

The Development of Education-

Quality Education for all Young People: Challenges, Trends and Priorities

National Report on Brazil
Ministry of Education

47th Session of the International Conference on Education
Geneva, Switzerland, 8th-11th September, 2004

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Quality Education for all Young People: Challenges, Trends and Priorities

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PART ONE - THE EDUCATION SYSTEM AT THE START OF THE 21ST CENTURY: GENERAL OVERVIEW

1. The Brazilian Education System

Brazil is a Federative Republic occupying an area of 8.5 million km², equivalent to half the territory of South America. In 2004, its approximately 179 million inhabitants were distributed very unequally throughout the territory, most of them on the coast.

Although the Brazilian population is very heterogeneous thanks to successive waves of immigration throughout the centuries which mixed the original Indian inhabitants with Europeans of various nationalities, Africans from different parts of their continent and Asians coming especially from Japan, the country enjoys a remarkable linguistic unity. With the exception of the approximately 360,000 Indians belonging to 219 ethnic groups and speak more than 180 languages, Portuguese is the mother tongue of all other Brazilians.

This linguistic homogeneity is overlaid by a striking cultural variety and profound economic inequality among the country's various regions, a situation that has a marked effect on the Brazilian education system. In 2000, the state of Santa Catarina in the south of the country had the highest human development index (HDI) in Brazil (0.822) while the state of Maranhão in the northeast, had the lowest (0.636).

In the field of education, regional differences are also very marked. In 2000, in the richest state in Brazil, Sao Paulo in the southeast, 94% of the population over ten years of age could read and write, while in the state of Alagoas in the northeast, only 68% were able to. During the previous year, about half the workers in the whole of the northeast region had at most three years of schooling and only a little over a quarter (27%) had attended school for eight years or more, a situation that contrasts with the southeast region, where 49% of workers had eight or more years of schooling and only 19% less than three years.

This great economic, social and regional diversity in Brazil had been developing during the country's history within a republican and federative regime that was defined in its present state in 1988, when the present Constitution was created. Today, the Brazilian Federation is made up of the Federal District, containing the country's capital, by 26 states and 5,560 municipalities. In contrast to other federations in the world, which are made up only of states, in Brazil, since the declaration of the 1988 Constitution, the municipalities now make up the Brazilian Federation, thus creating a Federation *sui generis*.

According to the Brazilian Constitution, education is a duty of the State and the family, which must be promoted by means of collaboration on the part of society in general. Education must be offered free in public institutions and may be offered by the private sector as long as the norms and requirements laid down by the State are complied with. As well as the Federal Constitution, the 1996 General Law of Education and other specific laws and acts make up the Brazilian education system in which Federal Government, states and municipalities have different and complementary responsibilities. The table below describes the general characteristics of the system.

Table 1
Structure of the Brazilian Educational System

General Title	Specific Title	Nomenclature/ International Educational Classification	Duration/ Grades	Cohort/ Ideal Age	Authority
Basic Education	Early Childhood Education	Nursery Education	4 years	0 - 3	Municipalities & Federal District
		Pre-school	3 years	4 - 6	
	Primary Education (compulsory)	Primary Education	1st grade	7	Municipalities, States & Federal District
			2nd grade	8	
			3rd grade	9	
			4th grade	10	
		Lower Secondary School	5th grade	11	
			6th grade	12	
			7th grade	13	
	Secondary Education	Upper Secondary Education	8th grade	14	
			1st grade (or 9th grade)	15	
2nd grade (or 10th grade)			16		
3rd grade (or 11th grade)			17		
Higher Education	Undergraduate	1st and 2nd cycles	Variable	18 - 24	Federal Government
	Postgraduate Master's Doctorate	3rd cycle	Variable	Variable	

Source: Ministry of Education, 2004

The municipalities must offer free early childhood and primary education in their school systems and must regulate the provision of early childhood education in private crèches and pre-school institutions. The states must offer free primary and secondary education in their systems and must regulate the provision of private education. The Federal District is responsible for the provision of early childhood, primary and secondary education. In the same way, the Federal Government must offer free higher education in its institutions and regulate the provision of the private sector.

Brazilian law also guarantees a wide range of autonomy to states and municipalities in structuring their own education systems and stimulating decentralisation. Public education, which traditionally was decentralised at state level, received a new decentralising impetus in the 1990s with the emergence of the various municipal education systems.

Within this highly decentralised system, schools also have autonomy in creating their teaching plans and developing their curricula, as long as they follow the national curriculum directives. The Federal Government has retained the functions of regulation and evaluation at all levels and in all types of teaching, and of technical and financial assistance to the states and municipalities in terms of basic education.

Recent Progress and Current Challenges

During the last ten years, the challenge of quantity has been confronted and overcome. Today, primary education is practically universal thanks to various education policies, especially the Fund for the Development of Elementary Schooling and Valuing of Teachers (FUNDEF), which generated a rapid increase in enrolments by means of a more equal distribution of resources. In the coming years, the challenge will be to raise the quality of basic education and increase the provision of higher levels of education.

At the start of this century, more than 56 million people were studying in educational establishments at all levels and in all types of education. Approximately 2 million teachers were working in about 200,000 basic education schools. Of the more than 35 million pupils enrolled in compulsory primary education, 91% were attending public schools. Likewise, of the more than 8 million pupils in secondary school, 87% were enrolled in public institutions. The great majority of pupils in Brazil's basic education system attend public schools. The opposite is the case in higher education, where two thirds of the approximately 3 million undergraduates study in private institutions.

The insufficient quality of basic education in Brazil is shown by the continuing high incidence of repetition at school, which increases the age-grade distortion rate, and by the persistence of illiteracy in spite of the provision of universal primary education. In 2001, the age-grade distortion rate was 25% in first grade, 39% in fourth, 46% in 8th and 51% in the eleventh. In the same year, the illiteracy rate was 3% among those aged between 15 and 19 years and 12% within the whole population aged 15 or more.

To raise the quality of education and increase pupils' school performance, the Federal Government, in partnership with Brazilian universities, is developing a large-scale national programme of initial and in-service teacher training using various teaching resources, including distance learning. The Federal Government is encouraging and supporting those states and municipalities that are trying to extend the length of primary education from 8 to 9 years, thus implementing what was laid down in the General Law of Education and in the National Education Plan.

In order to increase the provision of the early childhood education and secondary education, to promote the improved quality of basic education and extend the length of primary education, the Federal Government is working on the development of a new fund (FUNDEB) to finance the whole of basic education in an equitable way and replace the present FUNDEF, which provides resources only for primary education.

In an attempt to carry out the necessary expansion of higher education in Brazil, the Federal Government will introduce a wide-ranging reform of the country's current higher education system. The present system was created more than 30 years ago and no longer meets current needs. In order to create a higher education reform plan that will effectively represent the wishes of society and the academic community, public and regional hearings are being organised in which the different stakeholders have the chance to state their points of view about the directions of the reform.

A series of actions has been put in place with the aim of reducing the inequalities in access to education that have developed over time. An ambitious project to offer all illiterates a chance to study is being developed by the Federal Government, which is transferring resources to state and municipal governments, universities and public organizations that have experience in teaching adults to read and write, in order to train teachers and promote literacy courses.

Draft laws to create affirmative action programmes for the inclusion of Afro-Brazilians and indians within higher education have been sent to the national Congress and programmes for bilingual indigenous school education and the inclusion of pupils with special educational needs within mainstream classes are under way. These and other educational actions and policies developed in Brazil are presented in greater detail below.

2. INVESTMENTS IN EDUCATION¹

For various reasons it is impossible to calculate precisely the amount of investment in education in Brazil. Firstly because of its extremely decentralized nature: the country has 27 state systems and about 5,600 autonomous municipal systems. It has also been extraordinarily difficult to estimate overall expenditure on education during the last ten years due to the fact that until 1995 Brazil was undergoing such violent rates of inflation that any calculation of real expenditure was virtually impossible. This calculation is also made difficult by the fact that there is still no system for evaluating private investment.

Brazil has, however, an excellent legal system which ensures a regular provision of public resources for education. The Federal Constitution lays down that states and municipalities are obliged to spend on education at least 25% of income from the tax revenues, 60% of which must go to primary education, the minimum percentage is 18% of tax revenue.

Primary education also benefits from the resources of the Education-Salary, a social contribution equivalent to 2.5% of company payrolls. These resources are sent to central government in the form of a Federal Quota and to the states, Federal District and municipalities in the form of a State and Municipal Quota on the basis of 1/3 and 2/3 respectively.

The resources of the Federal Quota and Education-Salary are managed by the FNDE and applied to financing programmes and projects aimed at providing universal primary education in order to reduce the socio-educational inequalities between the various regions of Brazil. These funds are channelled to the states, the Federal District and the municipalities by voluntary and automatic transfers. States and municipalities that receive top-up money from central government and FUNDEF also receive funds from the Federal Quota in the form of 20% of the total annual top-up.

Resources from the State and Municipal Quota of the Education-Salary are directed towards actions centred on public primary education in mainstream 1st-8th grades, special education and adult education, and may finance programmes such as school transport, the construction, maintenance and adaptation of school buildings, the acquisition of teaching materials and equipment for the school as well as teacher training, these resources may not be spent on payment of employees of the states, Federal District or municipalities.

Table 2

Total Public Expenditure on Education and Percentage in Relation to Brazil's GDP 1995-1997

Year	Total*	% of GDP
1995	37,629,798,304	4.6
1996	38,496,175,907	4.6
1997	44,443,132,240	5.1

Source: Nesur/Fecamp.

*Values in R\$at the 1997 rate of exchange.

Studies carried out in 1996 based on data from 1995, the year in which the Brazilian currency became stable, indicate that public funds guaranteed by law came to 4.6% of that year's gross domestic product (GDP) and would be enough to maintain an education system of much better quality and wider scope than that which actually existed in Brazil. More recent estimates mention resources close to 6% of GDP.²

¹ For reference, the exchange rate of the US\$ is 1 US\$ = R\$2.8892

² Brazil's GDP today is about US\$450 billion as a result of the large-scale financial devaluation experienced in January, 1999. In 1995 it was estimated to be about US\$700 billion.

Table 3**Public Expenditure on Education by Programmes and Government Levels and by Origin of Resources as a Percentage of GDP* - Brazil, 1995**

Title of Programme	Government Level			Government/ General Together
	Federal	State	Municipal	
Administration	0.23	0.27	0.26	0.76
Education of 0 to 6-year-olds	0.01	0.01	0.20	0.22
Primary Education	0.37	0.90	0.18	1.46
Secondary Education	0.07	0.17	0.12	0.37
Higher Education	0.62	0.32	0.02	0.96
Physical Education and Sport	0.01	0.01	0.12	0.14
Assistance to Teachers	0.00	0.03	0.15	0.18
Special Education	0.00	0.01	0.04	0.05
Social Services in Education	0.22	0.12	0.14	0.49
Overall Total	1.54	1.85	1.23	4.62

Source: Nesur/Fecamp.

*The Value of the GDP, adjusted in terms of the 1997 value of the *real*, was the equivalent of R\$814,073,365,500**Table 4****Public Expenditure on Education by Programmes and Government Levels and by Level of Expenditure as a Percentage of GDP* - Brazil, 1995**

Title of Programme	Government Level			Government/ General Together
	Federal	State	Municipal	
Administration	0.05	0.39	0.31	0.76
Education of 0 to 6-year-olds	0.01	0.01	0.20	0.22
Primary Education	0.13	1.11	0.22	1.46
Secondary Education	0.07	0.17	0.12	0.37
Higher Education	0.61	0.33	0.02	0.96
Physical Education and Sport	0.00	0.02	0.13	0.14
Assistance to Teachers	0.00	0.03	0.15	0.18
Special Education	0.00	0.01	0.04	0.05
Social Services in Education	0.22	0.12	0.14	0.49
Overall Total	1.10	2.19	1.33	4.62

Source: Nesur/Fecamp.

