12302&ativo=608&Itemid=607](http://portal.mec.gov.br/index.php?option=com_content&view=article&id=12302&ativo=608&Itemid=607)

warning for the country, which still has a large contingent of the population lacking adequate levels of schooling and literacy.

Youth and Adult Education enrollments fell significantly after 2007 (Figure 48), and this downward trend continued during the period under consideration by this Report (2012-2015). This highlights the need for new strategies and effective policies designed to create opportunities for better access to education and to raise the quality of education to benefit a substantial number of people who have interrupted their school studies at some moment in time and who could take advantage of this opportunity to resume their schooling.

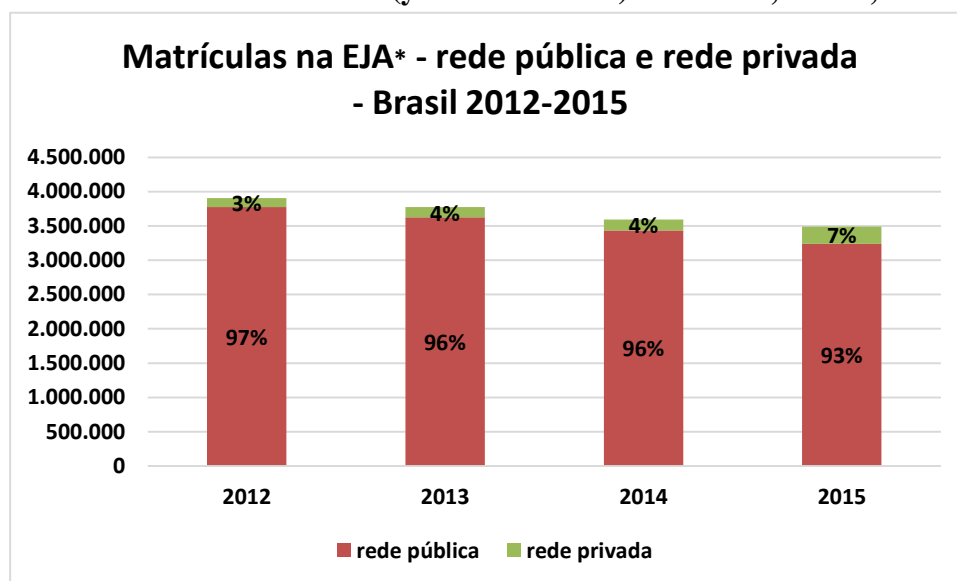
**Figure 48 –Enrollments in EJA (youth and adult) education, Brazil, 2007-2015**



Source: MEC/INEP, Basic Education Statistical Summaries

Notwithstanding the decline in enrollments (Figure 49) a slight increase in the supply of EJA by the private sector can be noted: from 3% of EJA enrollments in 2012 to 7% in 2015.

**Figure 49 –Enrollments in EJA (youth and adult) education, Brazil, 2012-2015**



Source: MEC/INEP, Basic Education Statistical Summaries

\*EJA enrollments - Special and/or EJA education

### **II.5.1. National Program for Access to Technical Education and Employment (Pronatec)**

One of the initiatives to improve the skills of youths and adults and have an impact on preventing and combating discrimination is the *National Program for Access to Technical Training and Employment (Pronatec)*. Introduced in 2011, the goal of this program is to expand and democratize vocational courses to contribute to improving the quality of basic education and increasing educational opportunities for workers. The main *raison d'être* of the program is to assist secondary-level students in the public education network (including EJA students), workers and beneficiaries of the federal income transfer programs.

Pronatec is a set of initiatives aimed at providing 80 million places for students up to the end of 2014. These initiatives include physical expansion of the federal, municipal and state public networks by constructing and extending vocational training schools throughout the country, reducing the idle capacity of existing institutions, increasing vocational distance learning and providing a *Student/Worker Training Scholarship*<sup>11</sup>. It is also designed

<sup>11</sup> The Student Training Scholarship is designed to benefit students enrolled in regular secondary education in a public school. Students are required to concurrently attend secondary school classes as well as mid-level technical courses. The Scholarship targets workers and beneficiaries of federal cash transfer programs to undertake initial and continuing training courses or acquire vocational qualifications.

to ensure that national apprenticeship programs are free of charge, and facilitates access to student credit for technical courses (*Fies Técnico*<sup>12</sup>).

Pronatec's structure is based upon the recognized vocational training networks that already exist in Brazil (federal, state, district and municipal vocational and technological education networks), and on the various national apprenticeship services<sup>13</sup> (Senai, Senac, Senar, Senat and Sesi). These networks provide vocational training via technical courses, initial and continuing education courses or those involving certain vocational qualifications (*FIC courses*). The institutions providing these courses are required to formulate new strategies to contribute to reducing illiteracy and fostering vocational training by improving the quality of education for Brazilians at the margin of the competitive jobs market and excluded from the supply chain as a whole.

Pronatec's objectives include:

I. expand, internalize and democratize the supply of secondary level technical vocational courses and initial and continuing training courses or professional vocational presential or distance learning;

II. build, renovate and expand schools that offer vocational and technological education in the state-run education networks;

III. increase educational opportunities for workers by making available initial and continuing training courses, or courses leading to vocational qualifications;

IV. increase teaching resources to ensure the provision of technological and vocational education;

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<sup>12</sup> Technical Fies (*Fies Técnico*) is an extension of the Student Financing Fund (Fies) - the Ministry of Education program designed to finance undergraduate study for students enrolled in paying institutions. This program provides credit to facilitate access to technical and vocational training by students and employed workers. It consists of two modalities: the Fies Technical Student (*Fies Técnico-Estudante*), which provides loans to those with complete secondary school education and wish to follow technical courses in private institutions or in the National Apprenticeship Services; and the Fies Technical -Enterprise (*Fies Técnico-Empresa*), which provides funding to companies for investing in employee training.

<sup>13</sup> The network of national apprenticeship services consists of: the National Industrial Education Service (Senai), the National Service for Commercial Apprenticeship Education (Senac), the National Service for Rural Education (Senar), the National Service for Transport Training (Senat), the Social Service for Industry (Sesi) and the Social Service of Commerce (SESC)

V. improve the quality of secondary education generally.

Between 2011 and April 2014, PRONATEC recorded 6.2 million enrollments and 2.7 million youths and adults received the training scholarship. Over 2.6 million free places were obtained as a result of agreements with private educational institutions. Expansion of the federal educational network was responsible for the creation of 413,000 new places over the period, and the *Brasil Profissionalizado* program for 233,000.

### **II.5.2. National Program to Integrate Vocational Education with Youth and Adult Basic Education (PROEJA)**

A further initiative with potential to foster equality and contribute to preventing and combating discrimination in education is the *National Program to Integrate Vocational Education with Youth and Adult Basic Education* (PROEJA). The establishment of this program was a response to the findings by the National Household Survey (PNAD), published in 2003, which showed that 68 million Brazilian youths of over 15 years of age and working adults had not concluded primary education, and only 6 million (8.8%) were registered on youth and adult education courses (EJA).

In the light of this data and, in view of the urgent need to increase the number of school places in the public education network for youths and adults, the federal government introduced the **Proeja** through Decree No. 5478 of 24 June 2005, subsequently replaced by Decree No. 5840 of 13 July 2006, which introduced new guidelines by including the provision of Proeja courses for the EJA (primary school level) target audience .

Against this background, Proeja aims to integrate vocational and primary education with a view to overcoming the duality between manual and intellectual work. Based on the assumption that work is creative and not alienating, this national program also involves responding positively to different challenges: more teacher training, organization of comprehensive curriculums, the utilization of mechanisms and methodologies to assist students to remain at school, improved learning, lack of appropriate infrastructure, etc.

Decree No. 5840 of July 13, 2006, outlines the need for providing Proeja - inspired courses linked to primary education (initial or final years) or to secondary education in an integrated or concomitant manner.

Since Proeja was introduced in 2005, there were over 30,000 enrollments by 2012 in Proeja courses in education institutions belonging to the federal

vocational, scientific and technological education network. In order to encourage more enrollments in the federal network, as well as to introduce courses in the State education networks and the National Apprenticeship Service (SNA), Proeja was incorporated into the activities of the *National Program for Access to Technical Education and Employment* (Pronatec) in 2013.

The concept of providing vocational courses linked to EJA through the Bolsa-Training (*Bolsa-Formação*) is to scale up the quality of schooling and vocational training of youths and adults to enable them to participate as full citizens in the world of work.

CNE / CEB Resolution No. 06/2012 on the *National Curricular Guidelines for Technical Vocational Education at Secondary Level* recommends that courses and programs should be provided more flexibly so that students are able to take better advantage of their studies and knowledge, as well as their vocational skills. In this regard, the courses offered by the *EJA Pronatec* take into consideration persons as cognitive, emotional, biological, social beings, so that they can be acknowledged and respected as human beings capable of developing effectively within the political, social, cultural and economic contexts of the world of work and prepared to accept that studying is a continuous process rather than an end in itself.

The Pronatec EJA is based on an understanding of the importance and specificity of adult education as a form of basic education, and seeks to improve access to teaching-learning processes that involve enhancing social quality, and strengthening people's right to lifelong education.

Linking vocational education with the EJA through the *Bolsa-Formação* is a way of responding to the social, educational and economic needs of Brazil's complex and challenging society.

Theoretical support for the development of Pronatec EJA is based upon the following principles that consolidate the idea of integrating EJA vocational training with secondary education. These principles have been developed from general theories of education and specific studies conducted in this area:

- a) extension of the right to basic education through the universalization of secondary education;
- b) work as an educative principle;



- c) research as the basis for education of the individual;
- d) generational, gender and ethnic-racial relations as the bases for forming human beings and social identities;
- e) comprehensive care for people with disabilities, specific behavior patterns, high skills, or giftedness, and fostering social intervention through educational processes; and
- f) recognition of the student's experience and his approach to the relationship between knowing and doing (practical know-how).

## **II.6. Human rights**

To complete this account of the progress made with regard to the right to education, it is worth drawing attention to Brazil's human rights performance over recent years. The following paragraphs address some of the initiatives and measures taken to establish a new legal framework for human rights in Brazil.

In 2010, the Special Secretariat for Human Rights of the Presidency of the Republic published the *Third National Human Rights Program (NHRP-3)*, incorporating resolutions formulated at the 11th National Conference on Human Rights, and the proposals approved in over 50 conferences held in Brazil since 2003 on various aspects of human rights - food security, education, health, housing, racial equality, women's rights, youth, children and adolescents, people with disabilities, seniors, the environment, etc. - that mirrored the wide-ranging democratic debate on public policies related to human rights. The NHRP-3 contains five well-defined guidelines in the section on *Human Rights Education and Culture*:

Guideline 18: Implementation of the guidelines and principles of the national policy on human rights education in order to strengthen the culture of rights;

Guideline 19: Strengthening the principles of democracy and human rights in the basic education systems and, higher education and teacher training institutions;

Guideline 20: Recognition of non-formal education as a way to defend and promote human rights;

Guideline 21: Fostering human rights education in the public service;

Guideline 22: Guaranteeing the right to democratic communication and access to information to consolidate a culture of human rights.

The National Council of Education (of the MEC) followed up this document with Resolution No. 1 of May 30, 2012, which established Brazil's *National Guidelines for Human Rights Education*. Article 3 states that the aim of these guidelines is to "promote education for change and social transformation", based on the following principles:

I - Human dignity;

II - Equal rights;

III - Acknowledgement and valorization of differences and diversities;

IV - Secularity of the State;

V - Democracy in education;

VI - Gender transversality, first-hand experience and globality;

VII - Environmental sustainability.

The National Guidelines for Human Rights Education (NGHRE) set valuable parameters for drafting or redrafting of curriculums aimed at defining educational establishments as places for exercising rights and fundamental freedoms on a daily basis. In this context, school management systems, teaching practices and methodologies are reformulated and reinterpreted by the national guidelines to ensure that educators are capable of transmitting humanistic values to students and of exercising a participatory, dialogic and socioaffective approach to teaching.

Implementation of the Human Rights Education Guidelines undoubtedly plays a key role in building a culture of respect for fundamental rights and freedoms by *inter alia*: fostering actions in the sphere of teacher training and production of appropriate materials on human rights; coordination with inter- and intra-governmental agencies to ensure the inclusion of subjects such as gender equality, ethnic and racial diversity, inclusive education, social, environmental sustainability, respect for the diversity of sexual orientation; planning and implementing actions to foster intercultural dialogue focused on the specificities of the target audience for youth and adult, rural and quilombo education.

