BRAZILIAN EDUCATION: POLICIES AND RESULTS

MINISTRY OF EDUCATION

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Summary

1. Introduction

The first five years of President Fernando Henrique Cardoso's government (1995-1999) are characterised, in the area of education, by the depth and consistency of the reforms that have been put in place and by subsequent policy aimed at expansion of quantity and improvement in quality of the education offered at all leveis. The institutional boundaries of the changes under way were created by means of constitutional amendments and new laws, principally the Law of Guidelines and Bases of National Education. All the federal government's initiatives in the last five years are structural in nature in the sense that they are aimed at attacking not the symptoms, but rather the problems at the root of the educational system, in order to overcome them in a Steady, sure and lasting way.

Even if it needs a longer period to implement, this approach has a clear goal: to enable the Country to really overcome its deficiencies in the educational field based on results that, when achieved, will be truly solid, capable of ensuring the conditions from which to consolidate future improvements. Even with this action plan, however, indicators show that current management has already produced tangible victories in advance of the expected trend. The text that follows presents in summary the main policies and the results attained in these five years of President Fernando Henrique Cardoso's government.

2 - Primary Education

The achievements we see today in Brazilian education have been confirmed by surveys carried out by bodies recognised as competent, such as the National Institute for Educational Studies and Research (INEP), the Foundation Institute for Economic Research (Fipe) of the University of São Paulo, the University of Campinas (Unicamp), the World Bank and other national and international organs. The reports deal with results that are different but which are reflected at all leveis of education, above all in primary education, the greatest priority in the first four years of the present government, and in all regions of the Country.

A fundamental part of this process of change was the new Law of Guidelines and Bases for National Education, passed in December, 1996. By re-defining the responsibilities of each education system (federal, state and municipal), giving greater autonomy to the school, making the curriculum more flexible and encouraging teachers to improve their qualifications, the new Law created the environment necessary for the implementation of significant changes in the country's educational outlook.

To create the conditions needed to bring about the proposals of the new Law of Guidelines and Bases for National Education, it was important to intervene in the mechanisms of educational financing, especially of primary education. The passing of Constitutional Amendment No. 14 in 1997 brought about the main achievement in this area: the creation of the Fund for Maintenance and Development of Primary Education and Teacher Enhancement (Fundef). Created on the initiative of the Executive, Fundef corrected the historical inequality in the distribution, by states and municipalities, of resources for the maintenance and development of education. In spite of the constitution linking 25% of its fiscal revenues to education in general, the sharing of responsibility among the different leveis of government, for the compulsory education of children from 7 to 14, was never clearly defined until Constitutional Amendment No. 14. Fundef ordered that in each state, 60% of resources linked to education, that is, 15% of the fiscal income of the states and municipalities, be compulsorily and exclusively directed to primary education, sharing the overall income between each state and its municipalities according to the number of pupils enrolled in the schools of the respective educational network. In addition to this, it is obligatoiy to direct 60% of the Fund's resources towards primary teachers' salaries.

A minimum national levei for the application of resources per pupil/year was established. Whenever Fundefs resources in a particular state do not reach this minimum levei the Fund is topped up with federal resources in order to achieve it.

In 1998, the first year of Fundef's operation, about 13,3 billion *reais were* distributed by Fundef. Among the various benefits generated by the Fund, such as improvements in the physical facilities of hundreds of schools, perhaps the most important was the increase in teachers' salaries, especially of those working in municipal schools and mainly in the poorest municipalities in the Northeast of Brazil.

There are reliable signs that this innovation alone in the financial system will produce the most significant qualitative changes in the country's primary education.

At the same time, a number of policies and programmes for the improvement of the quality of teaching were put into action. For the first time in the history of Brazilian education the government has defined national parameters for early childhood education and for primary and secondary teaching including indian education, and these parameters are points of curricular and Pedagogical reference for teachers and textbook writers.

As for the National Textbook Programme, the present government has increased its scope, extending it to cover from the four first grades, to all eight grades that make up the cycle. It has proceeded to recommend and buy books based on a selective qualitative evaluation and in the last three years, for the first time in Brazil, placed all the books in the schools before the start of the school year.

The innovative Money at Schools Programme did away with the problem of putting federal resources directly into schools, which was previously based on a very bureaucratic system which also allowed political use of educational budgets. With this Programme, resources carne to be transferred directly into schools without going through state and municipal governments, with the school merely needing to have a Parent-Teacher Association (PTA) or a School Board. The resources are deposited in the account either of the PTA or the Board, which administers them in partnership with the school's principal. During the first four years the government passed 1 billion *reais* to the schools, thus stimulating the formation of almost 50,000 new Parent-Teacher Associations, which meets another aim of the government: encouraging social mobilisation for the benefit of teaching and school quality in the public sector.

The Accelerated Learning Programme, another major achievement, was essential. By this means the federal government finances the Introduction of special classes for students with age-to-grade mismatch, that is, students not enrolled in the degree adequate a his/her age, in an attempt to ensure that they proceed quickly in their studies in order to enter a grade appropriate to their age. The number of pupils

studying in these classrooms set up in all the states of Brazil, in 1998, was 1.2 million, of whom the majority managed to move forward in their education.

The efficiency of the acceleration classes will permit the public schools to absorb all children and teenagers of school age. Contrary to what might be supposed, public primary schools have sufficient places vacant to absorb the whole of the 7-14 age group (which corresponds to the period of compulsory primary education) and from 15 to 17 (secondary education). This is shown by the 1999 School Census carried out by the National Institute for Educational Studies and Research (Inep). According to the Census, Brazil has 44 million pupils enrolled in state schools providing basic education, while the total number in the 7-17 year-old age group is 37 million. The extra pupil numbers come from the very high leveis of repetition in the early grades and from late entry into school. To combat these problems, the Accelerated Learning Programme has helped to adjust the flow by moving on pupils who were repeating, thus freeing places in the early grades of primary education, where repetition occurs most.

Proinfo, the Information Technology Applied to Education Programme, has shown itself to be another important measure. Up to the present time the programme has trained 1,419 teacher-multipliers to use the computer as a teaching tool in the classroom. Training was carried out in 119 federal Educational Technology Nucleii which are Still responsible for permanent technical assistance to the schools participating in the programme. These teachers, in turn, passed on what they had learned to 20,000 other colleagues who are now, by means of the computer, enriching their teaching of the school curriculum. So far, the government has installed 30,000 computers and accessories in more than 2,000 schools in the 26 states and the Federal District, to the direct benefit of 200,000 pupils.

The School Lunch Project has been improved and expanded. The present government has doubled the investment in school lunches: from 1995 to the end of 1998 Brazil invested 2.7 billion *reais* in feeding primary school pupils. At the end of 1999 the total will be 3.6 billion. At the same time the Programme was put in the hands of the municipalities. Today the resources are sent directly to more than 4,500 municipalities all over the Country, in which the Community and the schools decide autonomously on the menus according to local and regional dietary customs.

The Guaranteed Minimum Income Programme gives monthly financial help to families which, if they demonstrate an average family income below that of the average income in their state, keep their children enrolled in school. Up to the end of 1999 the Programme will reach more than 500,000 families, and about 1 million 7-14 year-

olds in more than a thousand municipalities. To obtain the benefit, families must show the enrolment certificate and the record of attendance of their children in school. The requirement for obtaining this benefit eliminates thoughts of mere social assistance and makes it possible to bring about • universal enrolment in primary education. In addition, the programme also helps to reduce the flow of families towards the big cities and is helping to eradicate child labour in the Country.

As was stated previously, the network of primary and secondary education in Brazil is capable of ensuring the enrolment of 100% of children and teenagers at a levei suitable to their age. The question is qualitative, not quantitative. This being the case, the government's priority is to invest even more in the quality of teaching, in the training teachers, in their in-service training, in their pay and in the materiais they use in the classroom.

The qualitative improvement of the teaching-learning process needs to be based in curricular directions which, as well as ensuring a national knowledge base, supports the teacher's work in the classroom. From this stems the formulation and dissemination of the National Curriculum Parameters and References for all leveis and types of basic education (early childhood, primary, secondary, adult and indian education) as does the improvement of the Textbook Programme and that of School Libraries.

With regard to the Parameters and References, more than 1.4 million copies were distributed to every primary school teacher in the Country; in the coming months another 300,000 will be handed out to secondary school teachers.

In addition, 20,000 collections of the teachers library, consisting of reference works on the historical, social and political development of Brazil, were distributed to schools in 1998, and this year another 35,000 libraries of children's literature are being given out for the benefit of pupils in primary education.

3 - Secondary and Technological Education

With regard to secondary and technological education the new Law of Guidelines and Bases set out directions that mean a profound change in the system of education in force until now. Secondary education was integrated into Basic Education (as its last Stage, after Early Childhood and Primary Education), the levei of education that all Brazilians ought to have in order to carry out their personal role in the world, in the workplace and in social relationships.

Consequently the government adopted, in its first four years, a series of measures to prepare the reform of secondary education, an initiative that from this year is in its installation phase in the states of Brazil.

National Curriculum Guidelines for Secondary Education were created and approved by the National Education Council, based on a proposal from the Minister of Education, which would be compulsory in all Brazilian schools. As a result the Ministry also produced the Curriculum Parameters, a collection of directions and recommendations to help the work of teachers in the new approach to secondary education.