*The Value of the GDP, adjusted in terms of the 1997 value of the *real*, was equivalent to R\$814,073,365,500.

Nevertheless, lack of funds is a constant complaint from all types and levels of the education system. According to the 1995 research, this lack of resources is due first of all to the unequal distribution of available funds, to which must be added the misapplication of these funds.

Until the Constitutional Amendment of 1996, which created the Fund for the Development of Elementary Schooling and Valuing of Teachers (FUNDEF), the provision of which began in 1998, the division of tax revenues between states and municipalities bore no relation to the division of educational responsibilities between state and municipal systems. This situation aggravated regional inequalities. Likewise, before the national Law of Guidelines and Foundations of National Education, also from 1996, there was not even any definition of what might be included as educational expenses, an omission which gave rise to a whole pattern of diverting funds for other purposes.

The creation of the FUNDEF helped reduce the problems of sharing and applying resources. With the new definition of what might be included as educational expenses, the amounts redistributed by the Fund are deposited in a special account, which has significantly improved public control of resources. To this end, the Constitutional Amendment that created the FUNDEF also required the setting up of councils made up of representatives of local communities, at the various levels of government, with the aim of regulating the payments made.

The FUNDEF, an enormously relevant initiative and a pattern for the new focus of public policies for education, was directed exclusively towards compulsory primary education. In each state, the Fund's resources are made up of 15% of all tax revenues and redistributed among state and municipal governments. In 1999 the FUNDEF resources came to a total of R\$15.2 billion.

Based on the amount of the Fund's resources in each state, a pupil/year value is calculated and the money passed to state and municipal educational systems according to the number of enrolments registered. Purely local taxes are not included in the FUNDEF but states and municipalities have to apply 25% of their revenues to education, from which 60% must go to primary education.

As well as ensuring equality in the distribution of resources in each state, the Amendment that created the FUNDEF aimed also at reducing regional inequalities based on the minimum amount per pupil/year. In those states in which expenditure per pupil/year does not reach the minimum defined amount, the Federal Government guarantees to top up resources (Table 5). In 1998 and 1999 the minimum amount was R\$315.00, rising to R\$350.00 in 2000.

Table 5
Financial Effects of the FUNDEF in Municipalities with a Pupil/Year Value of less than R\$350,00 – Brazil, 2000

Pupil/Year Value R\$1,00 (*)	Municipalities		Pupils/1999		Pupil/Year Value (R\$)		Additional Gross Revenue (R\$millions)	Variation	
	N°	%	N°	%	With out FUNDEF (A)	With FUNDEF (B)		Pupil/Year Value (B-A)	% (B/A)
Up to 100	477	8.7	3,253,351	20.1	78.1	341.1	862.1	263.0	336.7
>100<= 150	680	12.4	2,793,728	17.2	123.7	350.2	644.8	226.5	183.1
>150<=200	445	8.1	2,147,289	13.3	173.0	376.9	618.5	203.9	117.9
>200<=250	330	6.0	1,212,123	7.5	223.4	401.8	243.2	178.4	79.9
>250<=350 *	632	11.5	2,059,099	12.7	301.6	442.7	324.6	141.1	46.8
Subtotal	2,564	46.6	11,465,590	70.8	180.0	382.5	2,693.3	202.6	112.6
Other municipalities	2,942	53.4	4,731,037	29.2					
Overall Total	5,506	100.0	16,196,627	100.0					

Sources: Resources: MEC/Seade; Municipalities: IBGE; Pupils: School Census, 2003

* The minimum national pupil/year value in 1998 was R\$315.00.

The municipal share of total FUNDEF resources rose from 38% in 1998 to 45% in 2000. In the first year of implementation, 49% of Brazilian municipalities increased their revenues; in 2000 the figure was 62%.

The redistributive impact of the FUNDEF was most effective in municipalities in the North and Northeast regions, where the greatest educational deprivation is found. It was also discovered that there was a significant contribution of resources to the group of municipalities in eight metropolitan regions of Brazil, excluding state capitals, where provision offered by the respective state education systems is greater. This reform, therefore, has brought substantial benefits to the poorest areas of the country, which have the largest numbers of children out of school and which have the worst indicators of quality in primary education.

The impact of the FUNDEF has been greater still in increasing enrolments in primary education. The criterion of distribution for the Fund's resources – based on the number of pupils enrolled in state and municipal education systems – gave a considerable stimulus to the drive to enrol all children of school age. From 1997 to 1999 there was an increase of 7.6% in the total numbers of enrolments in public primary education. The greatest expansion in this period occurred in the Northeast (15.8%) and Northern (11.1%) regions, precisely those areas that had shown the largest deficits in the provision of compulsory education.

The FUNDEF also stimulated the growing process of placing primary education under the control of municipalities. Between 1997 and 1999, enrolments in municipal systems increased by 30.2% while in state systems they fell by 8%. The greatest rates of growth in enrolments in municipal systems were found in the North (51.7%) and Northeast (29.4%) regions.

2.1 Fund for Primary Education Development and for Enhancing the Value of the Teaching Profession (FUNDEF)

The aim of the Fund for Primary Education Development and for Enhancing the Value of the Teaching Profession (FUNDEF) is to link resources destined for education to primary education, as required by the Federal Constitution, redistributing them between the state and municipal spheres of government of a single Federative Union, based on the number of pupils enrolled in the respective systems so as to improve the quality of education offered, and to generate respect for those in the teaching profession.

In 2003, the FUNDEF's resources reached a total of R\$25.2 billion, which represented an increase of 10% in relation to the previous year.

Table 6

Composition of the FUNDEF By Origin of Resources (R\$Millions)

Origin of Resources	2002		2003	
	FUNDEF	SHARE %	FUNDEF	SHARE %
a) FPM (Share from Municipality Fund)	3,249.8	14.2	3,380.6	13.4
b) FPE (Share from State Fund)	3,131.1	13.7	3,254.1	12.9
c) ICMS (Tax on Circulation of Merchandise and Services)	15,275.1	66.9	17,318.0	68.8
d) IPLEXP (Tax on Industrialised Products in Proportion to Exports)	281.7	1.2	270.5	1.1
e) LC 87/96 (Exoneration of Exports – Complementary Law No 87/96)	591.3	2.6	611.1	2.4
f) SUBTOTAL (a+b+c+d+e)	22,529.0	98.6	24,834.3	98.7
g) Top-up from Central Government (Financial Value transferred during the year)	431.4	1.9	335.70	1.4
g.1) Values for the year, defined by Official Order/MF (1)	421.8		335.70	
g.2) Adjustment of Accounts (credit) from previous application	9.6		0	
h) Adjustment of Accounts for the year, in the form of credit for the following year (2)			(...)	
i) Adjustment of Accounts for the year, in the form of credit for the following year (2)	-101.30		(...)	
j) Top-up from Central Government (Value for the year, by authority = (g- (g2)+h+i)	320.53	1.4	335.70	1.4
l) FUNDEF TOTAL (f+j)	22,849.52	100.0	25,170.00	100.0

Source: FUNDEF (STN/MF) 2003

(1) 2003 - Value defined in Official Order /MF No. 10, dated 24/01/2003

(2) 2003 – Adjustment to be carried out in 2004 (...)

Receipts for 2003:

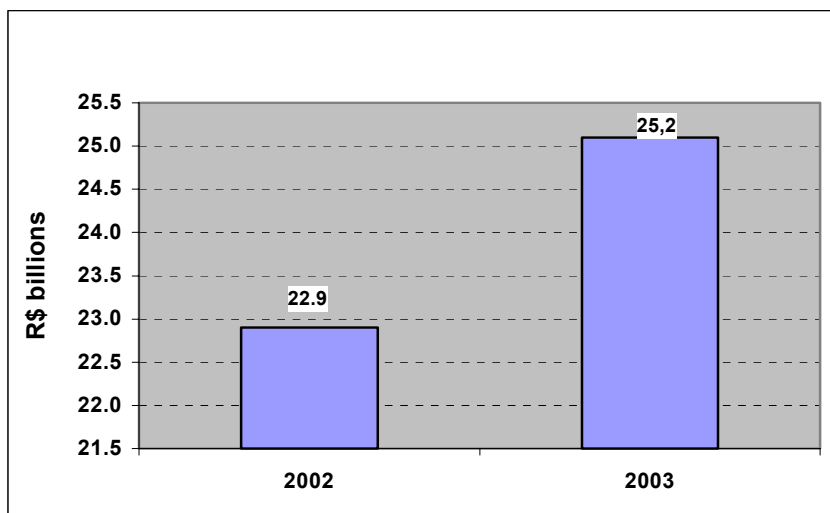
FPM/FPE/IPI-EXP: STN/COFIN based on SIAF.

LC/87: STN/COREM – according to Complementary Laws Nos. 115/02 e 102/00 (Residual Values)

ICMS: CONSTANT VALUES OF STATE BUDGETS

Figure 1

Year on Year Comparison of the FUNDEF



Source: MEC/ 2004

Funds transferred from Central Government to top up the FUNDEF in 2003 came to R\$335.7 million, and involved the state and municipal governments of three states in the Northeast region (Maranhão, Piauí and Bahia) and one in the Northern Region (Pará), benefiting a total of 7.5 million pupils in mainstream and special primary education, of whom 1.9 million were in state schools and 5.2 million in the municipal system. It is important to point out that this parcel of federal resources is aimed exclusively at those Units of the Federation in which the pupil/year value does not reach the national minimum amount, a requirement that was obeyed when the Fund was instituted.

The topping up of FUNDEF money by Central Government aims to reduce regional inequalities by guaranteeing a minimum application of money per pupil in primary school in the public systems of states that have not reached the national fixed minimum amount. Thus, Central Government channels additional funds to those states and municipalities that have not reached the set minimum amount.

Table 7

FUNDEF – Central Government Top-up, 1998 to 2004

YEAR	TOP-UP (IN MILLIONS OF R\$)	No. OF STATES BENEFITING
1998	434.8	8
1999	675.1	8
2000	505.6	8
2001	451.9	6
2002	421.8	4
2003	335.7	4
2004 (estimated)	446.7	5

Source: MEC/SEB/FNDE 2004

National Minimum Value

The National Minimum Value, whose aim is to guarantee the granting of FUNDEF money, has been fixed each year by the Federal Government as a reference point to be taken into account in order to transfer funds, with a differentiation in the cost per pupil in the 1st-4th grades and 5th-8th grades and special education classes.

The distribution of FUNDEF moneys between state and municipal governments, within each state, is effected based on the number of pupils receiving primary education in each educational system, always taking into account the guarantee of the national minimum value per pupil/year.

In order not to prejudice the transfer of money to the states, in January 2003 the minimum annual value per pupil was set at R\$446.00 for 1st to 4th-grade pupils, and R\$468.30 for 5th to 8th-grade pupils and those in special education, by means of Decree 4,580 (24th January, 2003). In January 2004 the minimum annual value per pupil was set at R\$537.71 for 1st to 4th-grade pupils and R\$564.60 for those in 5th to 8th grades and special education, showing an increase of 20.5% in relation to the previous amount.

Redistributive Effect in Promoting Equality

In 2003, the contribution of the states to setting up the Fund was R\$16.9 billion and the revenue obtained, given the sharing of resources based on pupil numbers, was R\$12.3 billion. The municipalities contributed R\$7.9 billion and received R\$12.8 billion. This financial effect favoured

the municipalities, with greatest gains being obtained by those located in the poorest regions of Brazil.