The NGHRE-3 emphasize the importance of including in basic education, from early childhood onwards, concepts such as: "forming subjects of law and prioritizing historically vulnerable population groups" (p.185); "encouraging an exchange of experiences between children of different races and ethnic groups, immigrants, children with physical or mental disabilities in order to induce a spirit of peaceful coexistence from an early age (idem); and, given that knowledge of differences and diversities from an early age can contribute to people losing their fear of the unknown, encouraging children to form "respectful opinions and combat discrimination" that often arises within the family itself.

In terms of the implementation of actions focused on human rights education, Brazil chose to adopt an approach to curriculums based on the permanent mainstreaming of issues related to human rights, with emphasis on "the study of gender and sexual orientation issues, and indigenous and Afro-Brazilian cultures" at the primary and secondary school level. As for higher education, the initiatives seek to include human rights "pursued through academic subjects, research lines and, in the academic sphere, addressing topics related to human rights in the normal course of undergraduate and postgraduate courses and extension programs and projects" (p. 186).

### **III. PROGRESS IN EDUCATION QUALITY POLICIES**

The 1988 Federal Constitution, in Article 208, VII, includes a reference to "guarantee of quality standards" as one of the guiding principles of Brazilian education, thus demonstrating concern with "educational quality" as a major factor underlying inequality and discrimination over the years, and which plays a key role in the formulation and implementation of public policies. The following paragraphs address some of the aspects of this broad and complex subject, focusing primarily on the evaluation of educational systems.

#### **III.1. Basic Education and School Performance Evaluation System (SAEB)**

The SAEB is designed to evaluate Brazil's educational system. In operation on a large scale since 1990, the system assesses the quality, equality and efficiency of teaching/learning in the Basic Education network. SAEB, is conducted by MEC/INEP every two years in all the states, sampling schools in each network by applying tests in Portuguese language and

mathematics for the 4th and 8th grades of primary school and for the 3rd grade of secondary school. The system also employs questionnaires requiring responses from teachers, school directors and students in order to evaluate contextual factors associated with student performance. The SAEB results aim to provide information for the federal government, states and municipalities to formulate education policies.

In view of the diversity and special character of the different educational systems in the country, the broad sampling approach adopted before 2003 by the SAEB generally failed to meet more exacting municipal school data requirements and needed to be finetuned.

In order to obtain indicators from individual schools the scope of the exercise was expanded by Ministerial Directive No. 931 of March 21, 2005, which separated the SAEB into two evaluation systems:

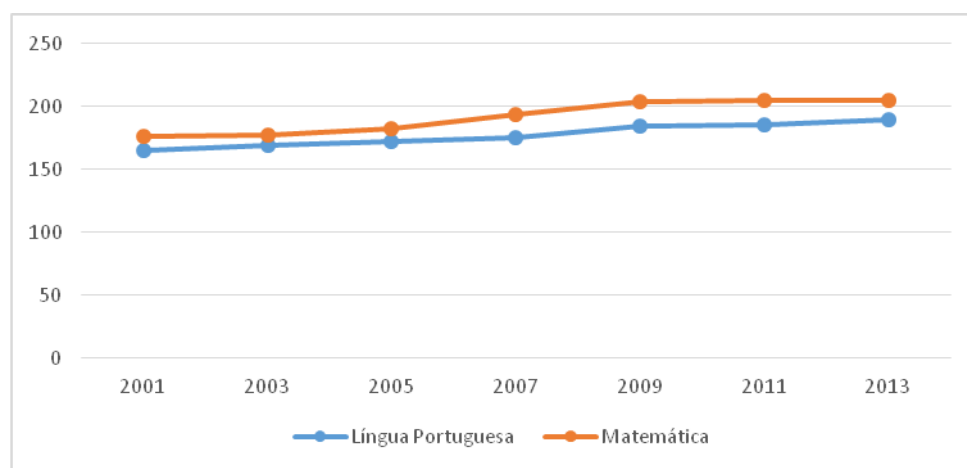
- **National Basic Education Evaluation (Aneb)**, maintains the objectives, characteristics and procedures of the previous SAEB evaluations based on school population "sampling" in order to guarantee the continuity of the historic series of student proficiency data in the country's public and private schools. The results produced by Aneb are not used to identify municipalities, schools, classes, students, teachers and school directors.
- **National Evaluation of School Achievement (Anresc)**, also known as the *Prova Brasil*, collects data on the performance of all urban schools with more than 30 students in the 4th and 8th years of Primary Education. The main objective is to present state and municipal governments with an evaluation of the schools located in their territories for them to plan and implement public policies, and especially to direct resources where they are most needed. The production of systematically assembled data from each school will contribute to developing a "culture of evaluation", promoting equality and better quality in the Brazilian education system, as well as appropriate social controls of the results.

The first edition of the *Prova Brasil* was deployed throughout Brazil in November 2005. Tests were organized in 5398 municipal public schools in all the federative units to test the performance of over 3.3 million 4th and 8th grade students in Portuguese and mathematics. In November 2007, around 5.5 million students took the test in over 50,000 schools, and in 2009 over 4.5 million students in 77,666 schools in 5,498 municipalities participated in the 3rd edition. In 2011, 55,924 public schools participated in the *census* segment and 3,392 public and private schools in the *sample* segment. In 2013, the *Prova Brasil* was applied to "public schools in the

urban and rural areas with at least 20 students enrolled in the 5th and 9th years of regular basic education, under the 9-year regime and students in the 4th and 8th grades of regular basic education under the 8-year regime" (Government Directive No. 304/2013, Art. 2, 1)

Figure 50 shows the results obtained throughout the country for Portuguese language and mathematics in the 4th and 5th years of Primary Education in 2001 – 2013. Given that on the SAEB scale student performance in Portuguese language and mathematics is expected to be 200 and 300 respectively, it can be seen that the scores for Portuguese language are near to the ideal but in mathematics the scores are far from it.

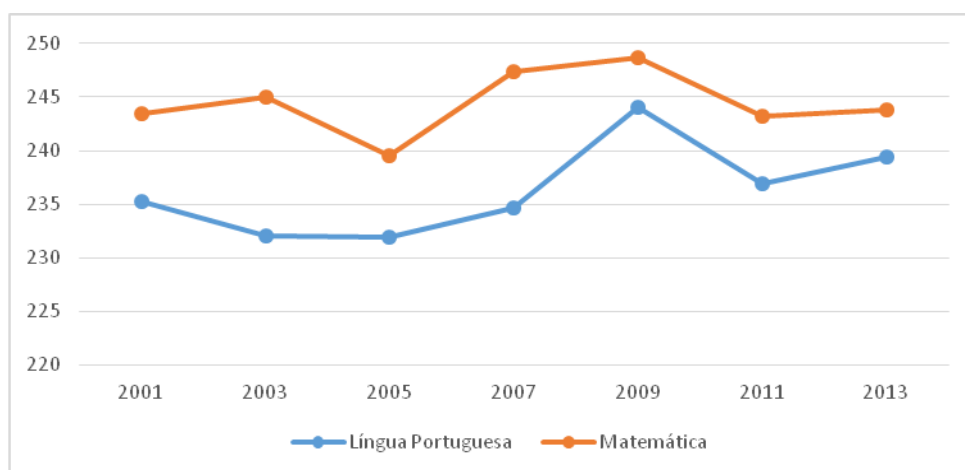
**Figure 50 - SAEB: Portuguese Language and Mathematics – 4th/5th grade/year of Primary Education, Brazil 2001 - 2013**



Source: INEP/MEC

Figure 51 shows the SAEB results in Portuguese language and mathematics for the 8th grade/9th year of Primary Education for 2001-2013. On the SAEB scale, the expected performance level for students in the final years of this stage of basic education was 350 and 375 respectively in the two subjects. However, the figure shows that the country is a long way from achieving these scores, and that there is relative inconstancy in the results.

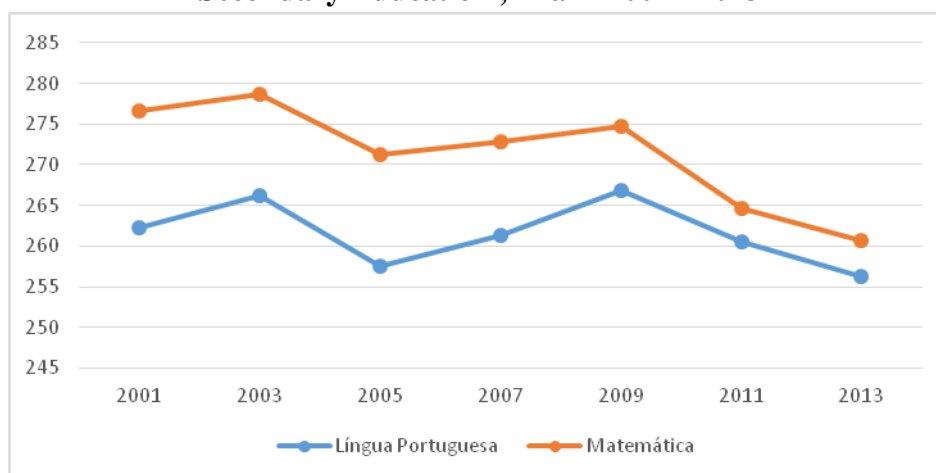
**Figure 51 - SAEB: Portuguese Language and Mathematics – 8th/9th grade/year of Primary Education, Brazil 2001 - 2013**



Source: INEP/MEC

As for Secondary Education, the data show a similar trend to that in the final grades of primary education: a decline in performance in both subjects from 2009 onwards (Figure 52).

**Figure 52 - SAEB: Portuguese Language and Mathematics – 3rd grade of Secondary Education , Brazil 2001 - 2013**



Source: INEP/MEC

A third external evaluation was incorporated into SAEB by Government Directive Decree No. 482 of June 7, 2030. This was the *National Literacy Assessment (ANA)*, a census-based appraisal involving 3rd year students in public primary schools aimed at evaluating levels of literacy in Portuguese, numeracy (mathematics) and the availability of the *Literacy Cycle* in the public education networks<sup>14</sup>.

The first two editions of the ANA involved over 2 million students in each. Attendance was over 86% by students enrolled in regular classes in the 3rd

<sup>14</sup> Source : <http://portal.inep.gov.br/web/saeb/ aneb-e-anresc>

year of urban and rural public primary schools of the federal, state and municipal networks with a minimum of 10 enrolled students.

The present objective of the ANA is to expand the large-scale SAEB evaluation process by focusing it on Primary Education. Annual or biannual evaluations are currently conducted for the 3rd, 5th and 9th years.

### **III.2. Basic Education Development Index (IDEB)**

The Basic Education Development Index (IDEB), created by INEP in 2007, is a pioneering initiative containing two equally important education quality indicators: the learning progression pattern (*fluxo escolar*)<sup>15</sup> and average performance ratings. This index complements the pedagogical approach of the results of the large-scale INEP assessments by presenting easily assimilable, synthetic results to enable educational quality targets to be established for the systems.

The Index has scores from 0 to 10, calculated on the basis of "pass rates" obtained from the School Census, and average performance results from INEP evaluations (SAEB assessments for the entire country and federative units and *Prova Brasil* for the municipalities). The IDEB can mobilize society in favor of education not only because its results are widely published but also because it facilitates comparisons between schools in the same network, between municipalities in the same state, and even between different states.

The combination of students' results and student/school progression patterns introduces a balance between the two: if an education system holds its students back in order to produce better quality results in SAEB or *Prova Brasil* the progression factor will change, indicating the need for improvements to remain in the system. However, if the system seeks to approve a student quickly without focusing on quality, the result of the evaluations will also indicate the need for system improvements.

The IDEB is also important for encouraging public policies for improving the quality of education. It is the main tool for monitoring the quality

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<sup>15</sup> Learning progression or sequence basically involves three elements: approval, failure and drop-out. The dropout and failure rates are responsible for what we might call "evil circle" of education that feeds age-grade distortion, demands more physical infrastructure (diverting funds from improving municipal schools), involves hiring extra teachers (undermining wage improvements), and has negative pedagogical fallout in the classroom. Research has shown that failing (reproved) students perform worse than those studying at the "right" age.

targets of the Education Development Plan (EDP) for basic education and for strengthening the system of accountability that is gradually being deployed throughout the country. The Education Development Plan's goal is to attain an IDEB equal to 6.0. by 2022. This would represent the average in terms of a quality education system comparable to the systems in OECD developed countries.