The reform in course recently acquired another important ally: the TV School, which broadcast programmes specially aimed at teachers and pupils in secondary education, as well as those produced for primary teaching. This is one more resource to help the reform take root and to have a positive influence on training the teacher, on his/her Pedagogical development and in the improvement of teaching in schools.

This profound structural reform in secondary education was urgent because the model for this cycle, lacking an identity and disconnected from the requirements of the modern world, no longer fulfilled the function demanded by Society nowadays: that of being a flexible and dialectical transmitter of knowledge that teaches the pupil to learn, that guides him or her in relation to real life, towards a career and prepares him or her for the essential exercise of citizenship and democracy. And which, as the Law of Guidelines and Bases suggests, teaches the young person to use new technologies and ways of producing goods, services and knowledge.

With the reform under way the government is seeking, in addition to matching the cycle to is potential and expectations, to expand it without losing quality. Enrolment at this levei of education has grown 57% in the last five years. Today Brazil has more than 7.8 million pupils in secondary education and, according to forecasts from the National Institute for Educational Studies and Research (Inep), in the year 2002

Brazilian secondary education will have 10 million pupils. And this growth will tend to accelerate mainly as a result of correcting school through-put at primary levei.

When the reform is in place we will have substituted a model that failed because it bureaucratised the transmission of knowledge, prizing memory over reasoning and adopting as its single aim the preparation of young people for the examinations to gain entry into higher education.

In designing the reform, the government made changes on the structural, teaching-learning and curricular planes. In the first case, the main innovation was to separate secondary teaching from the technical course. Both now exist independent of each other, with the technical courses being complementary to the secondary levei. By this means, secondary education has gained the space to fulfil its proper role, being better able to guarantee the realisation of one of its principie aims: to become universal.

In teaching in the new secondaiy education the school has the firm Support of the National Curricular Parameters, which contain two concepts vital to the reform: interdisciplinarity and contextualisation. By means of these, teaching that until now has been lifeless and fragmented, begins to make sense to the young person. The first concept says that subjects have to spread their content from one to another, connecting knowledge. By contextualising content the school finds a point of reference in the pupils' daily lives and in their social circle, linking knowledge to real life. It takes the pupil out of a passive role, making his/her personal, social and cultural experience the main source of learning. These concepts summarise the spirit of the reform: to make the school an integrative environment in which the pupil feels valued and led, in Continuous improvement, and oriented towards his/her future.

In this context, curricular re-organisation stands out even more. In the reform the curricula have the task of developing competences and abilities in the pupil, with an emphasis on the social and cultural meaning of knowledge and on mastering the basic processes and tools of science. It is an approach that is aimed to be an antidote to repetition and dropout or to the violence generated by the culture of school failure. Within the curriculum content, 75% is made up of a common national core in the areas of Language/Codes, Natural Sciences/Mathematics, Humanities and their respective technologies. The schools themselves define, with a degree of flexibility, the subjects and topics they want to teach, as long as they are related to the above areas and develop multiple aptitudes in the pupil.

The remaining 25% of curriculum content will be defined by the school itself, based on local and regional socio-economic Characteristics or on the interests of the school Community. With this innovation, the pupil comes to have increased freedom to build his/her own curriculum.

Constitutionally, the states are responsible for administering and financing secondary education and, therefore, for implementing the reform. In order to do this, however, they have access to federal resources and technical aid. The Ministry is negotiating US$ 500 million from the IDB (Inter-American Development Bank) towards the costs of qualification and training of teachers, construction and improvement of school facilities, including laboratories and libraries, among other initiatives.

At the same time as implementing secondary school reform, the Ministiy of Education has developed an original method of evaluating the performance of school-leavers. It is the National Secondary Education Examination (ENEM), which could be an alternative method of evaluating candidates for higher education, taking the place of, or complementing, the universities' selection procedures.

The results of the examination, individualised for each pupil, indicate the abilities they have or ought to improve in order to achieve a better performance in higher or technical education, to face the world of work, and solve day-to-day problems in the modern world. They show, for example, if the pupils are able to speak languages, to understand natural and social phenomena, as well as to solve problems and to construct arguments.

Applied for the first time in 1998, the National Secondary Education Examination is taken on an individual basis and is optional for those who are finishing or have finished secondary education. The growing acceptance of the examination by higher education institutions indicates the correctness of the governmenfs decision to create it. Today the examination is used by more than 70 institutions as a University entrance qualification, either on its own or combined with the traditional *vestibular** . For the government, the ENEM is a better option for University access than the traditional *vestibular* because it replaces the Simple assessment of knowledge of curriculum content (which can be memorised), and analyses what is important: the competences and abilities developed by the pupil in the basic cycle of education.

* The *vestibular* is the traditional Brazilian University entrance examination set by the universities themselves - Translator's note

Parallel to changes in the concept of secondary education, the Ministry has also begun the reform of technical education established with the Law of Guidelines and Bases for National Education. Besides having been separated from the secondary cycle, technical education also has courses that attend to demands of local and regional labour markets; a modularised curricular Structure that gives the student a recurrent education of permanent learning and flexible curricular content that take into account the learners' preferences as well.

With its re-organisation, technical education can now really prepare learners to carry out their jobs, discarding the timid, precarious and disconnected preparation for the demands of the marketplace that was on offer when it was part of the secondary education. Another significant achievement: with its own identify, technical education will attract only young people who really want to work as a technician. Thus we shall see the end of the distortion of previous years when, in search of the quality of teaching offered in the technical schools at secondary levei, there was a great demand from students who never intended to graduate from technical courses but only to prepare themselves for the *vestibular.* In the former model many students, generally the poorer ones, who wanted to take technical courses in order to be able, in the short term, to work and earn a living in the technical area, remained outside the technical schools.

At the same time, the Ministry has put into motion a programme to expand technical education. Financed by the Ministry of Education (MEC) and by the Labour Ministry, with Support from the Inter-American Devlopment Bank, the programme is addressing US$500 million to re-equip public technical schools and create a network of Community technical schools in partnership with municipalities, trades union bodies and other associations. Up to now, from the group of 98 projects approved by the Technical Education Expansion Programme, 36 have been submitted by Community bodies, with the expectation that the majority will begin to operate from the year 2000.

The great challenge to the government in terms of secondary education is to implement throughout the Country the reform that is already under way, and to guarantee Support for a dramatic expansion with the assurance of the quality of the education on offer.

4. Teacher Training

The improvement of quality in primary and also in secondary teaching essentially depends on facing another challenge: teacher training. The Law of Guidelines and Bases for National Education lays down that by the year 2007 all basic school teachers should have passed through higher education. And today, Brazil has 600,000 teachers, who have not completed higher education, working in basic education. In addition to this the anticipated expansion of secondary education will demand growing numbers of teachers in all subject areas.

This being the case, widespread changes are being made in the organisation of the teacher training system, by means of developments that have already been approved or are in the process of being approved by the National Education Council. The development of the advanced education institutes and the advanced normal course*, the setting out of Special programmes for the Pedagogical training oaf teachers and the creation of new curricular guidelines for education courses and teacher qualification in general, are measures that should produce a formidable effect in the short term.

In addition to these moves, the Ministry has decided to invest also in distance education, creating the first TV School. Broadcast through its own channel, by satellite, it aims to keep teachers up to date by means of systematic Support for their work in the classroom. When the programme was launched the government, it trained 200,000 teachers and, up to the present moment, 56,506 schools have the necessary equipment and are receiving three hours of high quality programmes a day. After three years of broadcasting, the TV School today benefits about 1 million teachers and 28 million pupils. Recognised for its quality, the programme, which is received in all the states of Brazil, was given a positive evaluation for two successive years (1997 and 1998) by the University of Campinas (Unicamp), one of the country's most respected institutions.

The government is also investing increasingly in distance courses as a way of providing in-service teachers with qualifications. Some states, with the Support of universities, are also developing effective in-service qualification courses that are already reaching some thousands of teachers in their school networks.

• Both are new forms of teacher training at the levei of higher education.

5 - Higher Education

Important changes are also being introduced in higher education, especially with regard to the expansion and improvement of the system, evaluation of undergraduate courses, and Support for expanding post-graduate courses. Soon the government will propose to Congress a draft law that will define the regulations for autonomy in administration, finance and asset management for Federal Higher Education Institutions, since it considers essential that the universities should develop their role in the most flexible and effective way.

When the law that created the National Education Council defined its areas of competence, it established the foundations for a new system of accreditation for higher education institutions, based on flexibility of teaching and evaluation of quality of the services provided. In the beginning, the government introduced the periodic re-accreditation of institutions and courses based on evaluations carried out by means of specific procedures. Since 1996 the National Course Examination has been applied to undergraduates on various courses. Based on the results of this examination and also on the Evaluation of the Conditions of Supply, which is a verification *in loco* of the operational Structure of courses, carried out by a Commission of externai specialists, the Ministry is evaluating the quality of teaching and deciding whether or not to renew accreditation of institutions and courses.

The Ministry has also diversified the higher education system, based on the Law of Guidelines and Bases for National Education, by regulating new forms of academic and societal organisation. New curricular guidelines for undergraduate courses, to take the place of the minimum curricula now in force, are at the stage of being approved by the National Education Council.