Table 8

**Financial Impact of the FUNDEF, by Region and Level of Government, 2002,
(Millions of R\$)**

R E G I O N	State Government				Increase/ Reduction	Municipal Government				Increase/ Reduction
	Annual Contribution to the FUNDEF	Annual receipts originating from the FUNDEF				Annual Contribution to the FUNDEF	Annual receipts originating from the FUNDEF			
		Main	Central Gov't Top-up (*)	Total			Main	Central Gov't Top-up (*)	Total	
	(a)	(b)				(b-a)	(a)	(b)		
N	1,405.90	973.39	19.92	993.31	(412.59)	494.12	926.63	51.75	978.38	484.26
NE	3,343.58	1,717.62	109.29	1,826.91	(1,516.67)	1,701.93	3,327.89	240.84	3,568.73	1,866.80
MW (**)	920.96	762.34	0.00	762.34	(158.62)	473.34	631.96	0.00	631.96	158.62
SE	7,245.70	6,203.16	0.00	6,203.16	(1,042.54)	3,336.54	4,379.08	0.00	4,379.08	1,042.54
S	2,300.78	1,928.10	0.00	1,928.10	(372.68)	1,271.83	1,644.51	0.00	1,644.51	372.68
BR	15,216.91	11,584.61	129.21	11,713.82	(3,503.09)	7,277.76	10,910.06	292.59	11,202.65	3,924.90

Source: MEC/SEB/FNDE 2004

(*) Top-up from Central Government

(**) Excluding the Federal District (there is no redistribution of resources between governments)

Table 9

**Financial Impact of the FUNDEF, by Federal Unit, Region and Level of Government, 2002,
(Millions of R\$)**

R E G I O N	State Government				Increase/ Reduction	Municipal Government				Increase/ Reduction
	Annual Contribution to the FUNDEF	Annual receipts originating from the FUNDEF				Annual Contribution to the FUNDEF	Annual receipts originating from the FUNDEF			
		Main	Central Gov't Top-up (*)	Total			Main	Central Gov't Top-up (*)	Total	
	(a)	(b)				(b-a)	(a)	(b)		
N	1,562.74	1,027.58	19.03	1,046.62	(516.12)	548.03	1,086.45	52.31	1,138.76	590.73
NE	3,624.03	1,729.67	74.69	1,804.36	(1,819.67)	1,825.17	3,719.53	189.71	3,909.25	2,084.07
MW (**)	1,085.59	863.15	0.00	863.15	(222.43)	533.27	755.70	0.00	755.70	222.43
SE	7,882.71	6,423.14	0.00	6,423.14	(1,459.57)	3,585.41	5,044.99	0.00	5,044.99	1,459.57
S	2,720.24	2,181.68	0.00	2,181.68	(538.56)	1,430.38	1,968.94	0.00	1,968.94	538.56
BR	16,875.30	12,225.22	93.73	12,318.95	(4,556.35)	7,922.26	12,575.61	242.02	12,817.63	4,895.37

Source: MEC/SEB/FNDE 2004

(*) Top-up

(**) Excluding the Federal District (there is no redistribution of resources between governments)

Effect on Enrolments

The efforts of state and municipal authorities to bring into school children for whom there was previously no provision, motivated by the guarantee of corresponding financial resources, and the process of transferring pupils between educational systems, mainly from state to municipal systems were results of the institution of the FUNDEF. In the first years of its activities, annual growth in enrolments reached 6%, a figure representing nearly two million children brought into school. In 1999 there was 1.2% growth and from 2000 on, the curve of enrolment growth went into reverse, showing a decreasing trend that, between 2000 and 2003, represented a cumulative fall of 3.1%.

Table 10
Regular Primary Education Enrolments by Region and Level of Government, 2002/2003

R E G I O N	2002					2003				
	State		Municipal		Total No. of Pupils	State		Municipal		Total No. of Pupils
	No. of Pupils	Participation %	No. of Pupils	Participation %		No. of Pupils	Participation %	No. of Pupils	Participation %	
N	1,310,937	41.4	1,856,538	58.6	3,167,475	1,263,839	40.0	1,901,049	60.0	3,164,888
NE	3,474,736	30.7	7,878,699	69.3	11,353,435	2,974,016	27.3	7,940,311	72.7	10,914,327
MW	1,364,334	59.2	941,707	40.8	2,306,041	1,267,075	57.1	956,625	42.9	2,223,700
S	5,997,726	54.3	5,040,024	45.7	11,037,750	5,714,590	52.8	5,118,363	47.2	10,832,953
SE	2,088,287	51.8	1,936,175	48.2	4,024,462	2,053,219	51.2	1,947,540	48.8	4,000,759
BR	14,236,020	44.7	17,653,143	55.3	31,889,163	13,272,739	42.7	17,863,888	57.3	31,136,627

Source: INEP/MEC – Data from the 2003 School Census

Actions Aimed at Establishing the Real Destination of FUNDEF Resources

The official auditors of states, municipalities and Central Government carry out control of the correct application of FUNDEF moneys. The Ministry of Education's role is to evaluate the FUNDEF with a view to carrying out the corrective measures that are sometimes necessary. In addition, the Ministry offers advice and specialist support to states, municipalities and other institutions and interested persons, also with the aim of improving mechanisms of monitoring, control and regulation at the level of the Councils for Monitoring and Community Control of the Fund, of the external control organs and of society itself.

Within this field of activity and considering the need for disseminating information to improve supervision and control of the Fund, meetings were held and videos were sent out concerning the function and use of FUNDEF resources, in order to respond to inquiries from the public, and these activities were mainly aimed at FUNDEF councillors, mayors, town councillors, secretaries of education, teachers and parents.

2.2 Fund for the Maintenance and Development of Basic Education (FUNDEB)

This programme covers the creation and institution of the FUNDEB to replace the current FUNDEF, incorporating all pupils in early childhood education, primary education and secondary education, its aim being to:

- promote equality by means of distributing educational resources between the state and its municipalities;

- reduce inequalities with the guarantee of a minimum investment to ensure high-quality teaching;
- universalise provision of basic education;
- respect professionals working in education and ensure such conditions as will guarantee a national basic salary for teachers.

In order to achieve this government target, in 2003 a working group was set up within MEC charged with studying and presenting a proposal for the creation, regulation and institution of the FUNDEB. The original proposal presented by MEC introduced the following basic changes in the present FUNDEF structure, with the FUNDEB being responsible for:

- broadening the base for calculating the training resources of the Fund, which would come from 15% of the main taxes imposed and financial transfers of the states, Federal District and municipalities (the Municipal Participation Fund (FPM), the States Participation Fund (FPE), Tax on the Circulation of Goods and Services – ICMS, tax on Manufactured Goods proportional to Exports (IPIEXP) and compensation for the Exoneration of Exports (covered by Complementary Law No. 87/96) to 25% of all state and municipal taxes and transfers currently linked to education;
- broadening the provision offered by the FUNDEF, to include, in addition to primary education, early childhood and secondary education, thus including the whole of basic education;
- promoting a broad redistribution of financial resources linked to basic education, adopting as a criterion the number of pupils enrolled by the states and municipalities and the guarantee of a minimum investment per pupil/year to be fixed each year by Central Government, to ensure proper conditions for reaching a sufficient pattern of quality of teaching;
- maintaining the mechanism for financial equalisation which also exists in the FUNDEF, thus generating greater positive redistribution from transferring resources based on numbers of pupils provided with basic education, and not only primary teaching;
- increasing Central Government's financial share to complement the FUNDEB, to a greater extent than exists presently in the FUNDEF, in order to improve basic education and make it universal, and to minimise the effects of reduced revenues on the part of governmental bodies, mainly those of the states, which are the 'transferers' of resources, because simply redistributing funds between state governments and their municipalities is not enough to bring about the necessary reduction in inequality and to improve the quality of education;
- including in the FUNDEB the whole parcel of 25% of state and municipality taxes linked to education, as opposed to the current 15% in the FUNDEF;
- providing that at least 80% of FUNDEB funds should be destined to raising the status of educational professionals, creating conditions to give them a real rise in pay with the guarantee of a national basic salary to be controlled by a specific law.

Subsequently the Inter-ministerial Working Group was set up to study and carry out the changes required by the proposal put forward by the MEC Working Group. The main topics covered by the proposal are:

- the importance and priority of the FUNDEB as a mechanism to encourage, democratise and ensure access to basic education;
- the responsibilities of Central Government, the states and municipalities in relation to guaranteeing education;
- the physical and financial effects on states and municipalities resulting from each type of government's provision of the area of education in which has its main role;
- the constitutional guarantee of resources for the Fund;
- the linking of FUNDEB money to salaries professionals working in education, with 80% of the Fund earmarked for raising the status of education professionals, thus creating the

conditions to provide a real rise in pay, with the guarantee of a national basic salary to be controlled by a specific law;

- a minimum pupil/year value to ensure universal provision of all sections of basic education by means of guaranteeing a minimum investment per pupil, by level of education, thus permitting the necessary improvement of quality in the teaching offered.

In order to provide continuity to the Fund's work, MEC held meetings in 2004 to present the proposal to set up the FUNDEB, inviting the participation of institutions, union representatives, educational bodies, specialists, students and others, drawing them into the debate concerning the parameters and reference points to be set out in the concept of the new Fund. These meetings were held with:

- the Councils for Monitoring and Social Control of the FUNDEF at state level, with three regional meetings being held with members of all the State Councils;
- various representatives of the wider community, starting with a meeting in Brasília attended by representatives of national bodies, followed by meetings with state-level representatives with conferences held in five states located in different regions of Brazil.

When this debate with the community has finished, an agreed proposal will be submitted for presidential consideration and subsequent passage to the National Congress in order to obtain the requisite constitutional modification to create the FUNDEB.

2.3 Education-Salary

The Education-Salary is a social contribution covered by Article 212, §5 of the Federal Constitution, regulated by Laws Nos. 9,424/96 and 9,766/98 and by Decree No. 3,142/99. The rate is 2.5% on top of the total value of remuneration paid or credited by businesses of any kind to insured employees, unless there are legal exceptions.

This contribution provides an additional source of finance for programmes, projects and actions aimed at universalising public primary education and may also be applied to special education since it is linked to this area of teaching.

The social contribution of the Education-Salary is collected in the following ways:
by the National Institute for Social Security;
directly to the National Education Development Fund.

As laid down in Decree No. 3,142/99, money originating from the Education-Salary has the following destinations:

Federal Quota directed to the National Educational Development Fund, corresponding to 1/3 of net revenues collected.

State Quota directed to the states, Federal District and municipalities, corresponding to 2/3 of net revenues collected in each Unit of the Federation.

In 2004, 10% of the Education-Salary was diverted from the above purposes. The diverted funds will be directed to the National Programme for Assisting School Transport and for the Support of Education Systems in Adult Education, in line with an agreement on the part of the Executive Group made up of representatives of the National Education Development Fund (FNDE), the National Council of Secretaries of Education (Consed) and the National Union of Municipal Directors of Education (Undime).

Figure 2

The table below shows the various monthly incomes for the Education-Salary during 2003, compared with the variations in 2002.