### III.2.1. IDEB and the accountability of schools

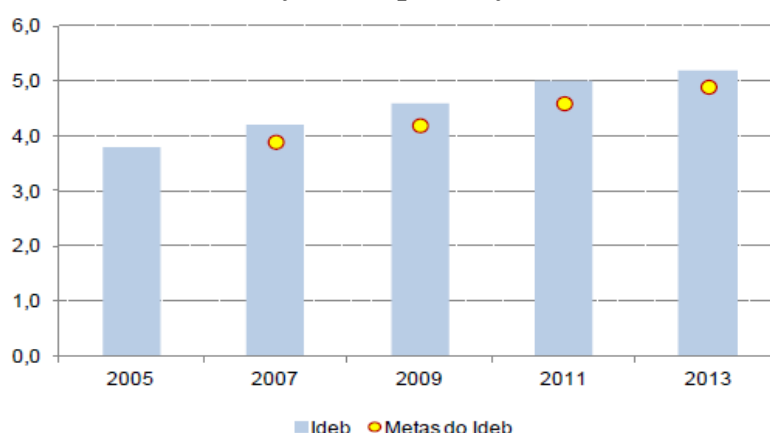
The IDEB was introduced to drive policies for improving education at national level as well as in the states and municipalities. The design of the index facilitates up-to-date diagnoses of the educational situation at all three levels and forecasts individual intermediate targets for improving education quality.

The various targets are projected on an individual year-on-year basis aimed at Brasil reaching the average current level of education in the OECD. In numerical terms, this means Primary Education levels moving in the period 2005-2021 from the national average of 3.8 in 2005 to an IDEB of 6.0 by 2021.

Differentiated targets are presented biennially from 2007 to 2021. States, municipalities and the schools themselves need to work together to improve their ratings so that the country can achieve the goal of 6.0 by 2022 (to celebrate Brazil's 200th year of independence).

The IDEB 2005 - 2013 historical series shows that the results achieved in the first years of primary education exceed the established targets, as can be seen in Figure 53.

**Figure 53 - IDEB Total – First years of primary education, Brazil 2005 - 2013**



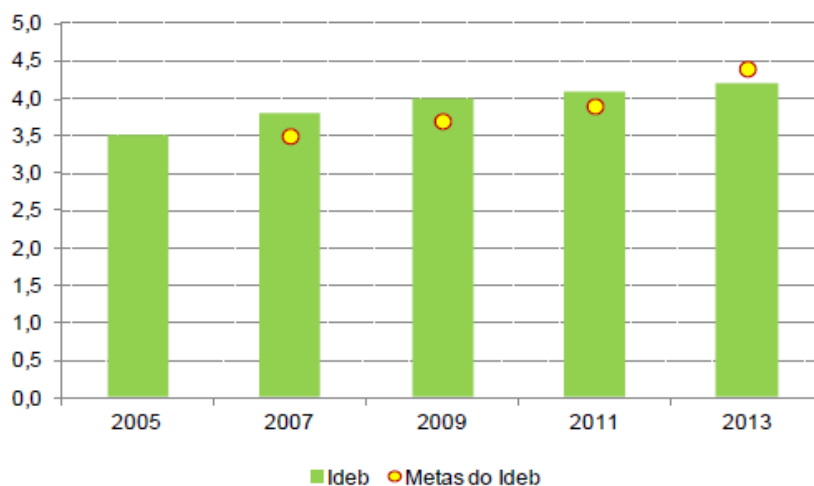
Source: INEP/MEC



In 2013 only two states failed to reach the forecast targets: Amapá and Rio de Janeiro. In Brazil as a whole, 71.7% of the municipalities achieved the targets for the year. The Northeast obtained the lowest percentage (37.5%) and the Centre-West, the highest (89.0%).

Figure 54 presents the IDEB results for 2005-2013 (final years of primary education).

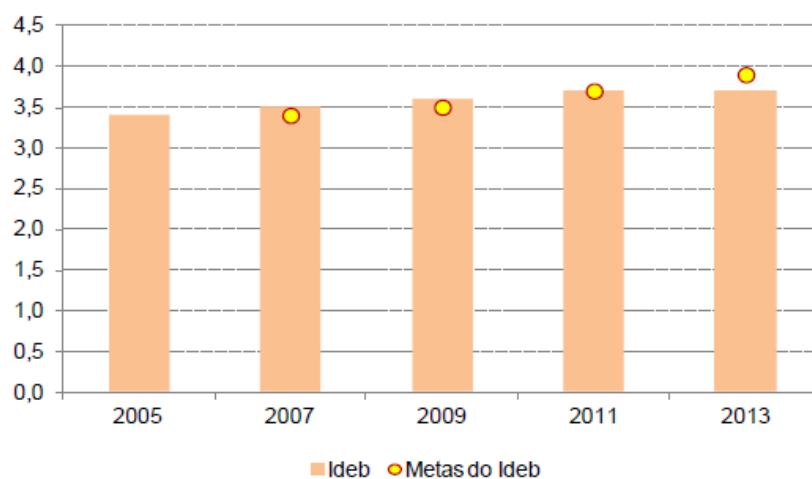
**Figure 54 - IDEB Total – Final years of primary education, Brazil 2005 - 2013**



Source: INEP/MEC

Student performance in the final grades was significantly worse than in the initial years of primary schooling. The country as a whole failed to attain the target planned for 2013, and only eight states - Pernambuco, Amazonas, Piauí, Acre, Ceará, Mato Grosso, Goiás and Minas Gerais - reached the planned targets. As for the municipalities, only 39.6% of the total achieved the targets, with the South region achieving the lowest percentage (23.1%) and the Centre-West the highest (67.5%).

**Figure 55 - IDEB Total – Secondary Education, Brazil 2005 - 2013**



Source: INEP/MEC

As with the final grades of primary school, Brazil also failed to achieve the target for 2013, with only four states achieving the hoped-for result—Amazonas, Pernambuco, Rio de Janeiro and Goiás.

As from 2006, the IDEB was incorporated into the Education Development Plan (PDE) as part of the PDE *Plano de Metas* (Targets Plan), an initiative representing a federal government investment package in the field of education, with priority focused on the municipalities with the lowest education quality indices in the country.

It is clear that an indicator such as the IDEB is extremely important for monitoring educational quality. However, the fact that it exists does not guarantee that it will be used as a tool for improving the quality of education. Countries that have achieved substantial improvements in their education systems have done so by creating a policy of educational *accountability*.

Deploying an educational accountability system requires at least four key elements: information, standards, authority and consequences. The latter is the most important and complex of the entire system given that the main objective is to improve education rather than to impose sanctions.

The creation of IDEB linked to a body of evidence related to internal and social control mechanisms for educational resources points towards the implementation of an educational accountability policy in Brazil.

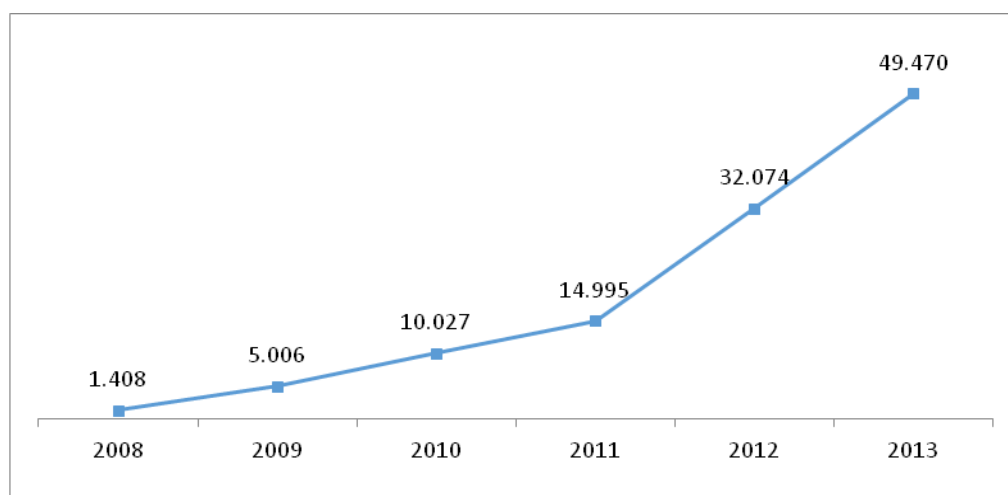
### III.3. The More Education (*Mais Educação*) Program

A further important initiative for the development of educational quality and prevention of discrimination in education is the *More Education Program*. Established by Interministerial Directive No. 17/2007 and regulated by Decree No. 7.083 / 2010, this is a strategic initiative by the Ministry of Education aimed at lengthening the school-day and reorganizing the curriculum. The goal is to introduce full-day schooling and provide extra-curricular social and educational activities, including pedagogical support, culture, arts, sport and leisure, digital culture, communication and media, human rights, environmental education, health promotion and natural sciences research.

The schools in the state, municipal and federal district public networks are adhering to the program and, in accordance with the educational project already in progress, have chosen to develop activities in the areas of pedagogical follow-up, environmental education, sports and leisure, human rights education, culture and arts, digital culture, health promotion, communication and media, natural sciences research, and economic education.

Figure 56 shows the number of schools that participated in the *More Education* initiative in 2008-2013.

**Figure 56 – Schools that adhered to *Mais Educação* program– 2008-2013**



Source: INEP/SEB

In addition to the financial support provided for implementing these initiatives, the Ministry of Education allows access through its website to different publications about "full-day" education, including a survey of the

relevant initiatives, and documents highlighting the theoretical and methodological reasons for extending the school-day.

#### IV. PROGRESS IN TEACHER TRAINING POLICIES

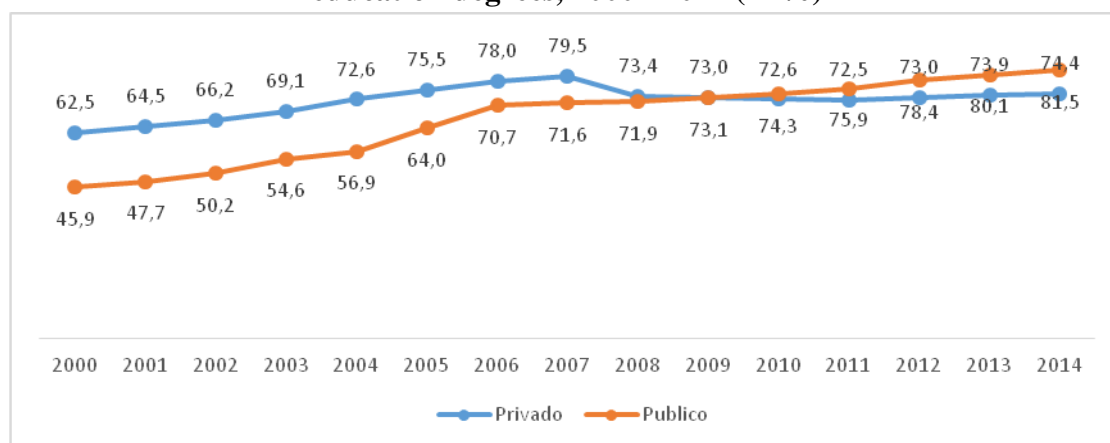
Several studies have shown that education is strongly affected by the quality of the teachers involved. Teachers play a crucial role in preventing and combating discrimination in education. The LDB (Art. 62) refers to teacher training in the following terms:

Art. 62. The training of teachers for basic education shall involve undertaking a higher level full degree course for the teaching profession in universities and colleges of education, as a minimum training for exercising the role of teacher at the young children education level and during the first five years of primary education in the "normal" modality (teacher education programs offered by secondary schools).

In an effort to comply with the relevant legislation, the federal, state and municipal governments provide funding and develop initiatives to qualify their teachers. Figures 57 and 58 refer to the percentages of teachers working in basic and secondary education in the public and private networks from 2000-2014 who possess higher level degrees.

The number of teachers with higher education in 2000-2014 increased at the primary school level (19% in the private network and 77.6% in the public network). This indicates that Brazil has made efforts to invest in teacher training policies, to expand teacher trainees' access to higher education, and to establish legal frameworks that allow only teachers with higher education degrees to enter the teaching profession.