In spite of the draft law on University autonomy being Still in discussion, some important measures have already been adopted: a) new norms for choosing directors and forming collegiate organs have been defined, increasing the relative representation of teachers, especially the better qualified ones; b) undergraduate teaching has been made a priority, with an investment of more than 100 million *reais* in libraries, computers and information technology infra-structure. An international application is in its final phase to acquire equipment for undergraduate laboratories and University hospitais, worth US$ 300 million; c) financial incentives have been established to encourage teaching. Teachers can now have up to a 50% increasing in their salaries, depending on their number of classroom-hours and an evaluation of their research production and performance. The average levei of qualification of the teaching body has increased, with the proportion of Ph.D.s rising from 22% to 29%.

In higher education, the difficulties are more complex than at the other leveis of teaching, and there is greater corporate resistance to change, as seen, for example, with the Introduction of the new undergraduate course evaluation system, which is now functioning, and with the re-definition of the legal framework for defining the plan for financial and administrative autonomy in federal universities, which is Still in the area of public debate.

University autonomy, as it is being proposed by the government, puts an end to a bureaucratised administrative model that impedes the proper management of teaching activities, research, extra-mural and other services, with a view to improving and expanding what they have to offer. It eliminates above all the restraints to developing budgets, to the flexible and productive use of resources and especially to the administration of personnel. In general terms the universities will take on direcí responsibility for management, for developing and applying their budgets. And they will continue, as the Federal Constitution guarantees, to be public and free institutions. The plan defines the best possible financial basis, while giving equal treatment to institutions regarding access to budgetary resources. In the new system already put into practice, resources are allocated according to the number of students and of students who graduate, the amount and quality of research, hospital facilities and other services. The universities will also define their own staff career and promotion plans, providing corresponding posts and salaries. Emoluments applicable to different posts will also be created, with the University establishing the criteria for these payments so as to generate an active human resources policy. On the road towards University autonomy the government will continue to give priority to undergraduate teaching, increasing enrolment in the public and private sectors, diversifying the courses on offer and chances to enter them, re-organising curricula and increasing financial aid to disadvantaged students. It will maintain the same attitude towards keeping up the evaluation already in existence and improving supervision. In this regard, the public sector, especially the federal institutions, must not fail to maintain investment in infra-structure and to bring about a model of University autonomy that will improve its social role. The government intends to integrate the University even more closely to regional development. The country's competitiveness and the improvement of quality of life have to be built into higher education policy.

6. Information and Evaluation

Extremely important changes have taken place in the areas of information and evaluation, and, since this government, these have provided high-quality services, becoming an indispensable point of reference for the planning and execution of the Ministry's public policies. By these means Brazil has integrated itself into international information and evaluation systems, creating, therefore, conditions for a precise diagnosis of Brazil's position in relation to other Countries. This advance has happened since the National Institute for Educational Studies and Research (Inep) became an independent autarchy with responsibility for collecting, evaluating and storing information about any subject pertaining to education. It means that Inep has carried out all the Censuses, the Annual School Census of basic education (early childhood, primary and secondary), of Special education, of higher education and the Teacher Census, Publishing their annual results in the same year they were collected. The quality of Inep's work has gained international recognition, as in the case of the National System for Evaluation of Basic Education (Saeb), which measures the development of pupils in primary and secondary education and has been described as one of the most sophisticated means of evaluating educational efficiency.

The National Examination for Secondary Education (Enem), which was carried out for the Second time in 1999, is becoming another valuable instrument for evaluating the development of pupils and of schools and will add to the Saeb results. In higher education, the National Course Examination, which appeared in its fourth version this year, is consolidating its position as an important mechanism for evaluating higher education courses at undergraduate levei, with considerable - and noticeable - repercussions on what happens in teaching institutions. The results of the examination, together with an evaluation of the state of courses on offer, carried out by commissions of specialists designated by MEC, are already being reflected in the procedures of renewing recognition of courses that have been inspected, as it has been the intention since 1995.

7 - The Results

"Far from where we would like to be, but much better than we were." This sentence sums up the results of the first five years of the policy of President Fernando Henriques Government with regard to Education. Primary education in Brazil is Still characterised by a large mismatch of age-to-grade as a result of the high rates of repetition that have deeply affected the system, and a low levei of access to secondary education. In spite of Brazil having 9 million young people between 15 and 17 years old in the basic education system, only 32% are in secondary education. Nevertheless we have seen advances in Brazilian education in the last five years, as shown in the educational censuses, especially in relation to four relevant aspects;

1) In the first place there was a huge expansion of the system, with a great increase in access to education for children and teenagers. The proportion of 7-14 year-olds in primary education went from 89% to 96.1% between 1994 and 1999 as a direcí consequence of the Fund for Maintenance and Development of Primary Education and of Teacher Enhancement (Fundef) and the Every Child in School Programme, which brought together public authorities at the federal, state, municipal and Community leveis, in a campaign to enrol children who were not in school. Rates of growth were differentiated. In the 1^{st} to 4^{th} grade segment expansion was slow, 4.7% in the last five years including a fail in enrolments in 1999, which is a good sign. Indeed, in the first four grades Brazil Still has a great concentration of pupils, about 60% of the total of 7-10 year-olds, the result, as we have already seen, of the huge rates of repetition in the past. If the system maintains its qualitative improvement it is to be hoped that enrolment in the first grades will continue to fall, indicating that a larger group of pupils is moving into 5^{th} grade than is arriving in 1^{st} grade. The 5* to 8^{th} grade segment grew by about 27% in the 1994-1999 period, showing not only greater coverage of the primary school population but also the improvement in quality at this levei with a clear trend towards a swift correction of the age-to-grade mismatch.

The most significant fact is shown by the growth of secondary school enrolment, which has rocketed: 57% from 1994 to 1999. In the last year alone there was an 11.5% expansion which in some states, such as Minas Gerais, was as much as 24%. More young people are finishing primary education; more pupils are doing it at a younger age, in conditions moreover that help them to have continuity in their studies; demand for education among young people has increased even if it is because of the demands of an increasingly competitive labour market. These three factors are the reason for this striking rate of expansion.

2) In the last five years, regional differences in access to education and in quality of education have significantly decreased. If we take the same indicators that have already been analysed for the whole Country - growth in enrolment from 1st to 4th grades and from 5th to 8th grades and in secondary education - we find an expansion in education in the Northeast and Northern regions well above the national average. Overall measures of coverage in the primary and secondary systems are still lower than the national average in both regions. Their growth, which has improved greatly in recent years, nevertheless shows that these differences are rapidly diminishing. It is especially relevant to note this phenomenon in relation to the Northeast, which has always shown results far below the national average. From 1994 to the present, primary education in the region has grown 27.2% compared to 13% in the rest of the Country; 5th to 8th grade enrolments have increased by 49% compared to 27% and in secondary education, 62% in the Northeast compared to 57% in the rest of the Country. In addition, data from the National System for Evaluation of Basic Education show a very positive growth in measures of ability of pupils in the 4th and 8th grades of primary education and in the third year of secondary education. Again, the absolute measurements are Still below national averages, but rose above the average in the period 1995 to 1997.

3) As it was encouraged in the Law of Guidelines and Bases for National Education, there has been a marked process of "municipalisation" in primary education and of "statisation" at the secondary levei. In 1997 there were 18 million pupils in state primary schools and 12 million in the municipal system. In 1999 there are 16 million in both state and municipal schools. On the other hand, given the increase of 57% in secondary enrolment since 1994, expansion of enrolment in the state system was 74% in the same period.

4) In higher education, after a long period of stagnation in student numbers, since 1994 the system began to expand once more, with an increase of 424,000 enrolments in only four years, totalling more than 2.1 million students in 1998, a growth of 28%. Higher education enrolment grew in absolute terms during these last four years, more than in the previous 14 years. This growth, as well as being impressive in terms of quantity, contained a new and important feature: the state sector has re-discovered its energy, broadening its offer of places by 28% in the last four years.

On the other hand, private sector growth became subordinated to quality measures as a result of inspection and evaluation procedures. We see also that about a third of the growth in the private sector occurred in the Northern, Northeastern and Mid-West regions, a significant inner shift and a corrective to regional imbalance in the system.

At the post-graduate levei, the increase has also been impressive: the number of students has gone from 43,100 to 50,800 at master's levei and from 15,900 to 26,700 at Ph.D. levei between 1995 and 1998. During the same period, the number of master's courses increased from 1,159 to 1,339, and doctoral courses from 616 to 727. Thus 12,500 master's levei students and 3,900 doctors are graduating in Brazil every year, which are significant statistics given the size of the higher education system. Also at post-graduate levei, a marked expansion is occurring in the Northern and Northeastern regions, which is improving the regional distribution of courses on offer.

The evaluation system is fully in place. The National Course Examination was carried out for the fourth year in succession, and in 1999 included courses in thirteen different areas and a total of 173,000 students. The measures of teacher qualifications for all institutions are available as is the result of the Higher Education Census. Also available is information concerning each institution's academic infra-structure.

Far from where it could be, but with a destination on the horizon. Based on this view, the Brazilian government remains firm in its ambitions, among which are to guarantee to place 100% of children and young people in school, and to give them a quality education. It is a task for all of us, the three leveis of public authority, organised Society, private sector and the Community. Having everyone in school, learning and progressing, Brazil will be treading the proper path to combat poverty and reach a just and co-operative Society.

The following data shows clearly the advances achieved in recent years, both from the point of view of quantitative growth in the education system, and of the improvement in measures of its performance.