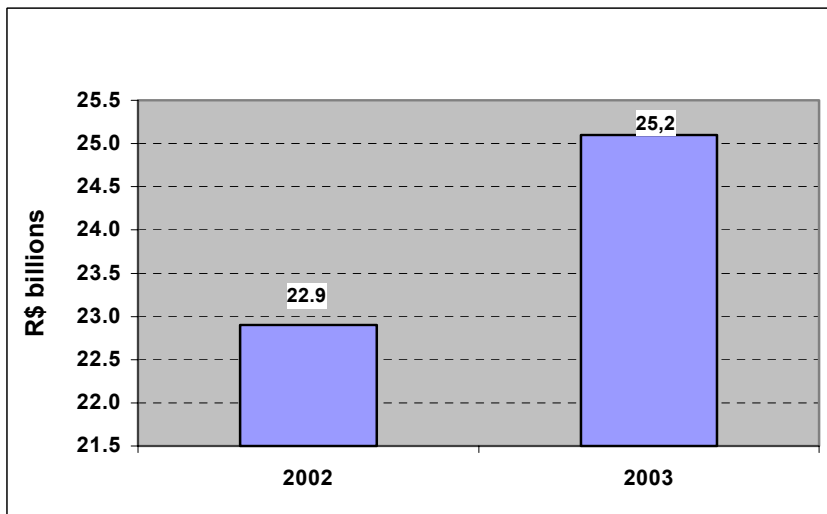
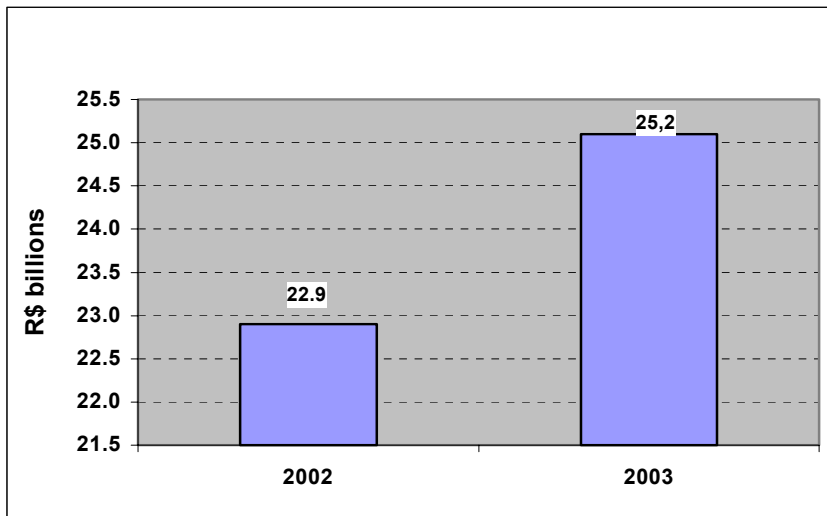


Table 11
Comparison of Receipts of Education-Salary, 2002-2003

(R\$)

Month	2002	Participation (%)	2003	Participation (%)	% 2003/2002
JAN	365,692,034.51	9.99	413,465,899.54	10.32	13.06
FEB	261,071,869.64	7.13	278,912,706.05	6.96	6.83
MAR	269,028,518.94	7.35	293,029,668.70	7.32	8.92
APR	285,716,357.54	7.80	294,320,542.42	7.35	3.01
MAY	275,391,254.97	7.52	298,473,846.58	7.45	8.38
JUN	268,461,332.90	7.33	299,229,512.99	7.47	11.46
JUL	264,752,969.73	7.23	306,687,035.68	7.66	15.84
AUG	320,378,081.33	8.75	313,642,785.08	7.83	-2.10
SEP	289,251,354.61	7.90	329,198,537.12	8.22	13.81
OCT	303,270,108.74	8.28	324,900,641.14	8.11	7.13
NOV	308,535,225.66	8.43	360,313,486.36	9.00	16.78
DEC	449,178,795.95	12.27	493,001,090.08	12.31	9.76
TOTAL	3,660,727,904.52	100.00	4,005,175,751.74	100.00	9.41

Source: Fundo Nacional de Desenvolvimento da Educação[National Educational Development Fund]/Dirof 2004

Of total Education-Salary income in 2003, R\$2.05 billion came directly from the National Fund for the Development of Education and R\$1.95 billion through the National Institute for Social Security.

Table 12**Comparison of Receipts of Education-Salary through the National Fund for the Development of Education, 2002-2003**

(R\$)

Month	2002	2003	% 2003/2002
JAN	149,919,309.97	165,592,659.25	10.45
FEB	145,271,869.64	156,212,706.05	7.53
MAR	148,228,518.94	152,029,668.70	2.56
APR	159,816,357.54	146,320,542.42	-8.44
MAY	148,391,254.97	146,473,846.58	-1.29
JUN	137,461,332.90	148,229,512.99	7.83
JUL	132,752,969.73	153,687,035.68	15.77
AUG	184,078,081.33	158,142,785.08	-14.09
SEP	150,151,354.61	163,198,537.12	8.69
OCT	153,770,108.74	155,400,641.14	1.06
NOV	151,835,225.66	176,813,486.36	16.45
DEC	290,178,795.95	328,601,090.08	13.24
Total	1,951,855,179.98	2,050,702,511.45	5.06

Source: Fundo Nacional de Desenvolvimento da Educação[National Educational Development Fund]/Dirof 2004

Table 13**Comparison of Receipts of Education-Salary through the National Institute of Social Security, 2002-2003**

(R\$)

Month	2002	2003	% 2003/2002
JAN	215,772,724.54	247,873,240.29	14.88
FEB	115,800,000.00	122,700,000.00	5.96
MAR	120,800,000.00	141,000,000.00	16.72
APR	125,900,000.00	148,000,000.00	17.55
MAY	127,000,000.00	152,000,000.00	19.69
JUN	131,000,000.00	151,000,000.00	15.27
JUL	132,000,000.00	153,000,000.00	15.91
AUG	136,300,000.00	155,500,000.00	14.09
SEP	139,100,000.00	166,000,000.00	19.34
OCT	149,500,000.00	169,500,000.00	13.38
NOV	156,700,000.00	183,500,000.00	17.10
DEC	159,000,000.00	164,400,000.00	3.40
TOTAL	1,708,872,724.54	1,954,473,240.29	14.37

Source: Fundo Nacional de Desenvolvimento da Educação[National Educational Development Fund]/Dirof 2004

The following tables illustrate respectively the distribution of Education Salary income, as well as amounts passed on to Secretariats of Education of the states and the Federal District as part of the State Quota

Table 14

Distribution of Education-Salary by Federal Unit

(R\$)

FEDERAL UNIT	TOTAL PASSED ON	LEVEL OF PARTICIPATION
AC	1,802,217.53	0.07
AP	1,896,329.40	0.07
AM	25,257,849.80	0.95
PA	25,588,555.34	0.96
RO	6,745,983.10	0.25
RR	1,171,023.57	0.04
TO	3,675,533.78	0.14
N	66,137,492.52	2.49
AL	9,647,773.00	0.36
BA	76,716,382.98	2.89
CE	35,028,464.48	1.32
MA	13,043,835.38	0.49
PB	14,117,818.93	0.53
PE	53,283,195.13	2.01
PI	9,428,412.65	0.36
RN	14,255,939.20	0.54
SE	12,507,752.15	0.47
NE	238,029,573.90	8.96
ES	41,146,862.32	1.55
MG	201,208,960.69	7.58
RJ	330,887,766.10	12.46
SP	1,214,764,277.48	45.74
SE	1,788,007,866.59	67.33
PR	145,189,730.69	5.47
RS	181,442,465.10	6.83
SC	96,101,706.31	3.62
S	422,733,902.10	15.92
DF	63,354,266.82	2.39
GO	42,499,439.24	1.60
MS	17,717,746.55	0.67
MT	17,273,725.16	0.65
CO	140,845,177.77	5.30
BRASIL	2,655,754,012.88	100.00

Source: Fundo Nacional de Desenvolvimento da Educação[National Educational Development Fund]/Diróf 2004

TABLE 15

Distribution of Gross Receipts of Education-Salary, 2003

BREAKDOWN	VALUE (R\$)
Gross Receipt	4,005,175,751.74
Administration Tax (Instituto Nacional de Seguridade Social [National Social Security Institute])	19,544,732.40
Resources from the National Educational Development Fund	2,000,000.00
Net Receipt	3,983,631,019.34
Federal Quota	1,327,877,006.45
State Quota	2,655,754,012.89

Source: Fundo Nacional de Desenvolvimento da Educação[National Educational Development Fund]/Diróf 2004

2.4 Financial Aid to Education Systems

The Ministry of Education has a redistributive and supplementary role that it carries out in the form of inter-governmental collaboration with states and municipalities. This role involves specialist and financial aid to the states, Federal District and municipalities with the aim of ensuring the progressive eradication of regional inequalities and disparities of access, as well as guaranteeing high standards in educational provision.

MEC decentralises financial resources for early childhood and primary education by means of actions in:

- literacy and continuing adult education,
- raising the status of and training teachers and others employed in education,
- improving provision for pupils with special needs,
- guaranteeing the ethnic identity and cultural heritage of indigenous peoples,
- paying proper attention to the needs of members of communities descended from *quilombos* [settlements of escaped slaves – *tr. note*],
- promoting ethical values and citizenship within the school environment.

This financial help is processed by means of bids from organisations and bodies that have been previously selected following their presentation of educational projects. In this process, it is the responsibility of MEC's Secretariats to formulate criteria, indicate possible participants and examine the merits of the bid. The National Fund for the Development of Education is the organ responsible for formalising the agreement, releasing the money and examining the reformulations and statements of accounts of agreements that have been signed.

The Money Direct to the School Programme (PDDE)

The aim of the PDDE is to give additional financial help directly to the school to enable it to spend on:

- solving day-to-day problems of maintaining school buildings and their fittings (plumbing, electrical, sanitary fittings, etc.)
- supplying the necessary teaching materials;
- enabling small investments to be made.

This objective aims to provide the best conditions for the teaching unit to operate, to bolster social participation and school self-government and thus work towards improving the quality of primary education.

At the present time the programme has been installed and consolidated in the Federal District and in all Brazilian municipalities offering public primary education through one (or both) of the state and municipal education systems and special education. In 2003, a total of 4,814 municipalities benefited from the programme in all Brazil's 27 states, as well as 1,506 non-profit-making bodies. A total of R\$304.522.600 was spent, affecting 117,559 schools and 30,157,750 pupils.

In 2004, in addition to normal provision, funds totalling R\$40 million will be earmarked to help in the repair of schools affected by flooding.

One of the fundamentals of this policy, which is seen in the form of economic efficiency in the execution and management of the PDDE, is the participation of the three levels of government and of the school community, structured in the following way:

- Central Government provides the financial resources, defines the criteria for releasing them, transfers the money, monitors and evaluates the Programme.

- Municipal, district and state governments provide the information necessary for formalising the procedures linking the Programme to executive units in schools, provide information about norms and criteria, and offer specialist and practical advice to schools.
- The school community, represented by its executive unit, has the task of planning the utilisation of the resources, starting with a community meeting to identify needs and choose priorities, provide effective control on the part of the community and facilitate the school's autonomy and its exercising of citizenship.

In 1998 the Programme became more efficient and democratic by doing away with the need to sign an agreement or similar instrument, in order to transfer funds.

The Programme contains the following mechanisms to guarantee transparency, responsibility and accountability:

- criteria are clear and well-defined, and information concerning the release of funds and providing accounts is available on the FNDE website, all of these elements indicating transparency;
- the bodies involved (Federal Government, states, districts municipalities and non-government public organisations) have responsibility for actively applying public funds, something which is also included in the PDDE norms, the sum of which efforts contribute to improving the Programme's performance;
- the criteria that guide the government policy that is being implemented through this programme of decentralising resources for schools are mainly based on:
 - a) decentralisation both of the Federal Government's fiscal resources and also of its authority and responsibilities, to other levels of government and to local bodies;
 - b) the decision to make the school the main focus of activity for education policies, since social actions such as basic education and health care can be carried out with much greater community control if they are decentralised.

3. POLICY FOR BASIC EDUCATION

3.1 Education for Social Inclusion

MEC describes basic education as a social right and the Ministry's mission is to promote, working with education systems and organised social movements, the democratisation of school management, access to educational processes and helping Brazilian children, young people and adults to stay in education.

This mission involves facing two broad challenges:

- initiating the construction of a Coherent National Education System which will be responsible for an organised, autonomous and permanent effort on the part of the state and society to guarantee the right to education;
- consolidating activities on the basis of three directives: (1) democratising access and increasing the length of time Brazilian children and young people spend in school; (2) democratising management; (3) building up the social quality of education.