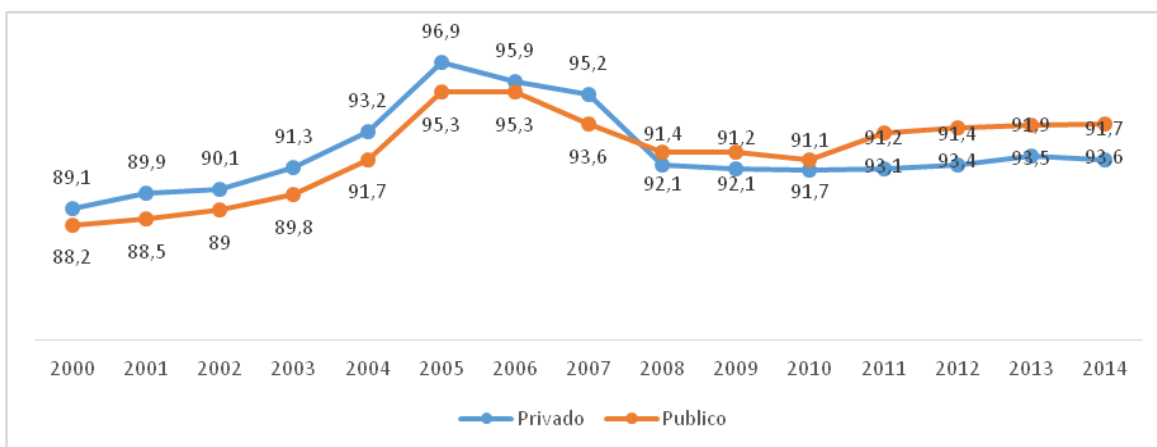
**Figure 57 - Primary school teachers in the public and private networks with higher education degrees, 2000 - 2014 (in %)**



Source: <http://portal.inep.gov.br/indicadores-educacionais>

At the secondary education level, although the percentages are lower, teachers with higher degrees in the public network in 2014 exceeded those the private network, as can be seen in Figure 58.

**Figure 58 - Secondary school teachers in the public and private networks with higher education degrees, 2000 - 2014 (in %)**



Source: <http://portal.inep.gov.br/indicadores-educacionais>

As for valorization of teachers, the LDB (Art. 67) states that:

Art. 67. The education systems shall promote the value of teachers in the educational service and ensure to them, under the terms of the statutes and career plans of the public teaching profession :

- I - admittance to the profession exclusively by public competition involving examinations and titles;
- II - continuing professional development, including paid periodic sabbaticals for this purpose ;
- III - a professional salary benchmark ("floor") ;
- IV - career progression based on degrees or other qualifications, and on performance reports;
- V - periods reserved for studies, planning and evaluation to be included in the teaching workload;
- VI -adequate working conditions.

Law No. 11,738 of 2008 (the *Lei do Piso*) established the national minimum wage for professional Basic Education teachers, and Article 2 §4 states that "the working day shall include a maximum of two thirds of the

workload to be devoted to interactive activities with the students". In this respect, one third of the teaching day should be devoted to extracurricular activities. Since the introduction of this law, the education systems have been making efforts to comply with the provisions of the Law.

#### **IV.1 National Plan for Basic Education Teacher Training (PARFOR)**

Teacher training is an indispensable component for improving the quality of education. The *National Plan for Basic Education Teacher Training* (PARFOR) is an emergency program deployed as a collaborative effort by CAPES, the states, the municipalities and the Federal District and HEIs.

PARFOR was introduced in order to promote,

An emergency supply of teaching courses and special programs and courses for teachers who have been working for at least three years in the public basic education network who are

- a) graduates not qualified to teach (non *licenciatura*-holders);
- b) graduates with teaching degrees employed in areas other than teaching; and
- c) teachers with who have qualified in the "*Normal* " modality at secondary school (Decree No. 6.755 / 2009, Art. 11, III)

The basic aim of this plan is to encourage and promote the provision of free good quality higher education for teachers working in the basic education public network to enable them to obtain the training required by the National Education Guidelines and Framework Law (LDB) and thereby contribute to improving the quality of basic education.

The program aims to provide special classes at the following levels:

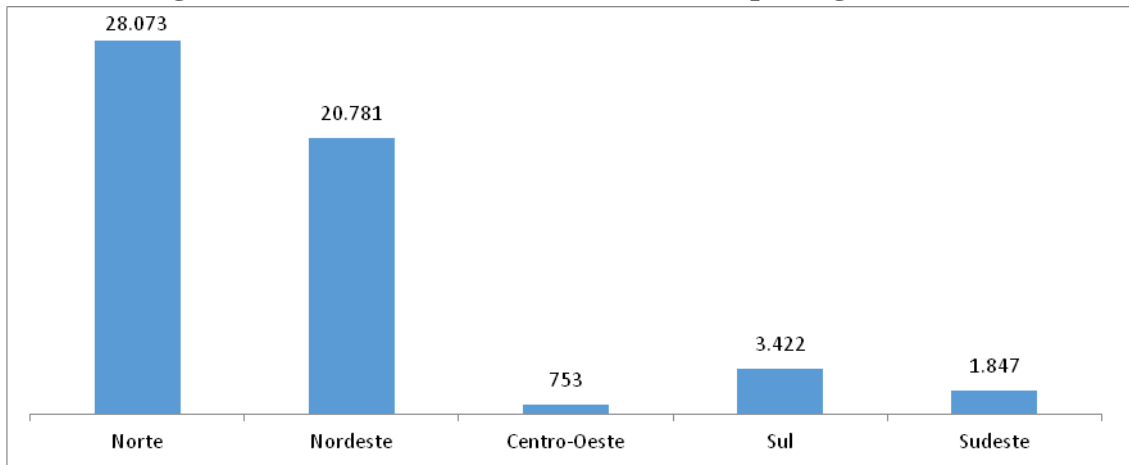
**I. Teaching Degree:** For teachers or Libras translators/interpreters who are employed currently in the public basic education network and who do not possess higher-level qualifications or who, regardless of whether they are trained at the higher level or not are prepared to do a teacher training degree focused on the subject taught by him/her in the classroom.

**II. Second teaching degree:** For licensed teachers who have been working for a least three years in the public basic education network in an area differing from their original field of expertise, or for licensed teachers who work as Libras translators/interpreters in the public basic education network.

**III. Teacher (pedagogical) training:** For nonlicensed graduate teachers or Libras interpreters/ translators currently teaching in the public basic education network.

By 2012 PARFOR had run a total of 1,920 classes, attended by 54,000 basic education teachers in 397 municipalities, as shown in Figure 59.

**Figure 59 – PARFOR – Number of students per region in 2012**



Source: Freire/Mec Platform, 2014

#### **IV.2. Institutional Program for the *Introduction-to-Teaching Grant (PIBID)***

Still on the subject of education quality it is worth mentioning the innovative *Institutional Program for the Introduction-to-Teaching Grant*, an initiative to encourage student teachers to undertake teaching activities in public basic education schools by integrating theory and practice, improving the interface between universities and schools, and improving the quality of Brazilian education overall.

The program provides grants to participating undergraduate student teachers engaged in *introduction-to-teaching* projects developed by higher education institutions (HEIs) in partnership with public primary schools. These projects aim to encourage public school trainee teachers from the very start of their academic training to develop didactic and educational activities under the guidance of a qualified graduate or a teacher at the school.

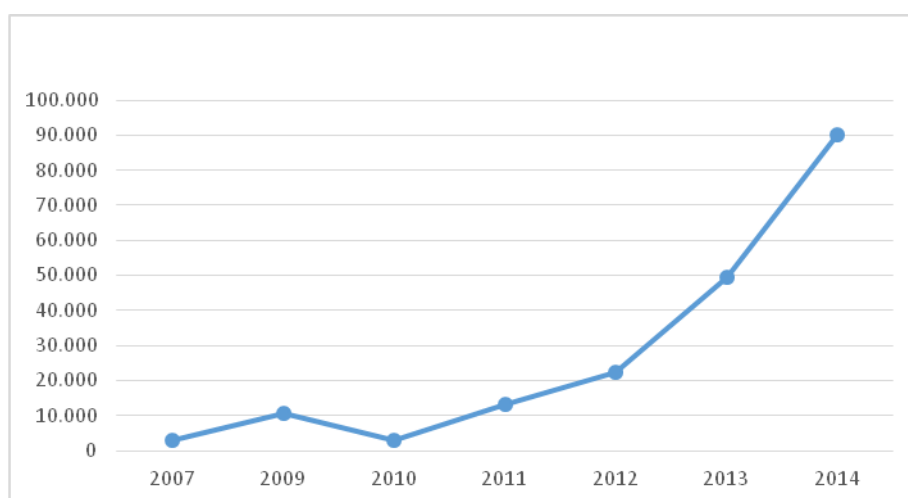
When the PIBID was set up in 2007 it gave priority to trainees in physics, chemistry, biology and mathematics at the secondary school level. In view of the shortage of teachers in these subjects, the program was expanded from 2009 to include the primary school sector catering *inter alia* for RJA, indigenous groups, rural and quilombo students.

The HEIs participate in this institutional program on the basis of their *introduction-to-teaching* project submitted to Capes, according to published selection procedures. Public and private higher education institutions (profit and nonprofit) that offer teacher training courses can apply. The institutions approved by Capes receive scholarship quotas, running costs and capital for developing activities. PIBID scholarship holders are chosen by selection processes organized by the HEIs<sup>16</sup>. In 2012 313 training institutions were involved.

In addition to these resources, nonprofit public and private institutions can receive funding to defray essential expenses for implementing projects and for procuring consumables for schoolroom activities.

Figure 60 shows the number of PIBID grants awarded annually in 2007-2014 (an increase of 579.0%).

**Figure 60 –PIBID – Scholarships awarded, 2007 - 2014**



Source: CAPES/MEC, 2015

The *Institutional Program for the Introduction to Teaching for Diversity* (PIBID-Diversity) aims to improve initial training for teachers for work in

<sup>16</sup> There are five types of scholarships available for participants in the institutional project: an *introduction-to-teaching* scholarship for undergraduates in the areas covered by the subproject; a "supervision" scholarship for public basic education schoolteachers who supervise at least five and a maximum of ten trainees; a scholarship for coordinators in the educational management area; a scholarship for teachers of trainees who assist with project management in the HEI; and an Institutional Coordination scholarship for graduates who coordinate the Pibid project in the HEI. The grants are paid directly to the recipients by Capes through bank transfers.



indigenous and rural schools. This program provides scholarships for students enrolled in undergraduate programs that address intercultural indigenous and rural education to enable them to develop didactic and educational activities in indigenous and rural schools at the basic education level (including quilombo schools and those in extractivist and riverine areas).

### **IV.3. National Network of Continuing Education for Qualified Basic Education Teachers**

## **V. CHALLENGES**

As can be seen from this Report, Brazil made significant progress during the period of the 9th Consultation (2012-2015) in the struggle against discrimination affecting the right to education and equality of opportunities. It is also clear that the quality of education improved during the period. However, challenges remain and Brazil has not ceased to discuss and plan the steps needed to overcome remaining problems.

In this context, it is worth mentioning the *National Education Plan 2014-2024* introduced by Law No. 13,005 / 2014), which constitutes a roadmap for deploying policies to overcome the main challenges related to discrimination in education. The goals and targets of this Plan relevant to the main focus of our Report (discrimination, etc), are outlined below.

The National Education Plan (PNE) emerged from a Constitutional provision (Article 214 of the 1988 Constitution), as follows:

The law will establish the national education plan for a 10-year term, with the goal of coordinating the national education system under a collaborative regime and setting guidelines, objectives, targets and implementation strategies to ensure the maintenance and development of education at its various levels, stages and modalities by the public authorities of the different federal levels which shall take coordinated action leading to:

I - eradication of illiteracy;

II - universalization of school attendance;

III- improved quality of education;

IV - training for work;

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

VI -establishment of a target for applying public funds on education as a proportion of GDP.

The above process involves the three spheres of government and civil society. The forum for discussion of these measures is the National Congress. The first National Education Plan designed under aegis of the 1988 Constitution was PNE 2001-2010 (Law No. 10,172. 2001), which received presidential approval in the context of the *Education for All* goals proposed in Dakar. The trajectory of this first PNE 2001-2010 began many years before it was finally enacted.

The processing of PNE 2014 - 2024, followed a similar pattern. The original bill (No. 8035, 2010) was submitted by the Executive to the National Congress in December 2010 after public hearings and redrafting<sup>17</sup> and was eventually approved by Congress in June 2014. It contains 14 articles and 20 goals aimed at universalizing attendance at preschool, primary and secondary level, eradicating illiteracy, and expanding access to non-compulsory education, etc.