7.1 - Reducing Illiteracy and Increasing the Average Number of Years of Schooling

Illiteracy is often identified as one of the main signs of educational backwardness in Brazil, above all in comparison with other Countries. Indeed, in spite of the notable reduction seen in recent years, Brazil Still has one of the highest rates of illiteracy in Latin America among those aged 15 or over: it was 20.1% in 1991 and fell to 14.7% in 1997, which corresponds in absolute numbers to about 15.8 million people, a greater number than the total populations of the majority of the country's in the region.

In the 1990s Brazil made progress in improving its position in this table, increasing its efforts towards universal primary education. This policy caused a rapid decline of illiteracy among the youngest age groups, causing a marked age-related bias.

Illiteracy rates among the under-29 age group decrease each year. In the 15-19 age group the reduction was from 12.2% in 1991 to 6% in 1997. In the 20-24 age group the reduction in the same period was from 12.2% to 7.1% and among 25-29 year-olds the drop was from 12.7% to 8.1%.

The reduction in the numbers of illiterates was most noticeable among women. The 15-19 year-old female population had an illiteracy rate of 9% 1991. In 1997 the rate was 4%. Among women in the 20-24 age range the rate fell from 10.5% to 5.5% and in the 25-29 age group the drop was from 11.55 to 6.4%.

In spite of this reduction we see a marked regional tendency in illiteracy and its concentration in rural areas and the peripheries of large urban areas.

Until the end of the 1980s men were at an advantage in terms of average years of schooling. This position was reversed in the 90s when women improved their educational profiles more quickly. As a result, in the period from 1990 to 1996 the average number of years of schooling increased from 5.1 to 5.7 for men and from 4.9 to 6.0 for women, which shows that the latter had jumped almost a year while the former had improved by half a year.

Tobie 1

Population of 15 years of age or older, by Literacy Stage

according to age and sex

Brazil 1997

Sex	Population of 15 years or more by Age Groups						
	Total	15 to 19 years	20 to 24 years	25 to 29 years	30 to 39 years	40 to 49 years	50 years or more
Total	**108,025,650**	**16,580,383**	**13,454,058**	**12,303,375**	**23,245,389**	**17,601,643**	**24,840,802**
Illiterate	15,883,372	941,773	960,560	1,058,705	2,382,562	2,683,390	7,856,382
Rate of Illiteracy (%)	14.7	5.7	7.1	8.6	10.2	15.2	31.6
Men	52,043,984	8,312,899	6,667,807	5,955,295	11,197,194	8,421,656	11,489,133
Illiterate	7,608,924	637,555	599,186	623,931	1,255,761	1,227,800	3,264,691
Rate of Illiteracy (%)	14.6	7.7	9.0	10.5	11.2	14.6	28.4
Women	55,981,666	8,267,484	6,786,251	6,348,080	12,048,195	9,179,987	13,351,669
Illiterate	8,274,448	304,218	361,374	434,774	1,126,801	1,455,590	4,591,691
Rate of Illiteracy (%)	14.8	3.7	5.3	6.8	9.4	15.9	34.4

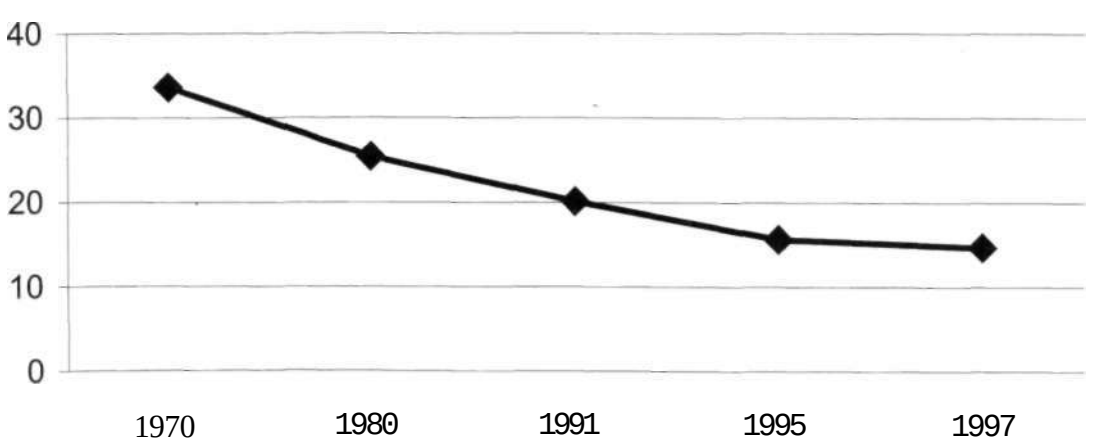
Source: IBGE - PNAD 1996/1997

(*) Excluding the rural population of Rondônia, Acre, Amazonas, Roraima, Pará and Amapá

Graphic 1

Illiteracy Rates Among the Over -15 Year-old Population

Brazil 1970/1996



Fonte: INEP/MEC

Tobie 2

Average Number of Years of Schooling of Population over 10 years of age

Brazil 1960/1996

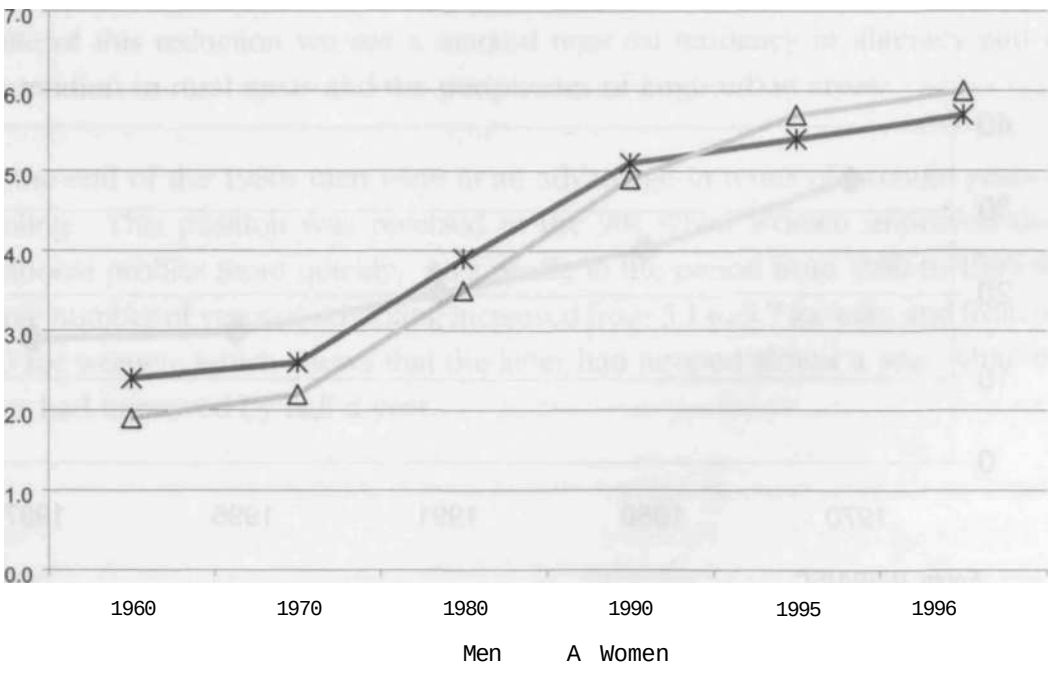
Year	Sex	
	Men	Women
1960	2.4	1.9
1970	2.6	2.2
1980	3.9	3.5
1990	5.1	4.9
1995(1)	5.4	5.7
1996(1)	5.7	6.0

Source: Report on Human Development in Brazil, 1996; PNUD/IPEA, 1996.
Notes: Data from 1995 and 1996 calculated by MEC/INEP/SEEC based on PNAD from 1995 and 1996
(1) - Excluding the rural population of Rondônia, Acre, Amazônia, Roraima, Pará and Amapá

Graphic 2

Average Number of Years of Schooling of Population over 10 years of age

Brazil 1960/1996



7.2 - Growth in Enrolment by Levei of Education

Brazil has 52.2 million pupils enrolled in school this year, at all leveis and types of education except for higher education, according to preliminary data from the 1999 School Census. Public sector schools now attend 45.8 million pupils, that is, 87.7% of the total enrolment in basic education.

In the period 1994-1999 enrolment growth was greater in secondary education. At this levei expansion reached 57.3% an average of 11.5% per year. Higher education also expanded rapidly: the number of students matriculated in undergraduate courses leaped 28% in the period 1994-1998, an average of 7% per year.

Enrolment in primary education, in turn, grew 13% from 1994 to 1999, this last year showing a much lower growth of 1,1%. Thus Brazil achieved in 1999 a net schooling rate of 95.5% in the 7-14 age group.

This year, for the first time, the School Census showed a negative variation in enrolments in primary education, of 1.5% in the first four grades, and a positive variation of 4.8% in the last four grades. The reduction of enrolment numbers in the early grades was foreseen since these grades had a very large number of pupils. Now, with an improved through-put in the schools, these pupils are passing into further grades. This movement in the enrolments also indicates a changing trend in regional demographic profiles.

The data of the School Census still show that, excluding literacy lessons, which are being ended since the implementation of the new LDB and of the Fundef law, pre-school enrolments have once again expanded this year, with 120,000 new pupils, an increase of 2.9%).