The directive relating to democratising access of pupils to education and increasing the length of time they spend in school will consolidate actions aimed at:

- increasing provision at all levels of basic education and establishing a dialogue with states, municipalities and organised civil society;
- linking access to and remaining in education, not only to enlarging education systems physically, but also to the consolidation of alternative methods of sustaining education:

policies concerning transport, school materials and meals; minimum wage programmes, and other actions aimed at generating jobs and income;

- creating the necessary conditions for increasing primary education to nine years, thus guaranteeing the entry of 6-year-olds into primary education.

The directive concerning democratisation of management will consolidate actions aimed at:

- encouraging education systems to see participation as a socially orientated management mechanism in education, and persuading them to create collective channels of planning, management and regulation in education policies;
- providing education systems with instruments to strengthen democratic management, training leaders, managers, councillors and workers in the field of education;
- encouraging the organisation of civil society in terms of guaranteeing an effective right to education and consolidating mechanisms of democratic management in school institutions throughout the country.

The directive concerning the quality of education will involve the creation of institutional channels capable of:

- leading education systems to reflect on the social role of the school in creating the individual and collective acquisition of knowledge, as well as in working towards the democratisation of knowledge;
- directing systems to guarantee that professionals in education have initial and in-service training, a career plan and worthwhile salaries and conditions of work;
- leading education systems to reflect on the need for school curricula to remember “social content”, questions relating to the earth, environmental sustainability, employability and quality of life.

Thus MEC is giving form to political intentions by means of concrete attitudes, as seen in the elaboration of a new shape for the Pluriannual Plan (PPA) which, while already encompassing inclusion and quality of education, is ensuring through specific programmes and budgetary resources, reinforcement of the various levels of basic education in terms of democratic management of school systems, increasing the numbers of places and guaranteeing that children and young people stay on in public schools that demonstrate patterns of social quality.

It is also worth emphasising that the Secretariat for Basic Education [Secretaria de Educação Básica (SEB) - SEIF will no longer exist in the new structure – trans. note] is concentrating its efforts on four types of activity: (1) initial and in-service teacher training (with an emphasis on the In-Service Training Network) (2) increasing primary education to nine years; (3) re-defining the provision of initial training for professionals who do not have the minimum qualifications for working in early childhood education; (4) re-defining the financing of basic education.

3.2 Raising the Status and Qualifications of the Teaching Professional

Raising the status of those working in education permeates a national policy that includes, among other priorities, initial and in-service training of professionals working in education systems, whether they are teachers or not. This training should consist of a solid theoretical and practical instruction enabling the trainee to develop social awareness and the real technical and pedagogical techniques needed to face the challenge of creating future citizens.

It is widely recognised that developing learning, the main social function of the school, within this perspective of training citizens, involves acquiring a set of socially relevant data, abilities and values that develop at the heart of educational activities developed within the school. It is also clear that, there are meaningful educational processes that complement the important function of the

classroom teacher in other school environments. These processes of interactive communication and collective living bring non-teaching workers in education into focus.

Considering the insufficient reflection on the theme and the absence of national policies recognising the importance of these professionals, the Ministry of Education's Secretariat of Early Childhood and Primary Education, in partnership with the CNTE, UNDIME and CONSED, planned the First Seminar on Policy for Raising the Status of Workers in Education. The main aim of the seminar was to create, in collaboration with education systems and their representative bodies, terms of reference for a National Policy for Raising the Status of Workers in Education, in its various aspects: professional recognition; wage incentives; a career and mainly initial and in-service professional training.

3.3 State Systems for Evaluating Basic Education

The evaluation of the performance of pupils and teachers in a school, which enables federal bodies to monitor the teaching and learning processes developed by its educational units, is one of the elements in the implementation of a national policy to reduce inequalities and raise school performance.

Reliable measures of performance are needed so that pupils, teachers, the community and government may share and participate in improving educational processes in the most effective way.

Law of Guidelines and Foundations of National Education charges the Central Government with the responsibility of instituting a national system to evaluate school performance, in collaboration with federal bodies and including the country's teaching establishments. The present form of educational evaluation is still some way from the target of producing high-level information concerning schools, being still restricted to a great extent to the results of the SAEB, which analyse samples of pupil performance in the education systems of the Federal Units. Thus, a system exists which, with the exception of some parts of the country, has still not managed to exert a direct impact on the daily life of the school and does not allow the implementation of policies focusing on raising the performance of pupils and teachers.

Building a system with the desired scope depends on implementing state programmes for evaluating school performance that guarantee the quality of the measures of performance, stability of their reference points, participation of educational professionals and comparability of results between teaching establishments over time.

An institutional structure that can support the foundation of a national system for evaluating school performance must be distributed between the skills found in MEC, the universities and public administration of education systems.

The actual nature of these institutional structures will be the theme of a meeting between Central Government and the Units of the Federation, ensuring in all cases: (1) association with universities for research and development of educational evaluation in order to produce national competence in this area, in all areas of the country; (2) participation of educational research centres, teacher training institutions and teachers' associations in the process of defining terms of reference and elaborating evaluation instruments; (3) the free-flowing nature of the system, including all school units in the evaluation process; (4) flexibility of programmes to permit the required regional differentiation without prejudicing the national nature of the system.

4. REFORMS AND INNOVATIONS INTRODUCED INTO THE EDUCATION SYSTEM

4.1 Fund for Strengthening the School (FUNDESCOLA)

This Fund is characterised by its commitment to the social quality of Brazilian education especially in primary education.

Its actions, operating criteria and administrative and financial procedures are the results of the definitions of the policies of the Ministry of Education, of the relevant legislation and agreements linked to World Bank loans.

The result of three loan agreements between the Federal Government and the World Bank, the FUNDESCOLA's mission is to develop, evaluate and disseminate actions and projects to improve the social quality of education in primary schools in the north, northeast and mid-west regions, in order to increase educational opportunities and contribute to reducing social and regional inequalities.

The FUNDESCOLA was set up in 1998 as a result of clear-cut research findings from the Programme for Research and Implementation of Public Policies developed within the *Projeto Nordeste* (Northeast Project) in partnership with the World Bank and UNICEF. Its projects and actions aim to embrace the significant changes that have been happening in the regulation of the Brazilian education system in recent years. Initially the project was aimed at the Northern and Mid-west regions of Brazil.

After 2000 it included the Northeast region, continuing government investments estimated at about US\$1.3 billion for the least developed regions of the country.

Working in partnership with the 19 State Secretariats of Education and 384 municipalities in the North, Northeast and Mid-west regions, the FUNDESCOLA seeks to link education systems and encourage political dialogue between the Ministry of Education and the states and municipalities involved.

The Programme's activities embrace educational processes and products that aim to contribute to increased access of pupils to education, to pupils remaining in school and to management of the basic education system, especially primary education.

Thus, the FUNDESCOLA is developing activities for improving the social quality of education emphasising access and permanence on the part of pupils, both in urban and rural schools.

It also contributes to the policy of improving teachers' qualifications, developing in-service training programmes that encourage the re-thinking of teaching practices, and proposing a new organisation of concepts and practices committed to pupils' learning.

In addition, the Programme is developing activities to improve the physical quality of schools, collaborating to reduce inequalities in this area. Taking as a guide the minimum specifications for the schools to operate, the FUNDESCOLA carries out, in partnership with states and municipalities, projects to improve school buildings (PAPE), finances the acquisition of new buildings for classrooms and the construction of new school building.

And, resulting from the specialist help in planning and actions directed at schools' educational management and planning from the secretariats of education, the FUNDESCOLA has also helped to improve the management of basic education.

From this point of view, the FUNDESCOLA has shown itself to be an instrument capable of cooperating with education systems in improving pupil performance and the efficiency and social effectiveness of Brazilian public schools. Its programmes also try to motivate teachers and thus contribute to the process of changing Brazilian education.

Projects and actions that have been developed

In-service teacher training – there are in-service training programmes either in class or by distance learning, using materials for individual and group study printed by teachers and trainers. These programmes include theoretical and practical discussions involving various innovative teaching and learning strategies.

The Support Programme for Reading and Writing (Praler) is aimed at primary teachers and contributes to improving literacy teaching among pupils throughout the school year.

Management of School Learning (Gestar) is aimed at primary teachers of mathematics and Portuguese language. It includes a diagnostic evaluation of pupils and reinforces learning.

New Directions in School Evaluation – this stimulates education professionals to think about the evaluation of school performance and to seek alternatives to evaluation processes that are formative, dynamic and committed to the full development of the individual.

Reinforcing the Work of the School Team – this aims to promote integration within the school team for the purpose of improving the teaching process. Its development is based on developing social responsibility on the part of each member of the school community in order to achieve better teaching.

Active School – a teaching methodology aimed at multi-grade classes (where pupils of different ages are taught in the same school area) in rural areas. It brings together in the school individual learning, group work, modular teaching, special school textbooks, participation of the community, teacher training, monitoring of pupils and monthly educational psychology advisory sessions.

Support Systems for Schools and for Secretariats of Education

The School Development Plan (PDE) is a planning methodology developed to support the community and improve school management. After creating their PDE, schools choose aims and actions they consider to be priorities for improving pupils' learning, to be financed by the FUNDESCOLA and secretariats of education through the School Improvement Project (PME).

Secretariat of Strategic Planning (PES) suggests management procedures and methodologies aimed at broadening the institutional capacity of state and municipal secretariats of education, seeking an alignment of policies and actions in order to prioritise the management of education systems and improving the results of pupil learning.

School Building Improvement Project (PAPE) provides funds for schools for improving classrooms and toilets so that they may reach minimum building requirements and provide the conditions for proper use of the furniture and school equipment the FUNDESCOLA will provide.

4.2 Programme for Strengthening Educational Systems

Democratic Management in Schools - National Training Programme for Municipal Educational Councillors

In recent years Brazilian schools have been taking on increasing responsibilities beyond those they already had. To attend to these demands, it is expected that the school will create a differentiated dynamic in its activities, from the classroom dynamic to that of participative management. This dynamic must affect the whole school: physical space, teachers and the community. It also implies a responsibility concerning the way in which it is introduced, involving a greater number of people participating in the educational process. To achieve the success of this undertaking, the school's democratic management and progressive increase in autonomy are indispensable requisites for achieving the desired objective, which is the improvement of the teaching offered to pupils. For this to happen in a really representative way, it is necessary to set up or reinforce the School Council, which should be the collective organ responsible for representing all sections of the school in order to achieve together the construction of an educational project within the school environment.

In order to support schools in this respect, MEC has formulated a national policy for reinforcing the School Council, whose aim is:

- to support the setting up or strengthening of School Councils;
- to help the Councils to function by producing and distributing instructional materials directed to this end;
- to link and integrate actions between State Secretariats of Education, State Educational Councils, Municipal Secretariats of Education, Municipal Educational Councils and the universities, with a view to reinforcing the School Councils;
- to introduce policies to encourage setting up School Councils.

The National Qualification Programme for Municipal Education Councillors

The aim is to qualify four councillors per municipality, from among municipal secretariats of education, teachers, parents and senior school staff, for municipalities that have a council set up and operating. For municipalities that hope to set up or motivate the creation of a Municipal Education Council, two representatives of the Municipal Secretariat of Education should be nominated. In 2003 two state meetings were held with approximately 50 participants in the state of Acre and 300 participants in the state of Pernambuco. A Register of municipalities was created, showing:

- which have Municipal Education Councils;
- the development of a database for the Information System on Municipal Education Councils (SICME), with directions concerning educational norms, laws and municipal education plans, which may be accessed on the MEC website;
- the elaboration of the Pro-Council Reference Handbook.

4.3 Environmental Education in Public Schools

The National Policy on Environmental Education is a proposal for a programme to promote environmental education in all sections of society. Different from other laws, it does not lay down rules or sanctions, but sets out responsibilities and obligations.