In general terms, the PNE goals are closely linked to the Convention and Recommendations in terms of anti-discrimination in education:

**Goal 1:** universalize, by year 2016, the availability of preschool for children aged 4-5 years and expand the supply of early childhood education in day-care centers to cover a minimum of 50% of all children up to 3 years-old by the end of the PNE's term (2024).

**Goal 2:** by the end of the PNE term (2024), universalization of primary education with a duration of 9 years for the population aged 6-14 years, and ensure that at least 95% of students complete this step at the recommended age.

**Goal 3:** universalize, by 2016, school attendance for the population of 15-17 year-olds and increase the net enrollment rate in secondary education to 85% by year 2024.

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<sup>17</sup> Information on PNE 2011/2020 content and procedures can be obtained from the website of the Senate and Chamber of Deputies. Other sources include the PNE Observatory (<<http://www.observatoriodopne.org.br/>>), developed by the "*Education for All*", and the "*PNE for Results*" homepage (<<http://pnepravalor.org.br/>>) of the National Campaign for the Right to Education.

**Goal 4:** universalize access to basic and specialized education for students aged between 4 and 17 years with disabilities, developmental disorders, high skills (gifted), preferably in the regular school system with guaranteed inclusive education, multifunctional resource spaces, classes, schools or specialized public or covenanted services.

**Goal 5:** all children to be literate by the end of the 3rd year of primary education.

**Goal 6:** provide full-time education in at least 50% of public schools for a minimum of 25% of students in the basic education network.

**Goal 7:** improve the quality of basic education at all stages and in all modalities, by improving learning progression flows and teaching with a view to achieving the following IDEB national average scores:

IDEB	2015	2017	2019	2021
First years of primary education	5.2	5.5	5.7	6.0
Last years of primary education	4.7	5.0	5.2	5.5
Secondary education	4.3	4.7	5.0	5.2

**Goal 8:** raise the average educational level of students aged between 18 and 29 in rural areas (currently with the lowest attainment levels and containing 25% of the poorest) and ensure a minimum of 12 years attendance at school by the final year of the Plan. Also ensure an educational balance between black and non-black students declared as such to the Brazilian Institute of Geography and Statistics (IBGE).

**Goal 9:** raise literacy levels of the population aged over 15 years of age to 93.5% by 2015, and by 2024 totally eradicate illiteracy and reduce the rate of functional illiteracy by 50%.

**Goal 10:** provide a minimum of 25% EJA enrollments at primary and secondary level integrated with vocational training.

**Goal 11:** triple enrollment of students in vocational and technical studies at the secondary level, ensure a 50% expansion of such courses in the public education sector, and improve their quality.

**Goal 12:** increase the gross enrollment rate in higher education to 50% and the net rate to 33% of the population aged 18 to 24, and ensure quality of supply and expansion of a minimum of 40% new enrollments in the public education sector.

**Goal 13:** improve the quality of higher education and expand the proportion of Master and PhD holders currently forming the teaching corpus to 75% (with a minimum of 35% PhDs).

**Goal 14:** gradually increase the number of enrollments in post-graduate studies in order to achieve 60,000 Master Degree holders and 25,000 PhDs annually.

**Goal 15:** ensure, within one year of introduction of this PNE, and in collaboration between the federal government, the states, the municipalities, and the Federal District, the introduction of a national teacher training policy, as per items I, II and III of Article 61 of Law No. 9394 of 20 December 1996, which provide for basic education teachers to have specific training at the higher/tertiary level based on a teacher training degree in the area of expertise in which they are currently working.

**Goal 16:** provide postgraduate training to 50% of basic education teachers by the final year of this PNE, and ensure continuing education for all the basic education teachers, in accordance with their requirements and the contexts in which they work.

**Goal 17:** ensure, by the sixth year of this PNE, that the average remuneration of qualified teachers in the public basic education system is equivalent to that of other professional staff with equivalent qualifications.

**Goal 18:** ensure the introduction, within two years, of career plans for basic and higher education teachers in all the education systems and, for the career plan of public basic education teachers to adhere to the national professional salary benchmark as defined in federal law pursuant to the provisions of item VIII of Art. 206 of the Federal Constitution.

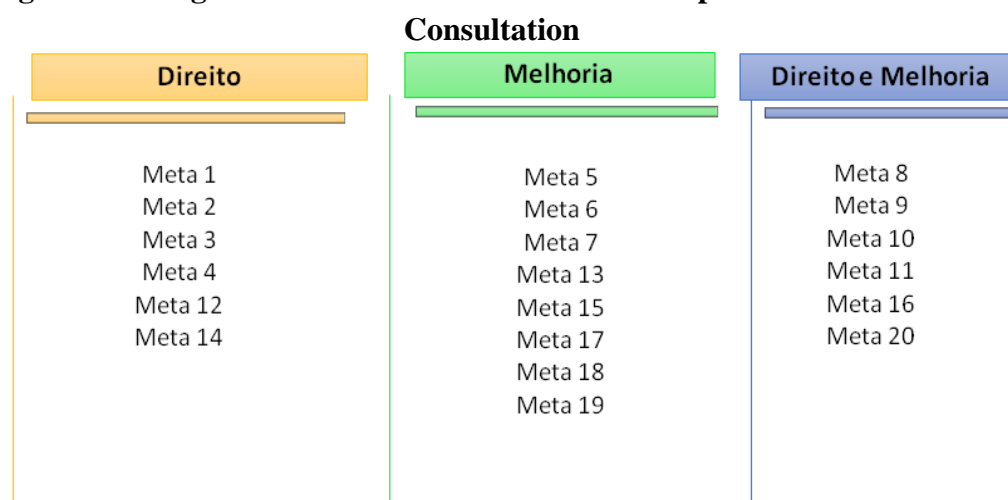
**Goal 19:** ensure within two years of the introduction of this PNE democratic management of education linked to technical merit and performance-based criteria, and ensure that community hearings relevant to public school issues are organized, with resources and technical support provided by the federal government for these purposes.

**Goal 20:** increase public investment in public education up to 7% of GDP by the 5th year of this law, and at least to the equivalent of 10% of GDP by the end of the 10-year period.

The PNE 2014 - 2024 goals are an indication of the steps that Brazil intends to take with regard to access, permanence and quality of education

for young children, youths and adults. Certain targets coincide with the six objectives outlined in the Dakar *Education for All* goals. Others are specific Brazilian priorities of current importance, either in terms of inclusion of the more vulnerable sectors of the population, or as a response to the demands of the labor market or the knowledge society. As for the topics related to discrimination in education addressed in this Report, all refer either to the rights to education arising from equality of opportunities, or in improvement of the quality of education. The relationship between these three important elements is set out in the following Figure 3.

**Figure 61: Targets of PNE 2014 – 2014 linked to topics related to the 9th**



Source: Compiled by the consultants, 2016

The 20 PNE goals can be linked to the two core components - preventing and combating discrimination in education - whether these refer to the right to education (increasing opportunities for population groups with no access to schools (goals 1, 2, 3, 4, 12 and 14), or in terms of quality contained in the actions focused on educational improvement (goals 8, 9, 10, 11, 16 and 20). The final set of goals refers to the right to education and improvement of its quality (targets 8, 9, 10, 11, 16 and 20).

It is important to note that Goal 8 refers specifically to the discrimination issue, focused on the need to increase the average schooling/achievement rates for the 18 to 29-year-old population (rural populations, the population of the region with the lowest scholastic attainment in the country - containing 25% of the poorest - and to balance average schooling levels between blacks (more likely to suffer discrimination) and non-blacks.

The PNE goals have been deployed in a broad set of strategies that, in view of the specific limitations of this Report, cannot be addressed in more

detail. It is worth observing however that these involve priorities and challenges that Brazil's government and civil society consider vital for striving towards a better educational future for all, both in the sense of improved access and increased equality of opportunity. Brazil has a vast future agenda, the success of which depends on a collective effort, particularly regarding preventing and combating discrimination in education. The fact that the next steps are being planned shows that the country is ready to fulfil this challenging agenda.

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## Annex: CHRONOLOGY

Year	Legal and institutional framework
1988	FEDERAL CONSTITUTION.
1996	Constitutional Amendment 14/1996 - Amends articles of the Constitution, sets forth responsibilities of government bodies. Law of National Education Guidelines and Bases (LDB) - Law No. 9.394 / 1996. Law No. 9.424 / 96 - Creates the Fund for Maintenance and Development of basic Education and Teaching (FUNDEF).
2001	National Education Plan approved - PNE (2001/2010 - Law No. 10,172 / 2001).
2003	Law 10.639 / 2003 - Makes the teaching of history and African-Brazilian culture compulsory in primary and secondary schools, both public and private sectors.
2004	Law No. 10.836, of January 9, 2004 - Creates the Bolsa Familia Program and sets out other measures CP / CNE No. 1 of June 17, 2004 - Establishes national curricular guidelines for education in ethnic-racial relations and the teaching of Afro-Brazilian and African history and culture
2005	Ministerial directive No. 931 of March 21, 2005 - Modifies the Basic Education Evaluation System - SAEB, comprise two evaluation processes: the National Basic Education Evaluation - ANEB, and the National Student Performance Evaluation - ANRESC
2005	Law No. 11.096, of January 13, 2005 - Establishes the <i>University for All Program</i> - PROUNI, regulates the activities of higher education charities; Amends Law 10,891, of July 9, 2004, and other measures
2006	Constitutional Amendment No. 53/2006 - Establishes the Fund for Maintenance and Development of Basic Education and Valorization of Teachers (Fundeb). Law No. 11.274 / 2006 - Changes the text of Arts. 29, 30, 32 and 87 of Law 9.394, of December 20, 1996, which establishes the guidelines and bases of education in Brazil, providing for 9 years primary school with mandatory enrollment from 6 years of age.
2007	Decree No. 6094 of April 24, 2007 - Provides for the implementation of Target Plan <i>All Committed to Education</i> by the Federal Government, in collaboration with municipalities, Federal District and states, and the participation of families and communities, based on programs and financial and technical assistance aimed at social mobilization to improve the quality of basic education; and establishing the Basic Education Development Index - IDEB (Art. 3).
2008	Law No. 11,738 / 2008 - Establishes the national professional salary for teachers

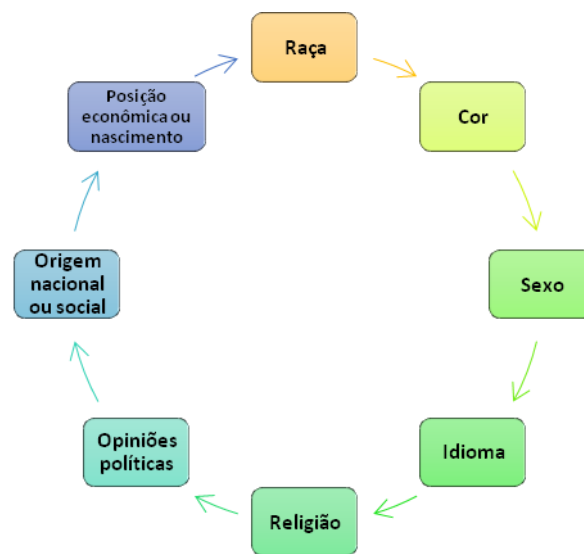
- in the public basic education network.
- 2009 Constitutional Amendment No. 59/2009 -expands free and compulsory education from the 7-14 years age range to 4-17, with proposed gradual implementation by 2016, including guaranteed offer of free schooling for all students unable to access it at the right age.
- 2010 National Education Conference (CONAE / 2010) - Brasilia, March 28- April 1, 2010.
- 2012 Law No. 12,711 of 29 August / 2012 - Provides for admission to the federal universities and federal mid-level technical education institutions, and other measures..
- 2013 Law No. 12,796 / 2013 - Changes Law 9,394 of December 20, 1996, which establishes the guidelines and bases for national education, provides for the training of teachers and other measures..
- 2014 Law No. 13,005 of June 25, 2014 - Approves the National Education Plan - PNE and other measures..  
 II National Education Conference (CONAE / 2014) - Brasilia, 19- 23/11/2014..  
 Law No. 12.990, of June 9, 2014 (Racial Quotas) -Reserves 20% of effective vacancies and public jobs arising from Federal Government competitions for black and mulatto candidates.
- 2015 Law No. 13,185 / 2015, November 6, 2015 - Establishes the Program to Combat Systematic Intimidation (Bullying).