Tobie 3

Infant Education (Pre-School) - Initial Enrolment by School Type

Brazil 1996/1999

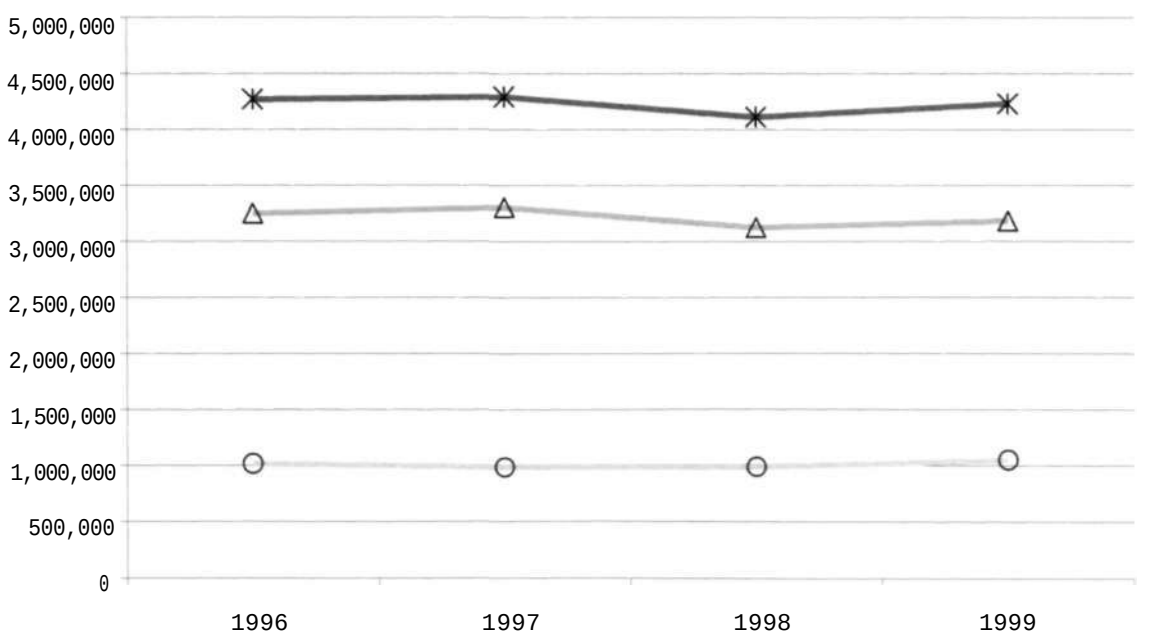
Year	Initial Enrolment by Type of Administration				
	Total	Public	%	Private	%
1996	4,270,376	3,250,889	76.1	1,019,487	23.9
1997	4,292,208	3,304,776	77.0	987,432	23.0
1998	4,111,120	3,123,496	76.0	987,624	24.0
1999(1)	4,230,243	3,180,379	75.2	1,049,864	24.8
Rate of Growth	-0.9%	-2.2%		3.0%	

Source: INEP/MEC
Note: (1) - preliminary data

Graphic 3

Infant Education (Pre-School) - Initial Enrolment by School Type

Brazil 1996/1999



Tobie 4

Primary Education - Initial Enrolment by Type of Administration

Brazil 1994/1999

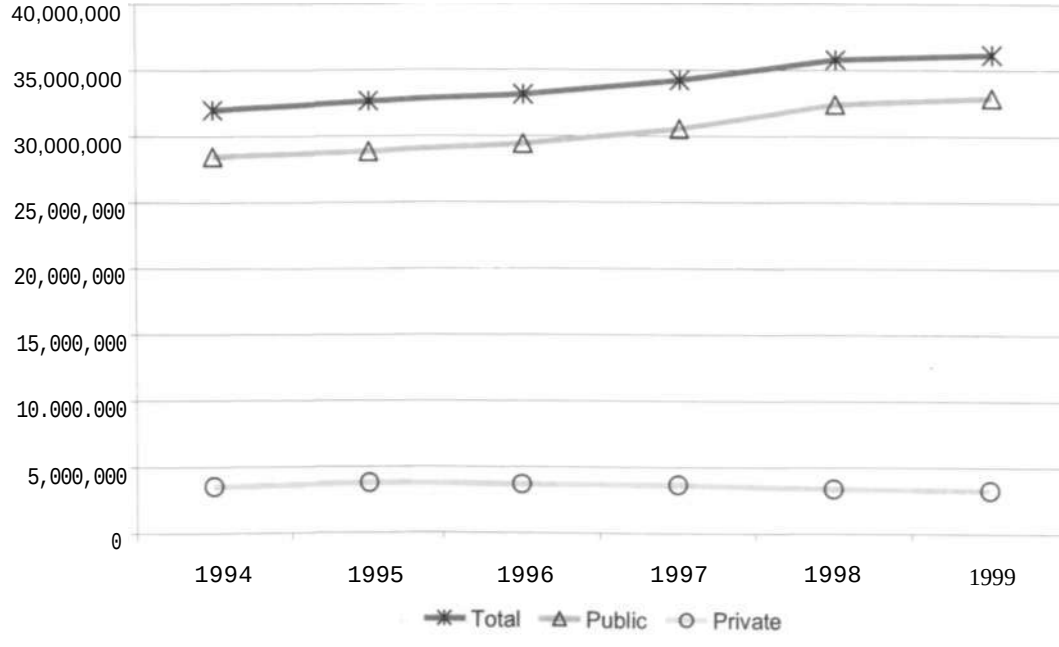
Year	Enrolment by School Type				
	Total	Public	%	Private	%
1994(1)	32,008,051	28,486,693	89.0	3,521,358	11.0
1995"	32,668,738	28,870,159	88.4	3,798,579	11.6
1996	33,131,270	29,423,373	88.8	3,707,897	11.2
1997	34,229,388	30,565,641	89.3	3,663,747	10.7
1998	35,792,554	32,409,205	90.5	3,383,349	9.5
1999"	36,170,643	32,892,246	90.9	3,278,397	9.1
Rate of Growth 94/99	**13.0%**	**15.5%**		-6.9%	

Source: INEP/MEC
Notes: (1) - estimated data
(2) - preliminary data

Graphic 4

Primary Education - Initial Enrolment by Type of Administration

Brazil 1994/1999



Tobie 5

Secondary Education - Initial Enrolment by Type of Administration

Brazil 1994/1999

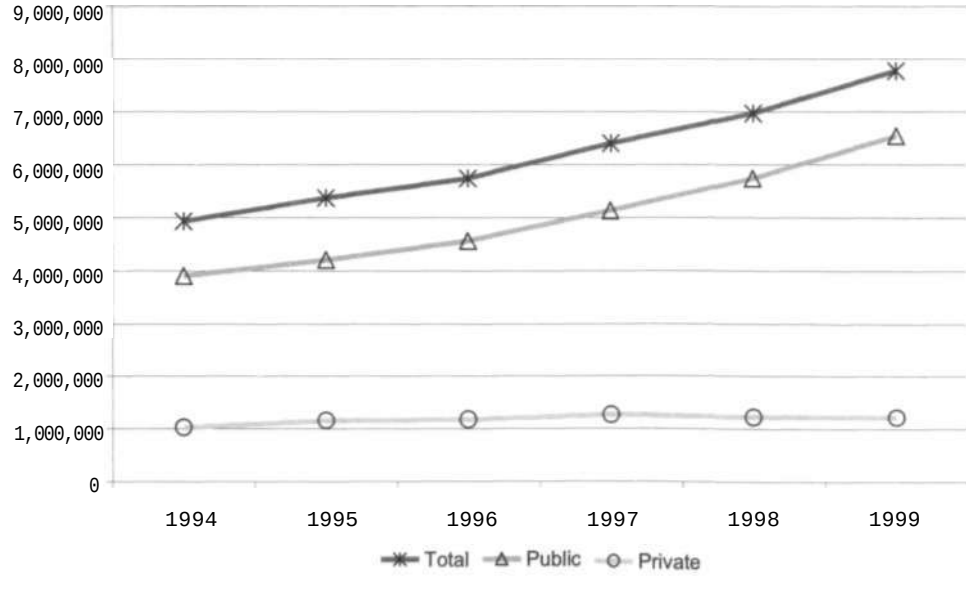
Year	Secondary Education - Initial Enrolment by School Type				
	Total	Public	%	Private	%
1994	4,936,211	3,905,872	79.1	1,030,339	20.9
1995	5,374,831	4,210,558	78.3	1,164,273	21.7
1996	5,739,077	4,562,558	79.5	1,176,519	20.5
1997	6,405,057	5,137,992	80.2	1,267,065	19.8
1998	6,968,531	5,741,890	82.4	1,226,641	17.6
1999'	7,767,091	6,542,913	84.2	1,224,178	15.8
Rate of Growth 94/99	**57.3%**	**67.5%**		**18.8%**	

Source: INEP/MEC
Notes: (1) - estimated data
(2) - preliminary data

Graphic 5

Secondary Education - Initial Enrolment by Type of Administration

Brazil 1994/1999



Tobie 6

Higher Education - Undergraduate Courses - Initial Enrolment by Type of Administration