By defining responsibilities and becoming part of the agenda of different sectors of society, the National Policy for Environmental Education institutionalises this form of education, gives its

principles a legal basis, turns it into an objective of government policies and also provides society with an instrument for demanding the promotion of environmental education.

Finally, the Policy for Environmental Education creates a legal requirement to teach the topic of the environment in a cross-curricular manner, as proposed by the National Curriculum Parameters and Directives.

One action stands out that is directly aimed at young people: the National Children's and Young People's Conference on the Environment. The Ministries of the Environment and Education developed a broad process of participation in Environmental Conferences in Schools to discover what young people think about and want from the environment. Almost 16,000 schools from all over the country (4,000 municipalities) mobilised more than 5.6 million students and communities, creating areas for debates on social and environmental problems and for creating proposals for environmental policies. This process of Environmental Education culminated in the National Children's and Young People's Conference on the Environment, held from 27th to 30th November, 2003 in Brasília with the attendance of 378 young delegates aged between 11 and 15, from all the states of the Union and young foreign observers from Africa, India and Mexico as well as the participation of minorities: indigenous groups, young people from the *quilombos*, river-dwellers, rural students, students with special needs, etc. In order to arrange it, 26 State Organising Committees and one from the Federal District were set up, involving many sections of society and also Youth Councils with members from youth organisations.

The participants in each School Conference chose one delegate, formulated a proposal for environmental policy and created a campaign poster detailing their community's proposal. The National Conference delegates were chosen by each state's Youth Council based on a study of their poster and in accordance with nationwide regulations. Based on the schools' proposals, the delegates debated, prioritised and made judgements on the proposals that were most meaningful for young people. As an extension of the Conference a programme called "Let's Look After Brazil" is being developed which will involve the 16,000 schools that took part and hopes to strengthen the Youth Councils linked to the Youth for Sustainability Network.

Relevance of the Project for "Education for Sustainable Development"

The National Children's and Young People's Conference on the Environment was a historic moment for Brazil and for the world – teenagers and the whole school community took part in constructing the policy for sustainable development. In this way, the young people were able to show what they think and want for the construction of a sustainable Brazil. By working in the political dimension of environmental education, schools collaborated in promoting changes to strengthen individuals, groups and societies.

The methodology adopted – Environmental Conferences in Schools – turned the school into an area for political debate and building collective knowledge in which the opinions of young people are respected and valued. The simplicity of the methodology was fundamental for the speedy understanding and development of the proposal, which proved to be equal to the demand of people for areas of participation. This same format can be used for collective discussion on the most diverse topics, realising the potential of the school as a stage for political debates, involving the community and increasingly appreciating the involvement of teenagers and young adults.

In 2004, spin-offs from this event involve the continued training of 32,000 Brazilian teachers in "Water for Life and Sustainable Consumption" and the creation of Councils for the Environment and Quality of Life in the schools that took part in the Conference, based on the direct training of the 32,000 pupil delegates and substitutes. Schools and young people who held conferences will

work together in search of the construction of meaningful environmental knowledge to resolve local socio-environmental problems.

4.4 School Textbook Evaluation Programme (PNLD)

The National School Textbook Programme (PNLD) has been developed by the Ministry of Education through the National Fund for the Development of Education and the SEIF (now SEB - the Secretariat for Basic Education) and its aims are: to acquire and distribute school books and dictionaries to primary school pupils in the public education system.

Created in 1985, the PNLD has gone through various modifications, the main one being the introduction in 1996 of pedagogic evaluation in the process of acquiring and distributing books, which means that from that time books to be acquired went through a rigorous process of checking on their pedagogic and editorial quality before reaching the schools.

In the sphere of the PNLD the evaluation of books was a turning point since it initiated discussion on the type of school textbook which had gradually been building up within the education system and also avoided books going to schools still with conceptual errors, prejudices or methodological shortcomings.

By means of the PNLD books are selected for five components of the curriculum: mathematics, Portuguese language, sciences, history and geography (1st-8th grades) as well as books for teaching literacy, and dictionaries.

Methodology for Evaluating School Textbooks

The process of evaluation is co-ordinated by the Ministry of Education's SEB and is carried out by means of agreements with universities in the following subject areas:

- Portuguese language and literacy – Federal University of Minas Gerais (UFMG)
- Mathematics – Federal University of Pernambuco (UFPE)
- Sciences – São Paulo University (USP)
- History and geography – University of the State of São Paulo (UNESP)

In the pedagogical evaluation of texts three eliminatory criteria are common to all subject areas: (1) books may not contain conceptual inaccuracies nor outdated information; (2) books may not contain methodological incorrectness or inconsistency and (3) books may not contain any kind of prejudice, discrimination of religious doctrine.

Other criteria refer to specific details of each subject area.

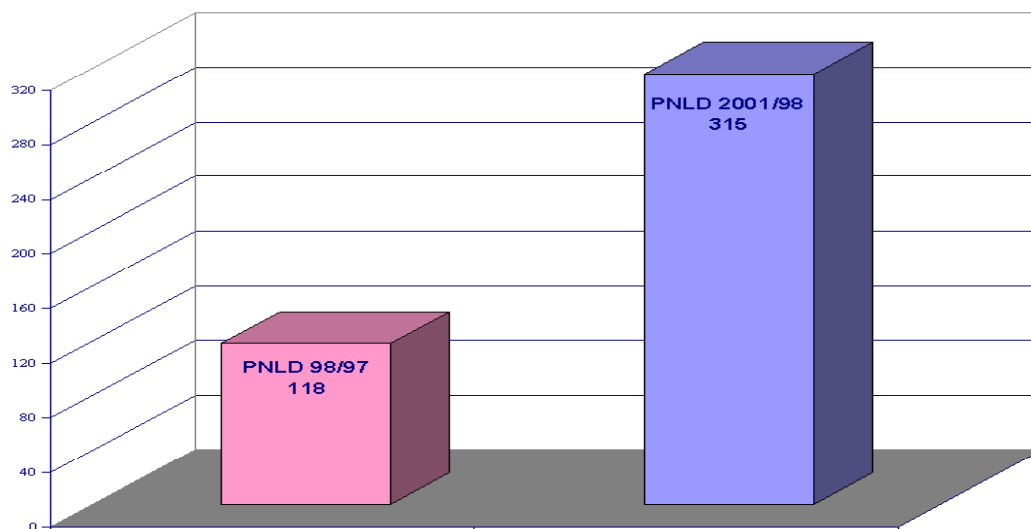
Effects of the PNLD

Thus, pedagogical evaluation has brought about the following changes in Brazil's recent educational and publishing world:

- It has made possible the renewal of the books used in public schools by means of the inclusion with each new round of evaluation, of new works, as may be seen in Figure 3

Figure 3

New titles examined in the PNLD/98 and 2001, in relation to titles registered respectively in the PNLD/97 and 00

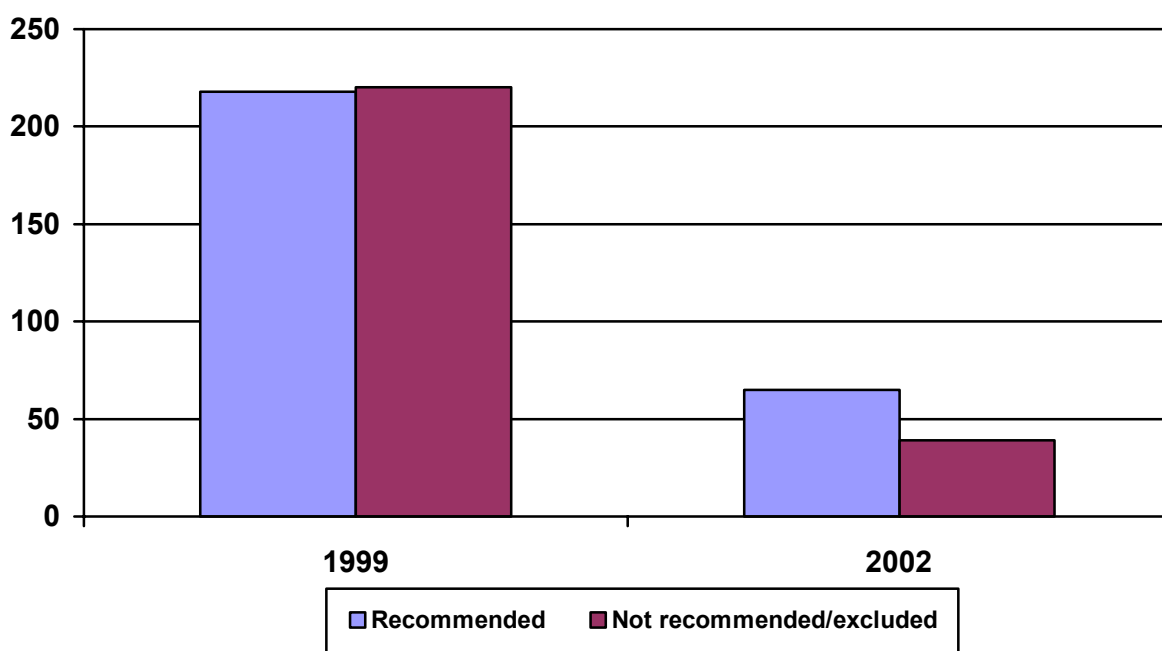


Source: MEC/SEIF 2004

- it has provided one more item of support material for the teacher, the Textbook Guide, which contains synopses of the collections of books approved by MEC;
- it has led to the progressive improvement of the content of books in the areas of Portuguese language, mathematics, sciences, history and geography, as well as dictionaries, with a significant decrease in the numbers of books rejected during the PNLD evaluation processes, as may be seen in Figures 3 and 4.

Figure 4

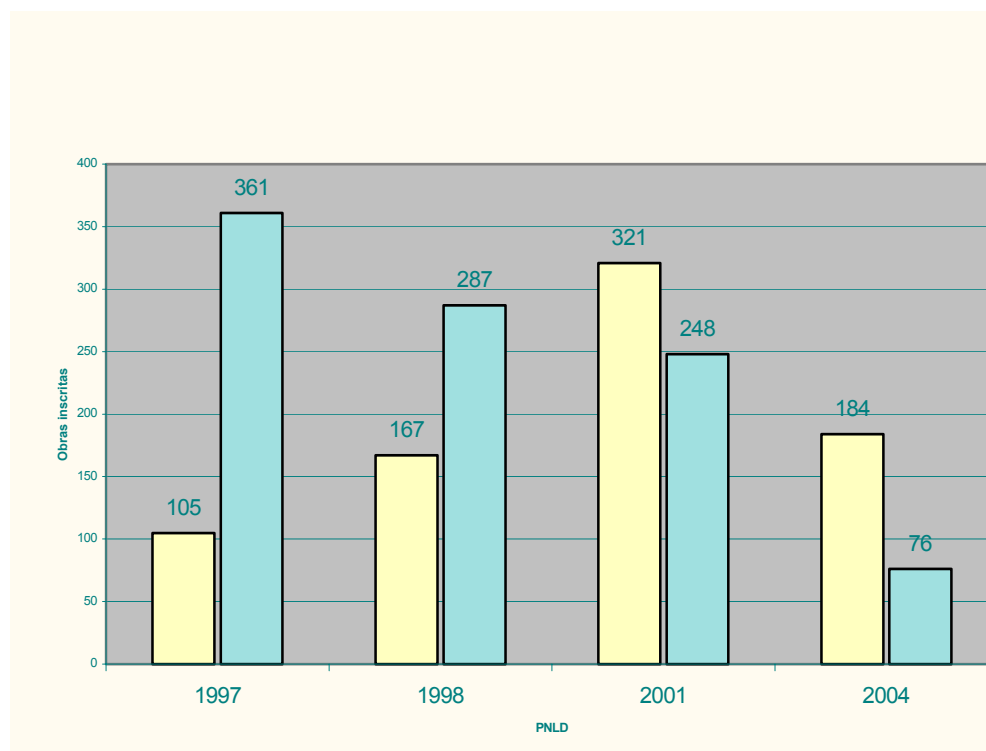
Distribution of works examined, according to grade received in each PNLD (1st-4th grades)



Source: MEC/SEIF 2004

Figure 5

Distribution of works examined, according to grade achieved in each PNLD (5th- 8th grades)



Source: MEC/SEB/FNDE 2004

- in the publishing sector particularly, there has been a great stimulus to improve the quality of books both from the point of view of their conceptual and methodological content and their physical structure and illustrations;
- it has stimulated the involvement of teachers and the educational community in choosing textbooks based on the publication of the results and the creation of the Textbook Guide;
- it has aroused the interest of pupils, teachers and universities in the idea, with the textbook becoming the subject of research carried out in the academic world.