ANNEXE

FIGURES TRANSLATED

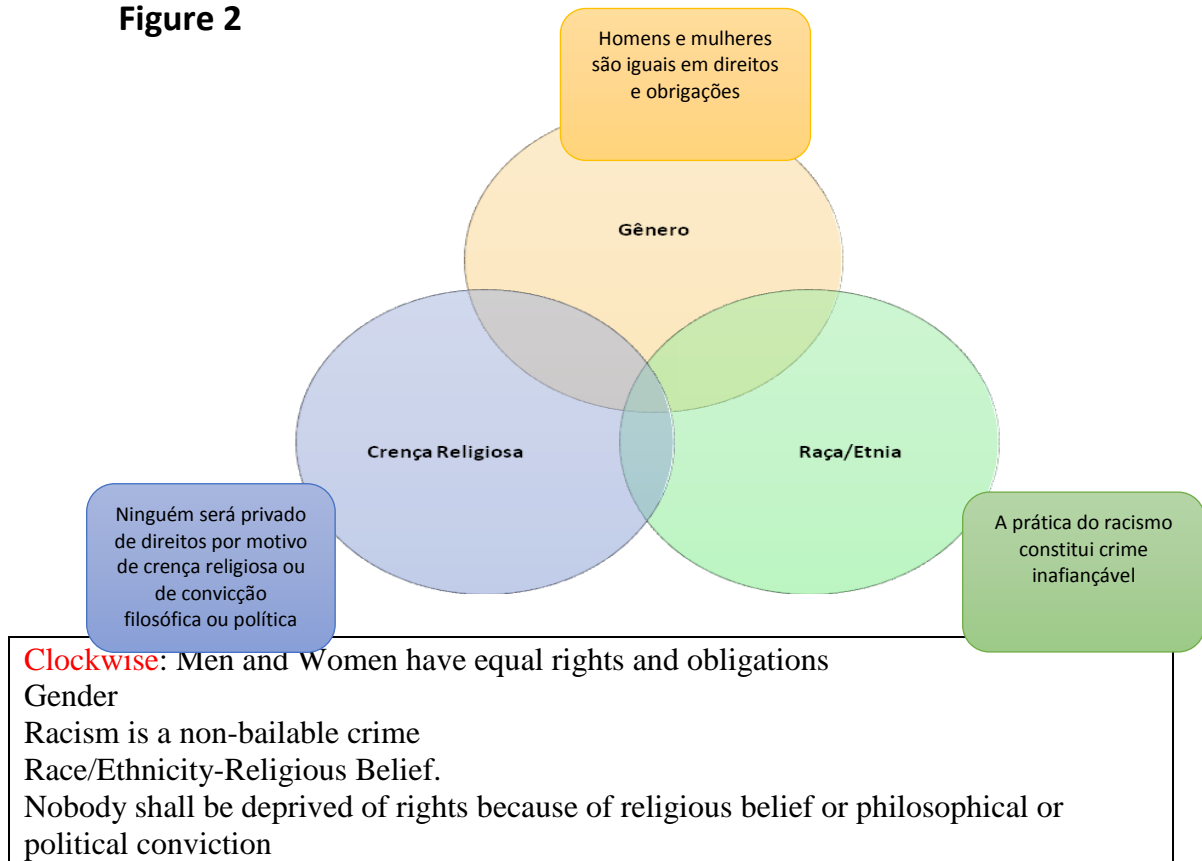
1. All titles and sources have been translated to English in the text.
2. Most of the commas in all the figures need to be changed to "dots" i.e. 5,7% =5.7%

**Figure 1 –**

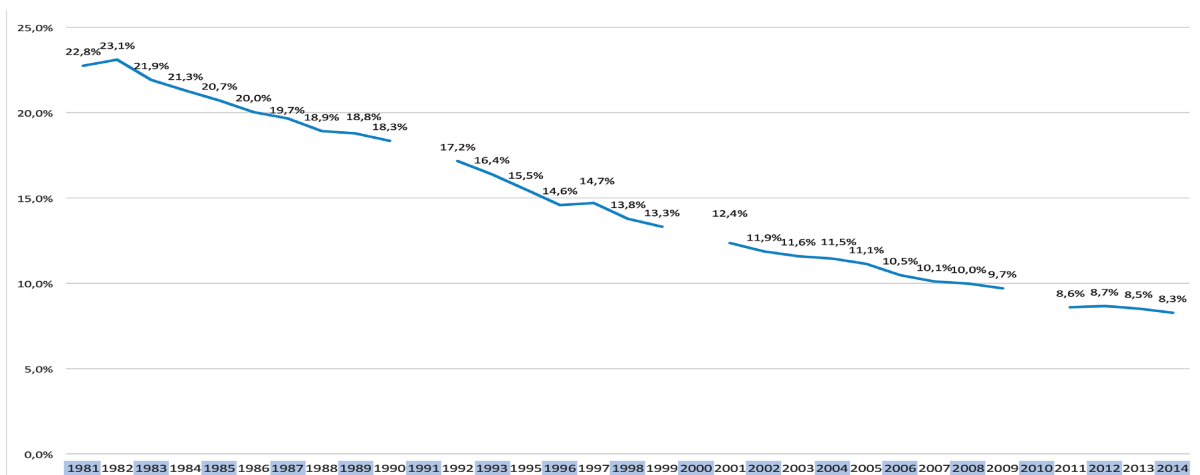


**Clockwise:** Race, Color, Sex, Language, Religion, Political Opinions, National or Social Origin, Economic Situation or Birth

**Figure 2**

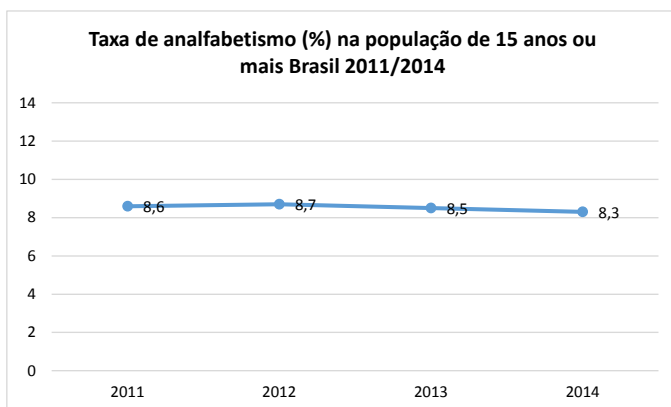


**Figure 3**



Ensure that all COMMAS are changed to decimal points (in all these graphs/charts )

**Figure 4**



Illiteracy rate (%) among the population aged 15 or over in Brazil 2011/2014

**TABLE 4**

	2006	Analfabetismo				Analfabetismo funcional	
		Total	Sabe ler e escrever	Não sabe ler e escrever	% de analfabetismo	Total analfabetos funcionais	% de analfabetismo funcional
<b>Regiões</b>	<b>Total Brasil</b>	<b>138.956.342</b>	<b>124.392.949</b>	<b>14.560.439</b>	<b>10,5</b>	<b>30.996.720</b>	<b>22,3</b>
	Norte	10.127.375	8.946.302	1.181.073	11,7	2.658.119	26,2
	Nordeste	37.277.847	29.554.515	7.722.211	20,7	12.814.276	34,4
	Sudeste	61.085.364	57.416.156	3.669.208	6,0	10.133.681	16,6
	Sul	20.627.628	19.452.676	1.174.166	5,7	3.423.336	16,6
	Centro-Oeste	9.838.128	9.023.300	813.781	8,3	1.967.308	20,0
<b>Localização</b>	Urbana	116.762.767	107.566.632	9.193.743	7,9	21.195.863	18,2
	Rural	22.193.575	16.826.317	5.366.696	24,2	9.800.857	44,2
<b>Sexo</b>	Masculino	72.438.358	65.032.015	7.405.319	10,2	15.757.449	21,8
	Feminino	66.517.984	59.360.934	7.155.120	10,8	15.239.271	22,9
<b>Raça/Cor</b>	Branca	70.726.337	66.093.867	4.631.335	6,5	11.647.416	16,5
	Negra	67.044.628	57.198.718	9.844.091	14,7	19.160.853	28,6
	Amarela	779.465	750.672	28.793	3,7	80.844	10,4
	Indígena	403.047	347.519	55.528	13,8	106.116	26,3

Left-hand column: Religion, Location, Sex, Race/Color.

First column: Total Brazil, North, Northeast, Southeast, South, Center-West, Urban, Rural, Male, Female, White, Black, Yellow, Indigenous

Topline: Illiteracy-Functional Illiteracy

Second Line: Total, Have reading and writing skills..... Have no reading and writing skills , % of Illiteracy, Total Functional Illiterates, % Functional Illiteracy

**TABLE 5**

	2014	Analfabetismo				Analfabetismo funcional	
		Total	Sabe ler e escrever	Não sabe ler e escrever	% de analfabetismo	Total analfabetos funcionais	% de analfabetismo funcional
<b>Regiões</b>	<b>Total Brasil</b>	<b>159.243.370</b>	<b>146.073.028</b>	<b>13.170.342</b>	<b>8,3</b>	<b>28.029.368</b>	<b>17,6</b>
	Norte	12.463.858	11.345.448	1.118.410	9,0	2.545.484	20,4
	Nordeste	42.856.546	35.736.057	7.120.489	16,6	11.631.254	27,1
	Sudeste	68.652.311	65.513.327	3.138.984	4,6	8.721.440	12,7
	Sul	23.414.546	22.387.419	1.027.127	4,4	3.225.726	13,8
	Centro-Oeste	11.856.109	11.090.777	765.332	6,5	1.905.464	16,1
<b>Localização</b>	Urbana	136.557.948	127.952.695	8.605.253	6,3	19.886.023	14,6
	Rural	22.685.422	18.120.333	4.565.089	20,1	8.143.345	35,9
<b>Sexo</b>	Masculino	76.000.191	69.438.923	6.561.268	8,6	13.871.114	18,3
	Feminino	83.243.179	76.634.105	6.609.074	7,9	14.158.254	17,0
<b>Raça/Cor</b>	Branca	73.416.161	69.716.766	3.699.395	5,0	9.476.573	12,9
	Negra	84.348.125	74.985.165	9.362.960	11,1	18.310.141	21,7
	Amarela	873.936	852.714	21.222	2,4	83.832	9,6
	Indígena	604.335	518.383	85.952	14,2	158.009	26,1

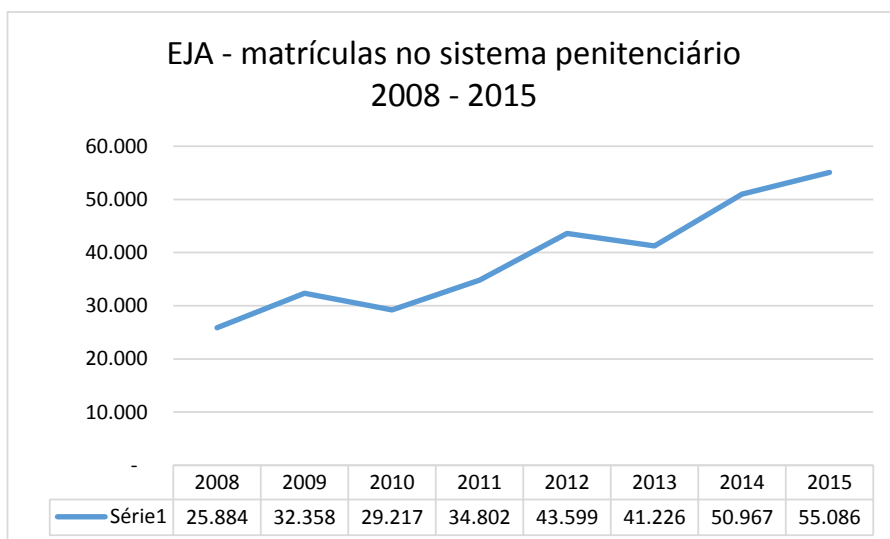
Same as above

**TABLE 6**

	TOTAL				MASCULINO				FEMININO			
	Total	Sabe ler e escrever	Não sabe ler e escrever	Taxa de analfabetismo	Total	Sabe ler e escrever	Não sabe ler e escrever	Taxa de analfabetismo	Total	Sabe ler e escrever	Não sabe ler e escrever	Taxa de analfabetismo
15 a 24 anos	33.219.127	32.845.559	383.568	1,2	16.736.636	16.476.711	259.925	1,6	16.492.491	16.368.848	123.643	0,7
50 anos ou mais	50.935.935	42.001.116	8.934.819	17,5	23.112.595	19.117.636	3.994.959	17,3	27.823.340	22.883.480	4.939.860	17,8