Brazil 1994/1998

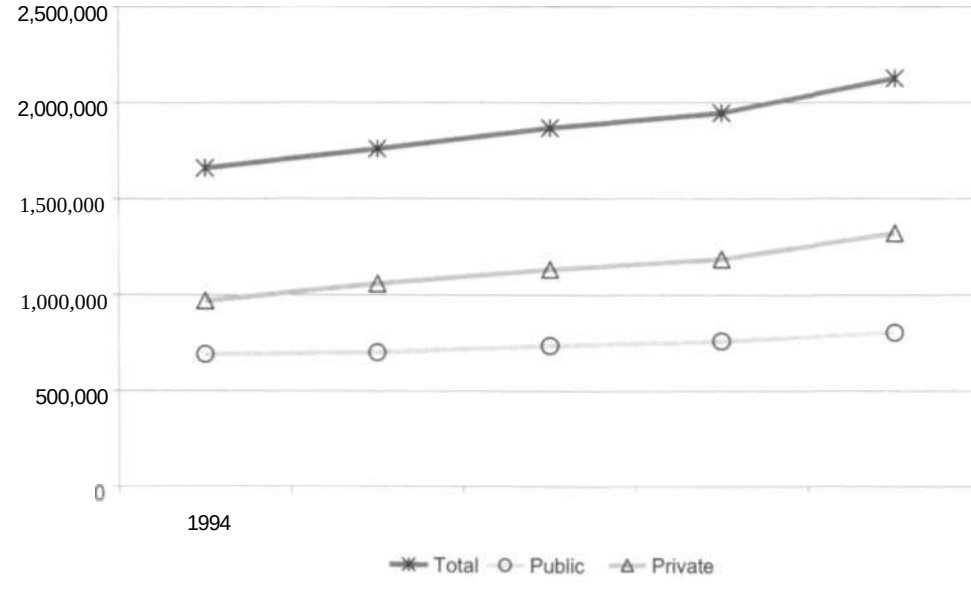
Year	Enrolment by Institution Type				
	Total	Public	%	Private	%
1994	1,661,034	690,450	41.6	970,584	58.4
1995	1,759,703	700,540	39.8	1,059,163	60.2
1996	1,866,529	735,427	39.4	1,133,102	60.6
1997	1,945,615	759,182	39.0	1,186,433	61.0
1998	2,125,958	804,729	37.9	1,321,229	62.1
Rate of Growth 94/98	**28.0%**	**16.6%**		**36.1%**	

Source: INEP/MEC

Graphic 6

Higher Education - Undergraduate Courses - Initial Enrolment by Type of Administration

Brazil 1994/1998



7.3 - Development of rates of schooling

In the last five years Brazil has taken a great step forward in school attendance. The percentage of children in the 7-14 year-old age group going to primary school went from 89.1% in 1994 to 95.5% in 1999. This figure shows that Brazil is close to putting all its children in school. If we take into account children of this age who are studying at the other leveis of education, the rate of school attendance has already reached 96.2%.

Going even further implies bringing into the system children who are at risk and improving the quality of teaching, a task that the three leveis of government are striving to accomplish.

The priority given to primary education in recent years is contributing to forcing up the indices of schooling at the other leveis of education. During the same period, the net rate of school attendance in the 15-17 year-old population, which gives the proportion of those enrolled at secondary levei, rose from 22.7% to 32.6%, a relative gain of 9.9%. Enrolment in education is expanding rapidly, an indication that Brazil will be able to double this figure by the end of the Decade of Education, in 2007.

Higher education is also increasing fast, although the percentage of undergraduates between 20 and 24 years of age is very small compared to their peer group. The number has increased from 5.5% in 1994 to 6.7% in 1998.

This year the total number of students enrolled on undergraduate courses, independent of age, is about 15% of the 20-24 year-old population, still a long way from reaching the aim set by the National Education Plan being debated in the Chamber of Deputies, which is to raise the overall rate of schooling by 30% in the next 10 years, but achieving again a pace of expansion that was only seen in the 1970s.

The rate of attendance in Brazilian higher education could be higher if it were not for the incidence of high rates of repetition and dropout that hold pupils back at lower leveis and delay their entry into University.

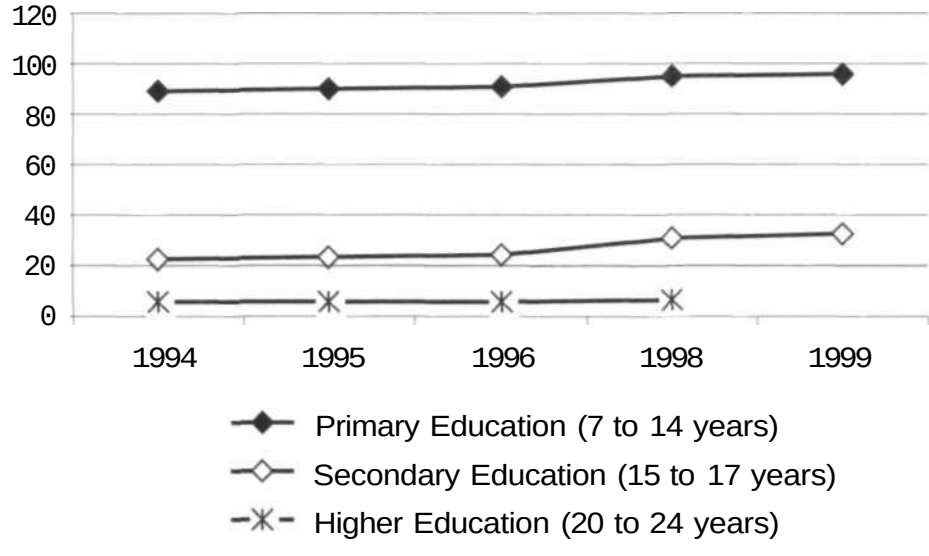
Tobie 7

Net Rate of Schooling (%)

Brazil 1994/1999

Year	Levei of Education		
	Primary Education (7 to 14 years)	Secondary Education (15 to 17 years)	Higher Education (20 to 24 years)
1994	89.1	22.7	5.5
1995	90.0	23.5	5.8
1996	90.8	24.4	6.2
1998	95.3	30.8	6.7
1999	95.5	32.6	-
Variation 94/99	6.4	9.9	1.2

Source: INEP/MEC
Notes: (1) preliminary data
(2) variation 94/98



Tobie 8

Overall Rate of Schooling (%)

Brazil 1994/1999

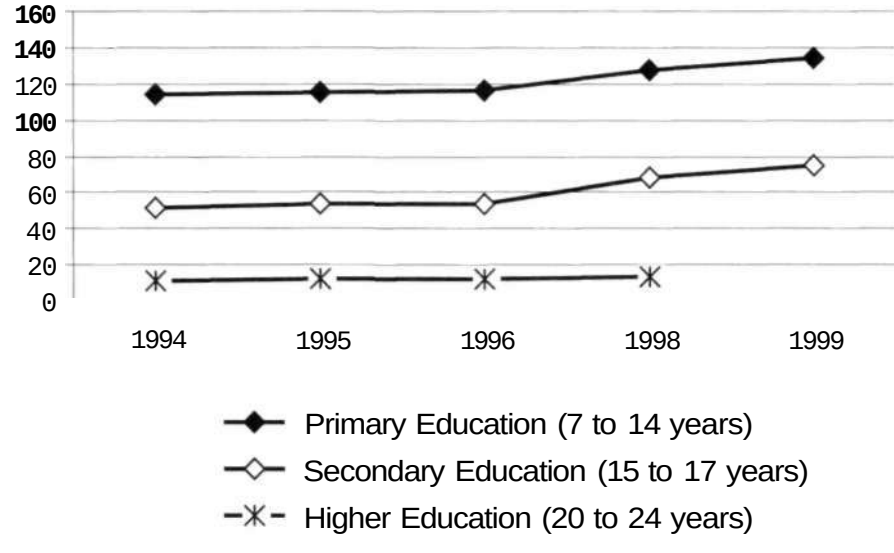
Year	Levei of Education		
	Primary Education (7 to 14 years)	Secondary Education (15 to 17 years)	Higher Education Undergraduate (20 to 24 years)
1994	113.6	51.6	11.6
1995	114.9	53.5	12.1
1996	116.1	55.3	12.7
1998	128.1	68.1	13.6
1999	134.2	74.8	-
Variation 94/99	**20.6**	**23.2**	**2.0**

Source: INEP/MEC
Notes: (1) Preliminary data - (2) Variation 94/98

Graphic 8

Overall Rate of Schooling (%)

Brazil 1994/1999



7.4 - Improving School Throughput and Reducing Age-to-Grade Mismatch

Brazil is also improving the rates at which pupils are passing through primary education, in spite of the high age-to-grade mismatch (46.7%). The rate of grade promotion has increased from 64.5% in 1995 to 72.7% in 1997, while during the same period rates of repetition and dropout decreased respectively from 32.2% to 23.4% and from 5.3% to 3.9%.

At secondary levei, in spite of the age-to-grade mismatch remaining high (53.9%), there is confirmation of the tendency already seen in primary education of an increase in promotion rates and a fall in repetition and dropout. The promotion rate varied from 65% in 1995 to 74.5% in 1997. In the same period the rate of repetition fell from 26.7% to 18.7%) and truancy decreased from 8.3% to 6.8%.

It is worth pointing out that this tendency has been observed in all regions and in all parts of the Federation. The increase in school throughput is being brought about in some states by the introduction of the cycle system, and in others by the increase in accelerated learning classes. Or by both cycles and acceleration classes.

The decrease in repetition and dropout has inevitably caused a reduction in the rates of age-to-grade mismatch. To have some idea of this, in 1998, 24% of the 35.8 million pupils in primary education were 15 years of age or older and could already have been in secondary education. Of those in secondary education, 3.7 million were aged 18 or over and could have been in higher education.