Public school teachers indicate the books they would like to use and the Federal Government buys them on a centralised basis, except in the case of the State of São Paulo, and distributes them free of charge to pupils and teachers in public primary education. The centralised purchasing process provides economies of scale.

Innovations: distribution of Portuguese language dictionaries to 5th-8th grades; approval of the extension of the programme to secondary level.

As part of the commitment to improving the quality of teaching in Brazil in the area of the School Textbook Evaluation Programme (PNLD), after 1996 the free distribution of textbooks in Portuguese language, mathematics, sciences, history and geography was extended to all pupils in

public primary schools. Also, in the same year, work began on the pedagogic evaluation of books to be purchased with public funds.

Among the advances made in recent years, it is possible to identify the improvement in the quality of textbooks chosen by teachers and the arrival of those books in schools before the start of the school year.

For the 2005 PNLD for 5th-8th grades, SEIF-MEC (now SEB-MEC) received, after pre-selection, 129 sets of books: 36 sets for Portuguese language, 29 for mathematics, 16 for geography, 29 for history and 19 sets for sciences, which passed the evaluation process.

The works evaluated will feature in the Textbook Guide and will be available for choice by teachers working with all pupils in 5th-8th grades who are enrolled in public education systems in 2005, 2006 and 2007, since books produced for the PNLD should last three years, except for 1st grade material, which are workbooks the pupil writes in. Dictionaries and reading and writing books are also given to 1st grade pupils every year.

In 2005 about 128 million copies will be given out to 31.9 million pupils, representing an investment of R\$620 million. The main social impact this programme produces is in terms of the providing all pupils enrolled in primary education with the materials they need for their schoolwork, so that the pupil, having access to this material, has more chance of succeeding in school. Another important effect concerns the arrival of book before the start of the school year, which definitely reduces the chances of dropping out and truancy because pupils start the term with the necessary materials when classes begin.

Bearing in mind that the book is an essential instrument for learning, after 2006 the programme will be extended to secondary education, starting with the distribution of mathematics and Portuguese textbooks in the states of the North and Northeast.

4.5 Incentives to Reading – The National School Library Programme (PNBE)

Because of the need to encourage reading and the desire to promote libraries in public schools, the Ministry of Education has been working since 1997 on distributing sets of books to provide pupils and teachers in primary education with access to culture and information. This distribution is carried out by means of the National School Library Programme, inaugurated by Official Order No. 584, (28th April, 1997), developed by the Secretariat for Primary Education (now known as the Secretariat for Basic Education) and by the National Fund for the Development of Education.

In 1998, 123 titles were distributed in the areas of the historical, economic and cultural development of Brazil. In addition, dictionaries, atlases, encyclopaedias and other reference works were also given out.

In 1999, a stock of 110 titles was sent to 36,000 public schools containing children's and young people's literature and titles concerning indigenous education and special education.

In 2001, the Ministry of Education, concerned not only with donating to school libraries, enlarged its previous activities and in 2002 selected and distributed a collection of literature to all pupils in 4th-5th grades of primary education, as well as to their schools. The collections were called "Literature in my House". In that initiative, a collection of five books was given to each pupil and a set of all six selected collections was given to the school. Thus it was possible to make reading an experience that was not reserved for the school but one to be carried out mainly at home. This fact

is relevant if we consider that most Brazilian homes have little or no reading material, especially in terms of literary works.

In 2002 the Ministry continued the system of the 2001 PNBE and gave out a collection of literary works, also called Literature in my House, to pupils enrolled in the 4th grade of primary school and to their schools. The option of giving out books to pupils in two consecutive years instead of simply giving them to the libraries was also an attempt to awake in these pupils and their families an interest in Brazilian and world culture, as well as to provide an extremely meaningful aesthetic and cultural experience. Added to this is the fact that the book, as well as other reading materials, is an instrument of citizenship. In order to create citizens the school needs to connect them to their social, political, historical and cultural contexts. The purpose of the programme is that pupils, parents and teachers should see the book as a work of art and the written text above all as something to be appreciated.

For the 2003 PNBE, some changes were implemented. In an attempt to broaden the outlook of readers, it was decided to create three different collections to be given out to pupils in 4th-8th grades and to adult education students.

So ten collections were selected, comprising an anthology of Brazilian poetry, an anthology of Brazilian short stories, a Brazilian novel, a classic work from world literature, translated or adapted, a Brazilian play or a work or an anthology of traditional Brazilian folk literature, to be distributed to 4th-grade pupils.

For distribution to 8th-grade pupils, ten collections were also chosen, made up in the following way: an anthology of Brazilian poetry, an anthology of Brazilian tales and short stories, a Brazilian or foreign novel (in the latter case, translated and perhaps adapted) and a Brazilian or foreign play.

For those in adult education four collections were selected, entitled “Words of the People” and comprising six volumes: an essay or reportage on some aspect of modern Brazilian life, an anthology of Brazilian tales or short stories, a work or an anthology of texts from traditional Brazilian folk literature in prose or verse, an anthology of Brazilian poetry, a Brazilian or foreign play and finally, a biography or piece of travel writing.

Methodology for Evaluating the Collections

In order to develop the National School Library Programme, the Ministry of Education calls on state and municipal secretariats of education. This involvement begins with the evaluation and selection of works. To evaluate the collections MEC created a group made up of a representative of each state in the National Union of Municipal Directors of Education (UNDIME) and by members of the Specialist Committee made up of specialists in the areas of reading, literature and education.

Each collection is submitted to three independent evaluations carried out by pairs of evaluators according to criteria laid down in the documentation inviting members to participate. Next, the pairs write a report containing a summary of their evaluation. The result of the evaluation reflects the reports of the pairs of readers.

It is hoped that when they receive the PNBE collections, pupils, families and schools will establish one more link that will be able to awaken a common interest: respect and a taste for the values contained in literary works as a way of representing different views of the world.

Table 16

Figures for the Total Print Run for Pupils and Schools Served, with Costs

	1998	1999	2000	2001	2002	2003
No. of Library Stocks/Collections	20,000 library stocks	36,000 library stocks	30,718 library stocks	12,184,788 collections	4,216,576 collections	4th - 4,062,510 collections 8th - 3,745,810 collections Adult Ed.- 544,916 collections
No. of Pupils Attended	16,600,000	10,800,000	Teachers in 1st-8th Grades	8,560,000	3,530,000	4th - 3,449,253 8th- 2,969,086 Adult Ed.- 463,134
No. of Schools Attended	20,000 (1st-8th grade schools with more than 500 pupils)	36,000 (1st-4th grade schools with more than 150 alunos)	30,718	139,000	70,500	4th - 124,408 8th - 35,685 Adult Ed. - 10,964
Resources Allocated	23,500,000	17,500,000	15,179,101.00	50,302,864,88	19,523,386.00	45,807,145.00

Source: SEIF 2004

4.6 Technology in Education

Interactive Digital School TV

TV Escola (School TV) is a satellite television channel dedicated exclusively to education. Its main aim is to improve, qualify and raise the status of teachers and managers in primary schools in the public system. It is also used as an educational resource in schools, enriching the teaching-learning process and contributing to bringing the public school into the digital world.

This channel distributes to secondary and primary schools with more than 100 pupils a kit consisting of a television set, video player and parabolic antenna, a satellite receiver and a set of ten VHS videotapes to start recording. More than 56,000 schools now have this equipment.

TV Escola provides 15 hours of high-quality educational programmes, re-transmitting videos from Brazil and the rest of the world. The programmes are repeated to give schools different times to record the programmes. At weekends the Open School goes on the air – a special selection that aims to meet the interests and needs of the community.

In 2003 the Ministry of Education launched the Digital Interactive *TV Escola* with 100% Brazilian low-cost technology. This is a distance-learning instrument that brings the media together by satellite. Because of its flexibility, Digital Interactive TV can carry and store information, teaching materials and instructions and send and receive requests and suggestions, thus opening up a new perspective of interactivity with its clients and contributing to improving of the quality of education. It is worth noting that a pilot project is being inaugurated in seven Brazilian states: Acre, Amazonas, Ceará, Espírito Santo, Goiás, Mato Grosso do Sul, and Rio Grande do Sul.

The “TV in School and the Challenges of Today” Course

Launched in 2000, this is an extension course by distance, aimed at teachers, co-ordinators and heads of primary and secondary public schools in Brazil. The aims of the TV in School and Challenges of Today course are:

- to develop the capacity for critical analysis of the content presented, motivating the teacher-student to transform reality and not simply reproduce it;
- to identify theoretical and practical aspects of the means of communication in the context of new technologies of communication, information and multimedia, emphasising those felt to be most useful in the teaching-learning process;
- to explore the potential of *TV Escola* resources in the school's political-pedagogic function, its day-to-day administration and its provision for the community;
- to elaborate concrete proposals for using the *TV Escola*'s stock of materials in developing curricular activities in the various subject areas, as well as that of other technologies of communication and information.

The 180-hour course is organised in three modules of 60 hours each, containing the following: Module 1 – Technologies and Education: Challenges and *TV Escola*; Module 2 – Uses of Television in School; Module 3 – Experimentation: Planning, Producing.

Within each module, as well as printed material and the programmes produced specially for the course, there is a selection of videos from the *TV Escola* archives that broaden, reinforce and give examples of the content dealt with. Transmission of the videos is done by *TV Escola* following a timetable distributed to those taking the course.

The course is currently being run in 26 higher education institutions belonging to the UniRede Consortium – Brazil's Public Virtual University - which are working in partnership with state and municipal secretariats of education. Monitoring and assistance for students taking the course are decentralised. Academic guidance is provided by weekly attendance in three shifts, morning, afternoon and evening. This provision is carried out face-to-face, by post, fax, telephone and Internet. Some institutions use an 0800 line for this service.

Students who complete the total of 180 hours and have their final work approved receive a certificate from the HE institution in which they were enrolled. Certificates may also be offered at the end of each module.

The course enrolls an average of 3,000 educators per year and since 2000 about 120,000 teachers and managers have passed through it.

Motivated by the example of a blind teacher from Rondônia, the Distance Learning Secretariat has begun to print materials in Braille. In the Faculty of Education of the University of Brasília a research programme has been started to monitor and evaluate the use of the course by visually impaired learners. The results should be ready for publication in 2004.

The effects of the project and the policy of integrating technologies meant that the course looked for a way to go on-line. In 2003, the states of Ceará, Bahia, Goiás, Paraíba, Paraná, Rio Grande do Sul and the Federal District, under the co-ordination of the University of Brasília, offered the course via the Web.

Various partner universities are including the content of the course in their teacher qualification programmes, ensuring that future teachers will be able to manage the technology being studied.

The “*Radio Escola*” (School Radio) Project

The *Radio Escola* Project began in 2000 to support activities in training teachers of literacy in adult education.

In 2003, together with the Secretariat for Secondary Education and Technology (SEMTEC) the School Radio re-defined its mode of activity, taking its lead from the *Educom.radio* Project, which the Municipal Secretariat of São Paulo had successfully launched in partnership with the São Paulo University School of Communication and Arts (ECA-USP).