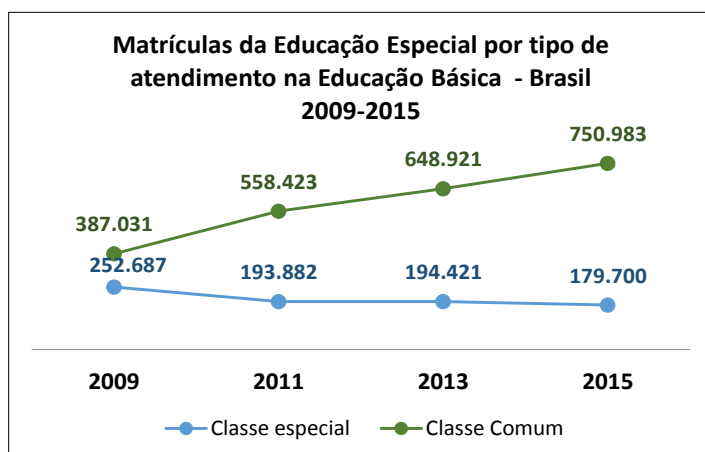
15-24 age range.  
50+ age range.  
TOTAL-MALE-FEMALE.  
Titles along the line as in immediately preceding tables

**Figure 5**



EJA -Enrolments in the Prison System 2008-2015

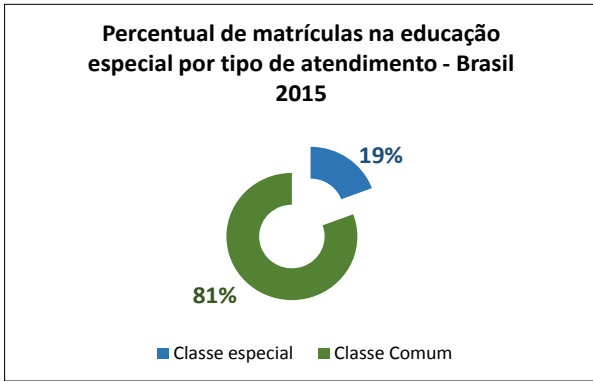
**Figure 6**



Enrolments in Special Education, by type, Brazil 2009-2015.  
Special classes  
Regular classes

**FIGURE 7**





Percentage of enrolments in Special Education by type - Brazil 2015.  
 Special classes  
 Regular classes

**FIGURE 8**

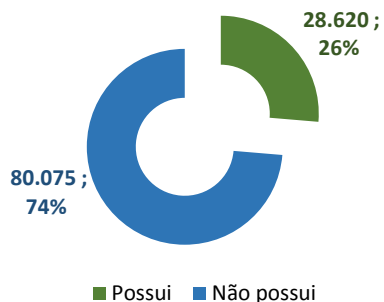
Ônibus adquiridos pelo Programa Caminho da Escola (TOTAL) - Brasil			
Ano	Urbano acessível		
	Município(s)*	Ônibus	Valor (R\$)
2012	975	2.222	295.938.000,00
2013	462	871	125.216.400,00
2014	270	686	103.227.600,00
2015	13	75	13.361.200,00
<b>Total Geral</b>	<b>1.553</b>	<b>3.854</b>	<b>537.743.200,00</b>

Fonte: FNDE  
 \* No cálculo dos totais foram considerada(o)s apenas Município(s) distinta(o)s

School Bus Purchase Program-Brazil  
 Year  
 Municipality (ies)  
 Bus  
 Cost  
 Grand Total  
 Source: FNDE  
 \*only different municipalities calculated in  
 tota

**FIGURE 9**

Distribuição das escolas que atendem alunos com deficiência, transtornos globais do desenvolvimento e altas habilidades/superdotação pela existência de sala de recursos multifuncionais



Distribution of schools providing services for students with disabilities, global developmental delay or special skills/gifted students, according to existence of multifunctional resource classrooms.

- Existent.
- Non-existent

**TABLE 7**

Ano	Total de Beneficiários	Crescimento	Na Escola	%	Crescimento % ano/ano	Fora da Escola	%	Crescimento % ano/ano
2007	375.470	0	78.848	21,00%	0,00%	296.622	79,0%	0,00%
2008	370.613	-1,29%	108.426	29,26%	37,51%	262.187	70,74%	-11,61%
2009	401.744	8,40%	121.688	30,29%	12,23%	280.066	69,71%	6,82%
2010	435.298	8,35%	229.017	52,61%	88,20%	206.281	47,39%	-26,35
2011	445.889	2,43%	306.371	68,71%	33,78%	139.518	31,29%	-32,37%
2012	470.075	5,42%	329.801	70,16%	7,65%	140.274	29,84%	0,54%
2013	497.827	5,90%	319.146	64,11%	-3,23%	178.681	35,89%	27,40%

Fonte: MEC

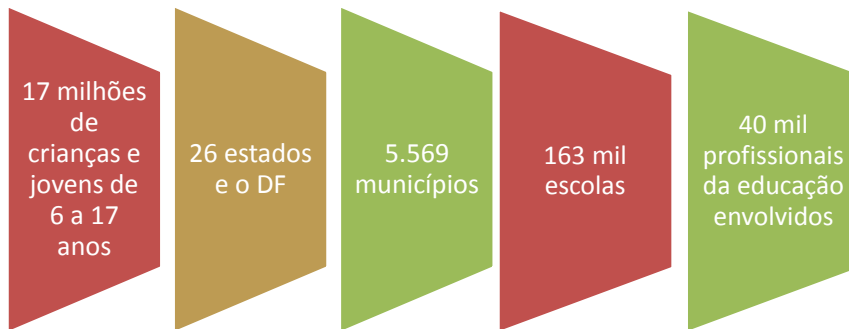
Topline: Year, Total Beneficiaries, Increase, in School, %, YOY % increase, Out of school, % , YOY increase

**TABLE 8**

Certificação da Proficiência	2006	2007	2008	2009	2010	2012	2015	Total
Para Ensino	609	771	558	463	541	164	657	3.763
Para Tradução	740	740	723	522	433	242	777	4.177
<b>Total Geral</b>	<b>1.349</b>	<b>1.511</b>	<b>1.281</b>	<b>985</b>	<b>974</b>	<b>406</b>	<b>1.434</b>	<b>7.940</b>

Left column: Certificate of Proficiency, For teaching, For translation, Grand Total

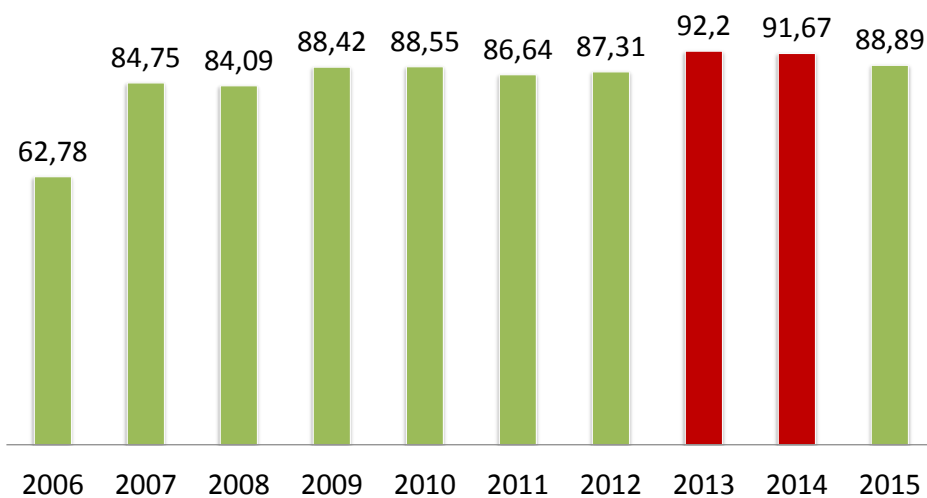
**FIGURE 11**



17 million children and youths aged 6-17 years.  
 26 states and the Federal District.  
 5569 municipalities.  
 163,000 schools.  
 40,000 professional educators involved

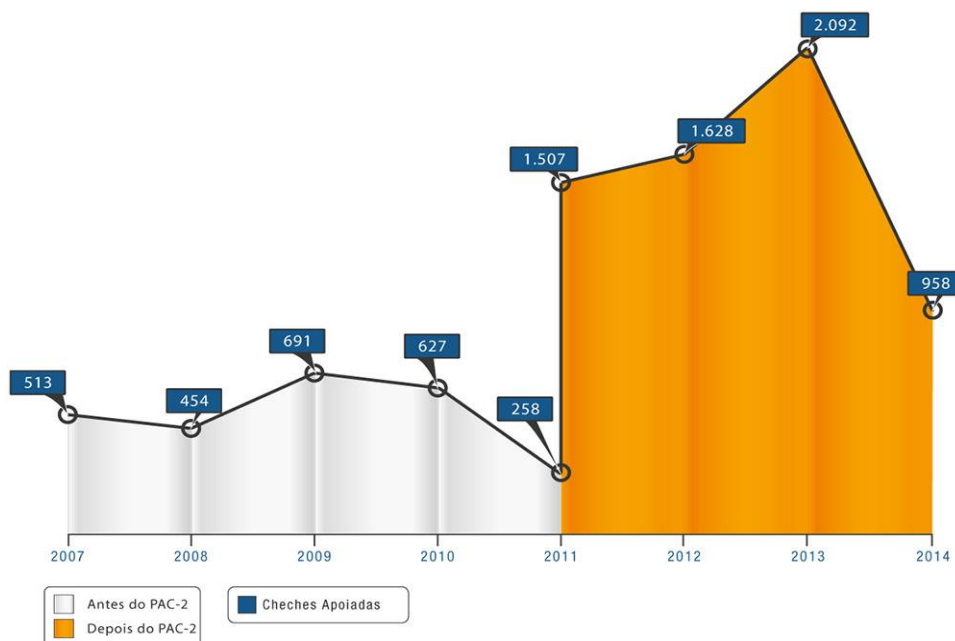
**FIGURE 12**

### Série histórica da frequência escolar do Bolsa Família de 2006-2015



Historical series of school attendance by Bolsa Família beneficiaries, 2006-2015

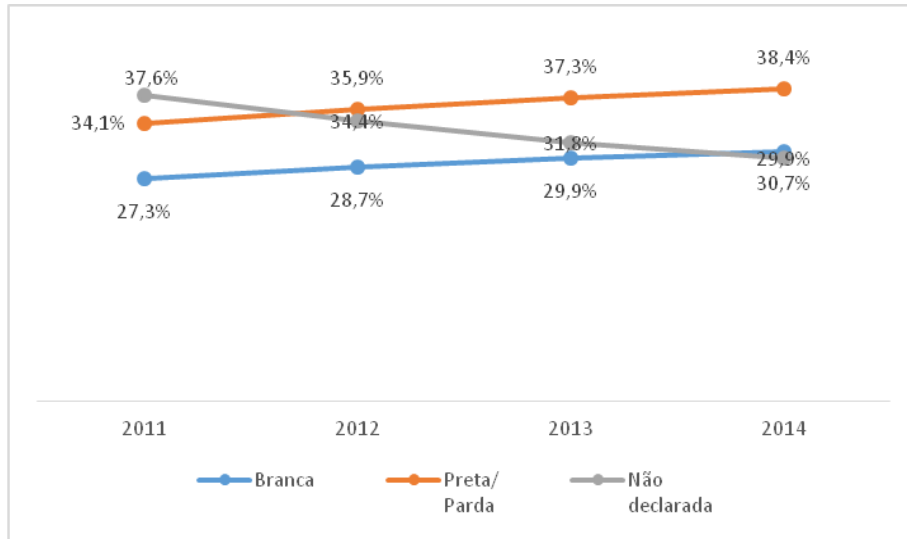
FIGURE 19



Fonte: SIMEC - junho de 2015

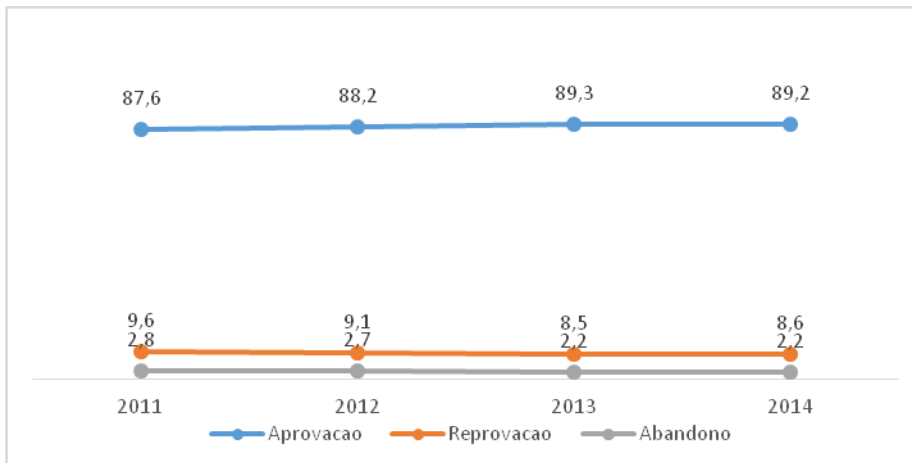
Before PAC-2  
 After PAC-2  
 Number of kindergarden ('creches') supported