Making the pupil repeat successive grades does not contribute towards improving his/her learning. This conclusion may be drawn from an analysis of the results of primary education evaluations such as those of the National System for Evaluation of Basic Education (Saeb), the Evaluation of Secondary School Leavers and the National Examination for Secondary Education (Enem). These studies confirm that the greater the age-to-grade mismatch of the pupil, the worse is his/her performance. A pupil who finishes primary education at 18 after a series of repetitions, performs on average less well than one who finishes the eight grades at the appropriate age, that is, 14 years.

To change this situation it is necessary to end the "repetition culture" which is Still very deeply rooted in Brazilian schools and Society. There is a widespread belief that repetition is beneficiai and will help pupils' learning. But this is a mistake. Systematic failures are a disaster for pupils' cognitive and emotional development.

Tobie 9

Primary Education - Weighted Average Rates of Promotion, Repetition and Dropout (%)

Brazil 1995/1997

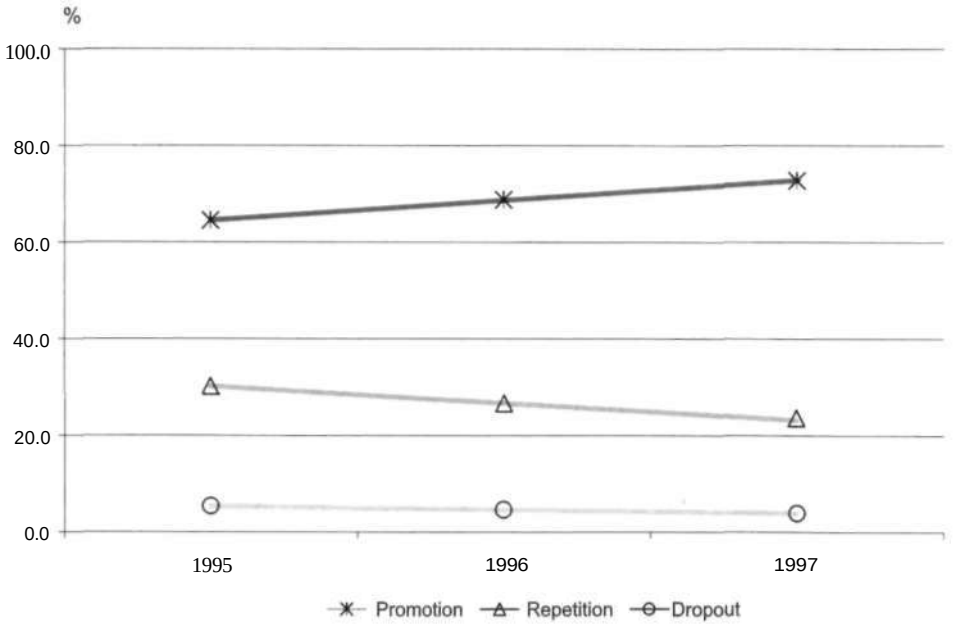
Year	Average Rate		
	Promotion	Repetition	Dropout
1995	64.5	30.2	5.3
1996	68.8	26.6	4.6
1997	72.7	23.4	3.9
Variation 95/97	8.2	-6.8	-1.5

Source: INEP/MEC

Graphic 9

Primary Education - Weighted Average Rates of Promotion, Repetition and Dropout (%)

Brazil 1995/1997



Tobie 10

Secondary Education - Weignted Average Rates of Promotion, Repetition and Dropout (%)

Brazil 1995/1997

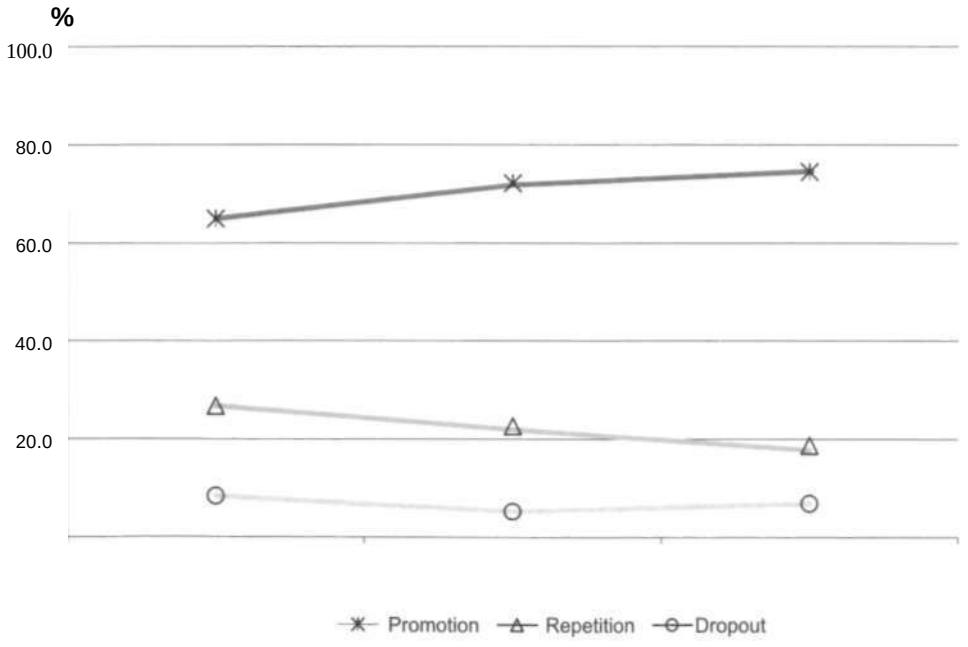
Year	Average Rate		
	Promotion	Repetition	Dropout
1995	65.0	26.7	8.3
1996	72.2	22.6	5.2
1997	74.5	18.7	6.8
Variation 95/97	**9.5**	-8.0	-1.5

Source: INEP/MEC

Graphic 10

Secondary Education - Weignted Average Rates of Promotion, Repetition and Dropout (%)

Brazil 1995/1997



Tobie 11

Rates of Age-to-Grade Mismatch by Levei of Education

Brazil 1996/1998

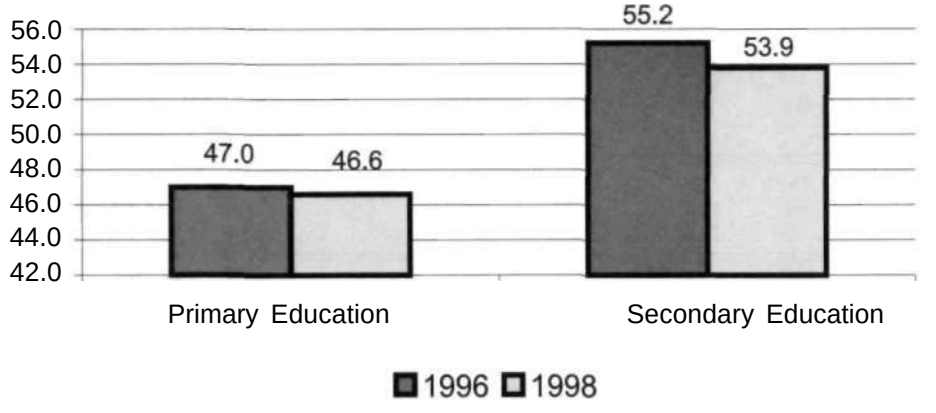
Year	Levei of Education	
	Primary Education	Secondary Education
1996	47.0	55.2
1998	46.6	53.9
Variation 96/98	-0.4	-1.3

Source: INEP/MEC

Graphic 11

Rates of Age-to-Grade Mismatch by Levei of Education

Brazil 1996/1998



7.5 - Teacher Qualification

Although the number of teachers has increased in the last five years - by 9.6% in primary education and 35.7% in secondary education - information from the School Census shows that they are more qualified. There has been considerable improvement in the levei of training.

The number of unqualified teaching assistants working in primary education fell by 41.1% in the period 1994-1999- The number of teachers with secondary education certificates rose 7.5% and the number of those who had completed higher education increased even more: 24.4%.

This trend is repeated in secondary education. There was a fall of 65.8% in the number of teaching assistants and a decrease of 6.3% of those who have only completed secondary education. On the other hand there was an increase of 45.3% in the number of teachers with higher education qualifications.

These data show therefore, that teacher training is one of the greatest challenges for the Brazilian educational system today. To fulfil the requirements of Constitutional Amendment No. 14, which created Fundef, Brazil has to train about 81,000 teaching assistants by the end of 2001. And by the end of the Decade of Education, which ends in December, 2007 it must have trained another 768,000 primary and secondary teachers who are already working in municipal and state systems and do not have higher education qualifications.

We shall attempt to meet this demand by means of a solid co-operation between the federal government, the states and municipalities and with the higher education institutions in order to define guidelines, integrate educational policies and programmes and Structure Professional training systems that include different institutions within Society.

There is a consensus today among education specialists that no initial training, even the best kind at the levei of higher education, is sufficient for Professional development, which makes it essential to create a system of Continuous and permanent training for all teachers.

Tobie 12

Primary Education - Number of Teaching Posts by Levei of Training

Brazil 1994/1999

Year	Teaching Posts by Levei of Training						
	Total	Primary Incomplete & Complete	%	Secondary Complete	%	Higher Complete	%
1994	1,337,665	138,658	10.1	669,656	48.6	569,351	41.3
1995"	1,407,625	133,933	9.5	685,596	48.7	588,096	**41.8**
1996	1,388,247	124,642	9.0	655,004	47.2	608.601	43.8
1998	1,460,455	101,601	7.0	684,514	46.9	674.340	46.2
1999	1,510,426	81,735	5.4	720,148	47.7	708.543	46.9
Rate of Growth 94/99	9.6%	**-41.1%**		7.5%		**24.4%**	

Source: INEP/MEC

Notes: the same teacher may work at more than one levei or sector of education and in more than one school

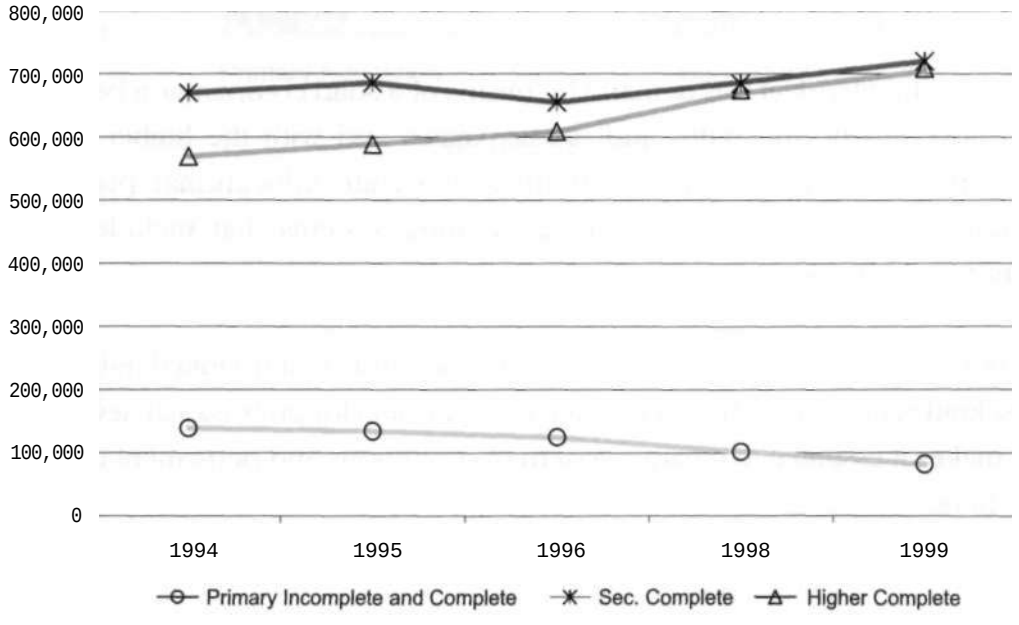
(1) -estimated data

(2) - preliminary data

Graphic 12

Primary Education - Number of Teaching Posts by Levei of Training

Brazil 1994/1999



Tobie 13

Secondary Education - Number of Teaching Posts by Levei of Training

Brazil 1994-1999

Year	Teaching Posts by Levei of Training						
	Total	Primary Incomplete & Complete	%	Secondary Complete	%	Higher Complete	%
1994	295,542	1,876	0.6	50,863	17.2	242,803	82.2
1995'	333,271	1,519	0.5	57,620	17.3	274,132	82.3
1996	326,827	1,068	0.3	43,418	13.3	282,341	86.4
1998	365,874	823	0.2	38,250	10.5	326,801	89.3
1999	401,010	642	0.2	47,637	**11.9**	352,731	88.0
Rate of Growth 94/99	35.7%	**-65.8%**		-6.3%		**45.3%**	

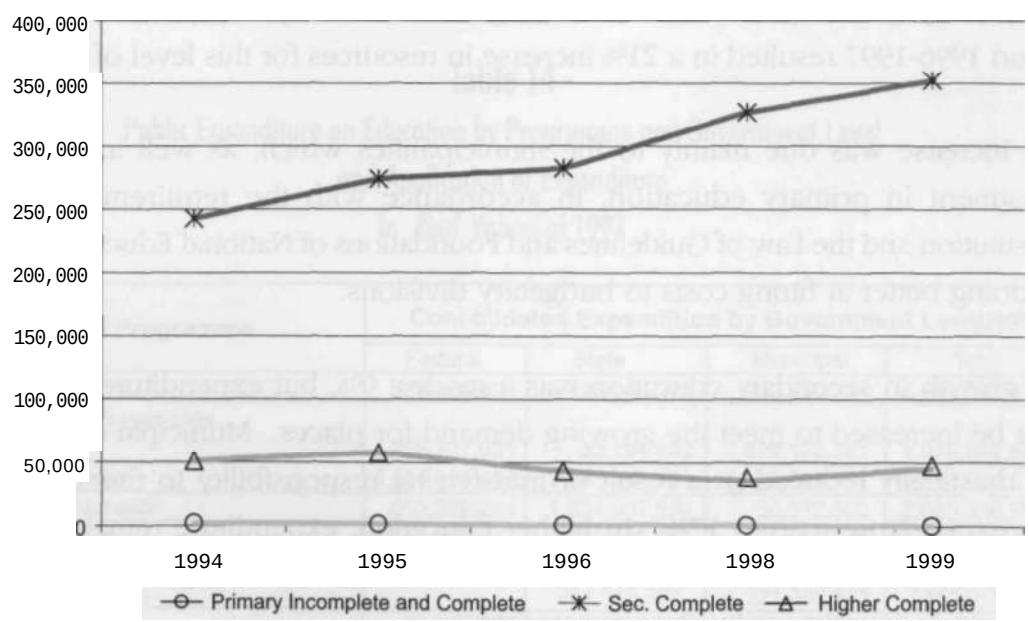
Source: INEP/MEC

Notes: the same teacher may work at more than one levei or sector of education and in more than one school
(1)- estimated data
(2) - preliminary data

Graphic 13

Secondary Education - Number of Teaching Posts by Levei of Training

Brazil 1994-1999



7.6 - Educational Expenditure

Public expenditure on education, adding together all the programmes and leveis of government, came to 38.5 billion *reais* in 1996, and 43.3 billion *reais* in 1997. These costs include supplementary expenses and amortisation of debts and come to 5% of the GDP.

From 1996 to 1997 there was a 12.2% increase in educational expenditure. In order to make a comparison, all figures were adjusted to 1997 leveis. We find that in this period there as an increase in participation by the states (23%) and of the municipalities (16%) in the final profile of costs.

In 1997 public expenditure on education, by programme and by government levei, came to 43.3 billion *reais,* with 8.6 billion coming from the Union, 21.6 billion *reais* from the states and 13.1 billion *reais* from the municipalities. These costs were distributed thus: Union - 19.8%, states 49.8% and municipalities 30.4% (see the table following).

Primary education received 44.8% of overall resources invested in education in 1997. Higher education came next with 16.7%. Secondary education received only 4.8% and early childhood education, 4.6%.

The priority given by the three leveis of government to primary education in the period 1996-1997 resulted in a 21% increase in resources for this levei of education.

This increase was due mainly to the municipalities which, as well as increasing investment in primary education, in accordance with the requirements of the Constitution and the Law of Guidelines and Foundations of National Education (LDB), are doing better at fitting costs to budgetary divisions.

The growth in secondary education was a modest 9%, but expenditure is low and must be increased to meet the growing demand for places. Municipal expenditure was drastically reduced as a result of transferring responsibility to the states, and state expenditure rose to 17%. In higher education, expenditure remained stable during this period, with an increase in investment from federal government and a reduction in investment by state governments.

Expenditure on grants and welfare, made up basically of payments to inactive and retired staff, also increased between 1996 and 1997, by 15%. This suggests that many teachers, especially in schools run by the states, are retiring.

Direct costs of grants and welfare today make up 12.3%) of the total. There is every sign that these expenses will continue to increase since the policy of raising teacher qualification and status will raise these figures since teachers will automatically move into another salary band as they improve their levei of qualification. To have some idea of what this means, these elements already make up 16.7%) of federal government expenditure.

Raising qualification and status of teachers will also contribute towards raising costs of personnel and responsibility allowances, which already absorb 57.6%) of direct resources spent by the three leveis of government.

Distribution of remaining direct costs by the three government leveis shows that 21.1%) are going to maintenance and running costs; 5.5%) to general investments, and 0.4%) to specifically financial investments.

When analysing overall costs, we find that the federal government is responsible for 62%o of resources invested in higher education and is strongly involved in supplementary aid to primary and secondary education. This shows that financing of basic education is Still very dependent on the federal government.

Tobie 14

Public Expenditure on Education by Programme and Government Levei

and Application of Expenditure

In *Real* Values of 1997

Type of Programme	Consolidated Expenditure by Government Levei/1997			
	Federal	State	Municipal	Total
Administration	658.358.024	4.128,045,272	903.250.321	5,689.653.617
Education of 0-6 year-olds	258,727,621	82,194,802	1,629,120,381	1,970,042,804
Primary Education	1,114,698,453	9,643,494,129	8,599,861,991	19,358,054,573
Secondary Education	513,526,244	1,504,937,854	50,872,500	2,069,336,598
Higher Education	4,519,259,647	2,703,698,933	28,931,399	7,251,889,979
Physical Education and Sport	35,010,842	148,379,163	606,735,069	790,125,074
Grants to Educators	-	241,312,393	221,602,863	462,915,256
Special Education	33,354,658	111,016,369	182,121,727	326,492,754
Grants and Welfare in Education	1,436,160,210	2,983,201,731	913,985,246	5,333,347,187
Total	8,569,095,699	21,546.280,646	13,136,481,497	43,251,857,842

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