**FIGURE 24**



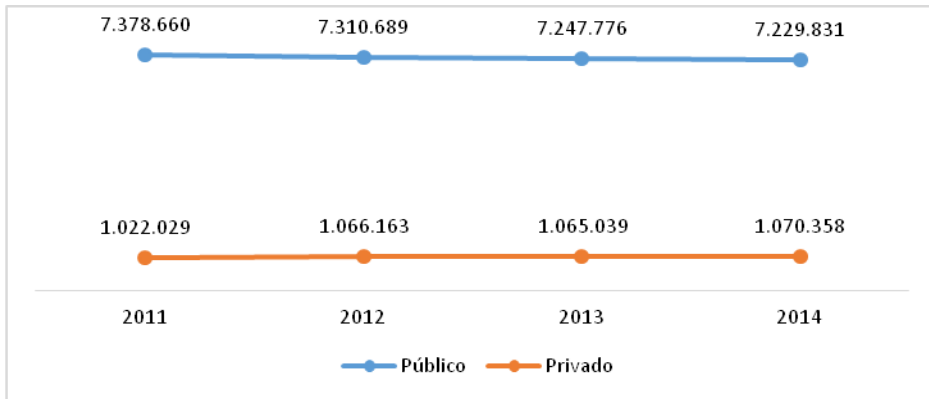
White-Black/Mulatto-Not Declared

**FIGURE 25**



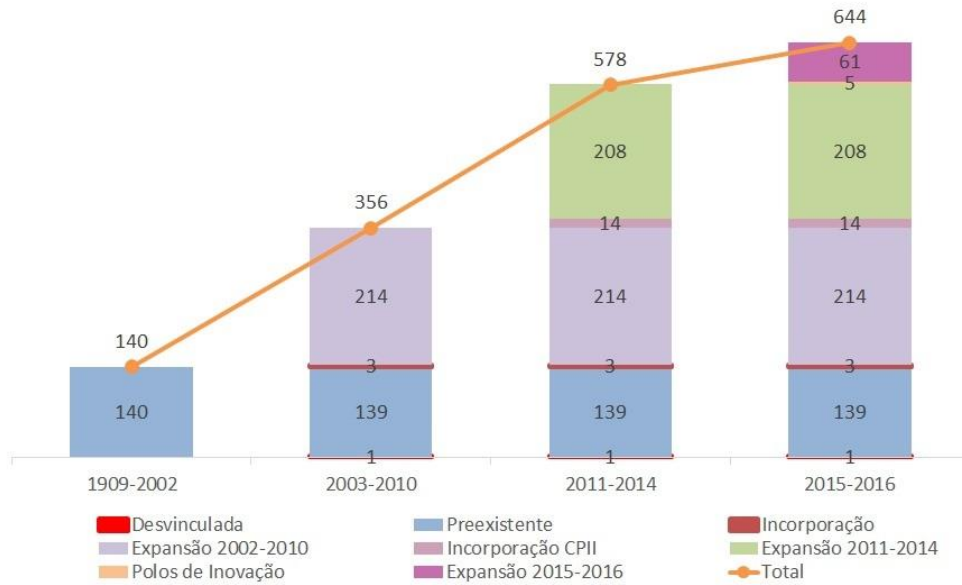
Passed-Failed-Dropouts

**FIGURE 28**



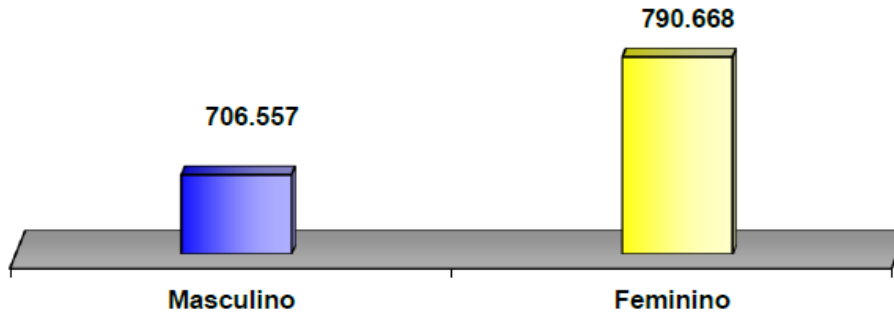
Public-----Private

**FIGURE 43**



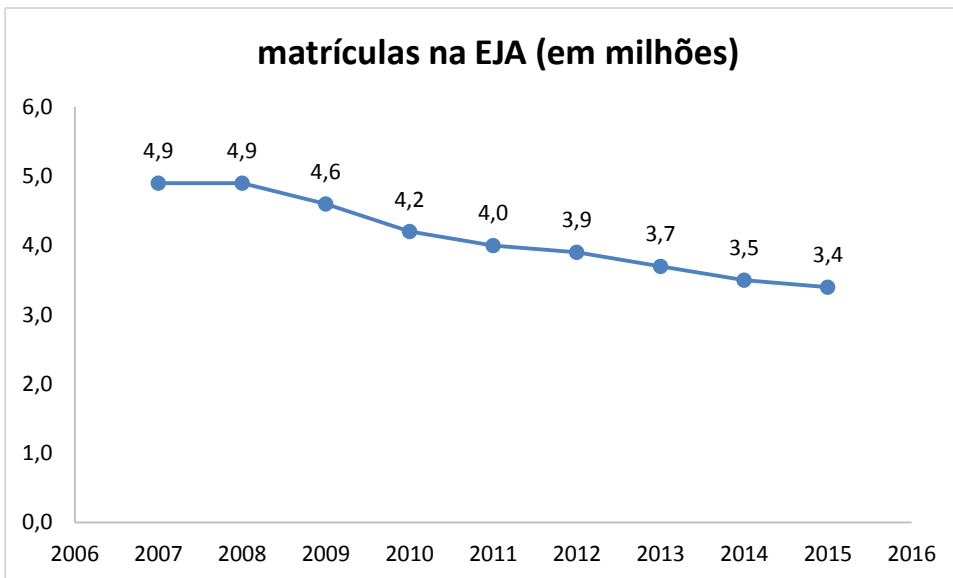
Dissociated  
Expansion 2002-2010.  
Innovation hubs  
Pre-Existing.  
Incorporation CII  
Expansion 2015- 2016.  
Incorporation  
Expansion 2011-2040.  
Total

**FIGURE 46**



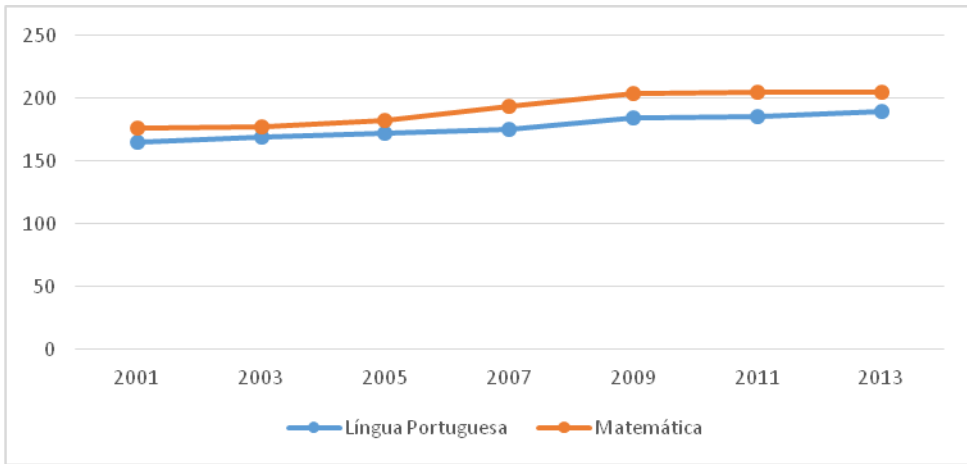
Male.....Female

**FIGURE 48**



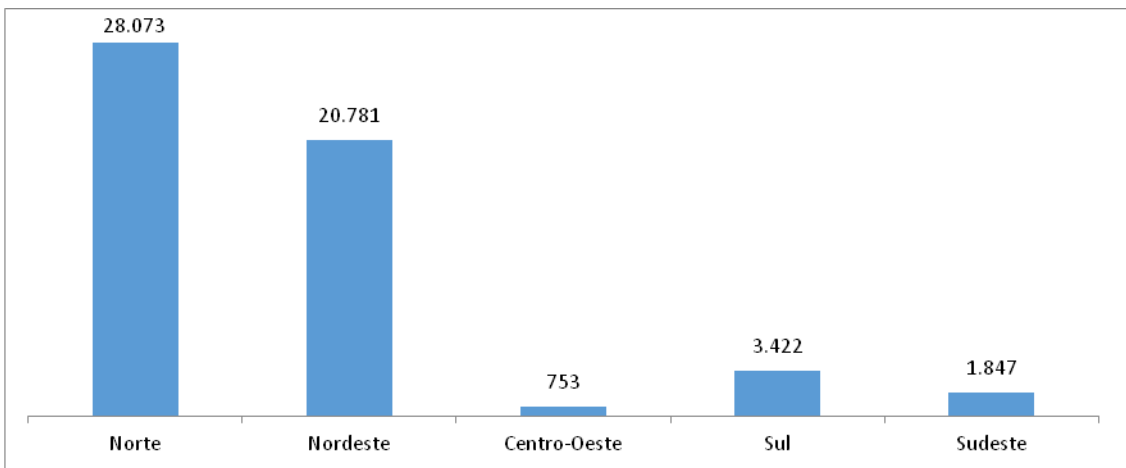
Enrolments in EJA (millions)

**FIGURE 50**



Portuguese language..... Mathematics

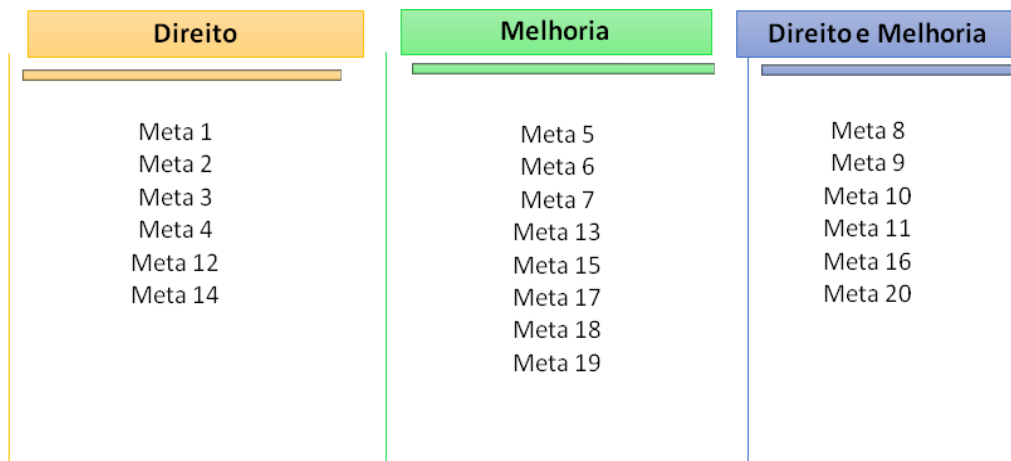
**FIGURE 59**



North, Northeast, Center-West, South, Southwest

**FIGURE 61**





**Right/ Improvement /Right and Improvement. Goal 1,2,3, etc**