The basic theory is founded on recent research from the ECA-USP Nucleus for Communication and Education, which shows an emerging area of social activity with its own theoretical frame of reference and methodologies – *Educomunicação*. *Educomunicação* studies all the efforts society makes to bring together the areas of culture, communications and education. By means of specific activities in these areas, education for critical observation of the means of communication, the use of technology in educational contexts, communicative expression through the arts, and communication management, is developed.

The *Radio Escola* Pilot Project is called ‘Mid-west *Educomrádio*’ since it serves the three states in this region: Goiás, Mato Grosso and Mato Grosso do Sul. Directly benefiting will be: 15 education staff belonging to each state’s specialist teaching team and 140 teachers working in the 70 selected schools. The project will indirectly benefit 2,240 pupils and members of the communities near the schools.

Mid-west *Educomrádio* emphasises the use of radio language by introducing a radio laboratory into each school and starts by holding a 180-hour university extension course, partly in class and partly by distance learning. This consists of a series of theoretical and practical activities that introduce the concept and procedures of *Educomunicação* in schools. At the end of the course these staff will receive an extension course certificate from the University of São Paulo (USP).

The National Information Technology Programme in Education (Proinfo)

The National Information Technology Programme in Education (Proinfo) was launched on 9th April, 1997 with the aim of disseminating, in partnership with states and municipalities, information and communication technologies (TIC) in Brazilian public schools to support the teaching and learning process, with a view to:

- improving the quality of the teaching and learning process;
- providing education focused on scientific and technological development;
- preparing the pupil to be a citizen;
- raising the status of the teacher.

Based on the national directives laid down by MEC and approved by the National Council of Secretaries of Education (CONSED), the programme was set up in a decentralised form and is run by state or municipal co-ordinating bodies, in accordance with the teaching priorities defined by the respective education systems.

Programmes of this size within education should not be restricted only to putting computers into school and giving superficial training to provide teachers and pupils with the ability to handle software: teachers have to be taught to make changes to the school culture in terms of curriculum, teaching and learning practices and in relations with the community in accordance with new socio-cultural situations that require individuals to make intensive use of the technology associated with new knowledge and skills.

ProInfo runs activities in training and human resources, in the acquisition of hardware and software to equip Education Technology Nuclei (NTEs) and schools, technological advice and technical support, as well as evaluating the impact of putting these technologies into public schools.

The key factor for the success of ProInfo is the presence of personnel qualified in pedagogic, technical and managerial matters. This, the training of human resources is a basic activity in the Programme. The training strategies are:

- teachers training other teachers;
- support specialists trained to have an idea of what teaching consists of;
- pupils trained technically to maintain equipment and software, working according to plans developed by the schools;
- education managers qualified to manage educational projects that use technology.

Another aspect worth mentioning is the need for schools to carry out prior planning before receiving their computers, in order to discover how they will use this resource for the benefit of teachers and pupils and within their educational vision, as well as to work out how they will provide the appropriate infrastructure such as physical space, electrical power and security.

In order to develop these activities, ProInfo uses the Educational Technology Nuclei (NTEs) to monitor and evaluate the process of introducing these technologies into the teaching environment. The NTEs are composed of computer specialists and multipliers. The multipliers are teachers in state and municipal schools who have been trained in specialisation courses run by universities and supervised by ProInfo.

The Programme also uses the Centre for Experimentation in Educational Technology (CETE) based in MEC in Brasília, to promote the use of technologies in education, to disseminate information, study and publicise solutions and products, and support the NTEs and schools.

Table 17

Main Statistics of the ProInfo Programme

BREAKDOWN	INITIAL TARGETS	REACHED BY 2003
Schools Attended	6,000	4,638
NTE implanted	200	326
Multipliers Trained	1,000	2,169
Teachers Trained	25,000	258,560
Technicians Trained	6,000	10,087
Managers Trained	No initial forecast	9,085
Computers Installed	105,000	53,895

Source: SEED 2004

Digital Learning Environment

The ProInfo team has developed a Digital Learning Environment called e-proInfo to support teaching and learning based on Internet technology. This technology provides for the planning, introduction and use of a complete infrastructure to create, run and administer learning environments such as distance learning courses, distance courses to top up classroom-based courses, research projects, collaborative projects and several other ways of supporting the teaching and learning process from a distance.

International Virtual Education Network (RIVED)

RIVED is a pioneering initiative for creating teaching materials to improve the teaching of sciences and mathematics in semi-distance courses. Its key element is the use of new information and communication technologies. It forms part of a partnership of Latin American countries – Brazil, Argentina, Peru and Venezuela.

The initial aim is to supply teachers of natural sciences and mathematics with teaching materials that will revolutionise and facilitate pupil learning, giving greater importance, contextualisation and proximity to content and linking it to the real lives of pupils.

RIVED has developed modules of teaching activities consisting of learning objects. These modules may be used in class or by distance thanks to an on-line stock of materials available through the Internet.

The Brazilian team is based in the Centre for Experimentation in Educational Technology (CETE) and its main characteristic is interdisciplinarity, being made up of teachers, educational designers, specialist teachers, illustrators and computer specialists.

In the first phase of the project, 20 educational modules, the on-line materials and their indexing, and the organisation of the process of creating modules by a process of replication, were produced.

The Virtual Factory

The Virtual Factory Project is the second phase of the RIVED Project, in which the initial specialist team stops producing modules and goes on to assist new teams in producing materials.

It is an initiative whose main aims are to extend module production to take in the whole primary curriculum (in sciences and mathematics) and to involve the academic world in making undergraduates (taking computing and education degrees) aware of the didactic uses of technology.

Initially, twelve Public Institutions of Higher Education will participate, putting together multi-disciplinary production teams to develop educational modules following the patterns set up by the RIVED.

This phase aims to give future teachers an active role, no longer being consumers of ready-made materials, but producers of new teaching technologies. To this end, the teams will be trained by distance learning in the use of technologies applied to education, the pedagogical bases to guide the development of teaching materials for use with computers, and in the production of modules used by RIVED.

Distance courses will be run centred on learning how to use information and communication technologies applied to education and how to use the educational modules developed by the RIVED.

Electronic Government Programme (GESAC)

This is a Citizen's Advice Service set up by the Ministry of Communications in March 2002 and is an attempt to make access to the Internet available to low-income groups.

In May 2003 a partnership with the Ministry of Education has been in place to connect Brazilian public schools to the Internet via broadband and satellite. By February 2004 the GESAC had connected 2,363 public schools.

Criteria for choosing these schools were: being in regions with a low Human Development Index where it was difficult to have broadband connection with the Internet via conventional telecommunications networks, and the existence in these areas of projects to use technology for teaching.

WebEduc

This is a forum on new technologies in education. Its main aim is to exchange experiences between France and Brazil, encouraging contacts and encouraging joint projects.

The site is bilingual and provides data on Brazil in French, and information about France translated into Portuguese.

4.7 Community Supervision

The main areas of community supervision in the programmes financed by MEC are:

- monitoring and community supervision of the School Transport and Support for Adult Education Programmes by the FUNDEF Council, composed of the respective Municipal Secretariats of Education, teachers, and head teachers, parents, school support workers and, where it exists, the Municipal or State Education Council;
- regulation of the PNAE through the School Meals Council (CAE), made up of representatives of the government and the community, who are responsible for monitoring and evaluating the use of public money.
- regulation of the PDDE by means of the School Accountants, who are usually members of the Parent-Teacher Association and other members of the community, responsible for monitoring the use of funds.

5. HELP FOR THE LEARNER

5.1 School Transport

The National School Transport Programme's aim is to contribute financially to municipalities to help the daily transport of pupils in public primary schools who live in rural areas and thus enable them to reach school and to stay in school, and it also provides a service for pupils with special needs.

The funds which, until 2003 were spent on buying vehicles through voluntary financial transfer have, since 2004, been transferred automatically by the FNDE without the need for an agreement or any other such instrument and so speeding up the process of transferring money and making provision more widespread.

The funds transferred go towards covering expenses of maintaining existing fleets of school buses belonging to the municipalities or states and also towards contracting third-party school transport services, based on previous year's pupil numbers according to the School Census.

The Non-Government Organisations (NGOs) philanthropic non-profit-making bodies that run specialised primary schools will continue to receive funds through voluntary transfer and agreements, to acquire brand new motor vehicles up to a value of R\$30,000.

The Programme's budget has risen from R\$51,000,000 to R\$246,000,000. In addition to this money, R\$5,000,000 has been earmarked for NGOs that run specialised primary schools.

This measure comprises provision for 5,359 municipalities with 3,219,975 pupils, 1,123,746 of them in the state public system and 2,096,229 in the municipal public system.

Table 18**Total Numbers of vehicles acquired by the Municipalities Programme**

YEAR	No. PROVIDED	VALUE IN R\$
2001	971	48,170,360.56
2002	895	44,388,867.75
2003	1,139	56,855,545.80
TOTAL	3,005	149,414,774.11

Source: SEIF 2004

Table 19**Total Numbers of vehicles acquired by the Non-Government Organisations Programme**

YEAR	No. PROVIDED	VALUE IN R\$
2001	190	4,633,674.07
2002	115	2,808,149.85
2003	182	4,536,947.65
TOTAL	487	11,978,771.57

Source: SEIF 2004

5.2 School Health

The programme was set up in 1989 and has passed through several forms of provision with different strategies and operating systems. After 1999 there was a great change in its method of operation. The new model, in addition to containing educational, preventative and curative elements, encompassed the visual and auditory problems of primary school pupils.

The programme works mainly through campaigns to develop educational, preventative and curative activities in the areas of sight and hearing. The Programme is carried out by the FNDE in partnership with municipal and state secretariats of education.

During the last 20 years, funds have been directed towards identifying and preventing sight problems among pupils in the 1st grade of public primary schools, which has helped to reduce the high levels of repetition and truancy. Improving pupils' vision has had excellent results because any visual problem that goes undiagnosed or is not treated in the early stages seriously affects the child's teaching/learning process and can also interfere with his or her psycho-social development. According to statistical information from the World Health Organisation, 10% of pupils in the 1st grade of public primary education have sight problems needing immediate correction.

In 2000 and 2001, the FNDE signed agreements with the Brazilian Ophthalmic Council (CBO) involving sums of R\$10,000,000 and R\$9,000,000 respectively in order to attend to 658 municipalities with populations over 40,000, benefiting three million pupils, 46,000 schools and involving 93,000 teachers.

In 2002 and 2003, the campaign was re-structured to bring about changes in its operating system. Thus, since 2003 the Programme has directed resources to the National Campaign for Visual Rehabilitation "Eye for an Eye", with the FNDE being directly responsible for co-ordinating, running and evaluating the programme. The main activities carried out within this campaign were:

- the reproduction and distribution of teaching materials;
- triage of pupils;

- ophthalmic consultations;
- the purchase and distribution of spectacles.

In this Campaign, 658 municipalities with populations of more than 40,000 people took part. Three million children from the 1st grades of 46,000 schools in the public system, 100,000 teachers and 4,000 ophthalmologists were involved.

Teachers themselves carried out the triage of pupils. The FNDE sent out a kit with a video and instruction manual that taught them how to carry out the test of visual perception on children. The material also helped teachers to give tips on prevention and treatment to parents and pupils. Thus the success of the campaign depended heavily on the participation and collaboration of teachers.

Teachers also filled out reports with information collected from the examinations they carried out on each pupil and sent them straight to the FNDE. After the triage, pupils showing any kind of difficulty in seeing were sent for medical consultations. If there was any sign that they needed glasses, the school was subsequently informed about the procedures for obtaining and giving out the glasses.

Table 20
Numbers of Pupils Benefiting from the National School Health Programme in the last Three Years

Pupils	2001		2002/2003		Total	Total
	Physical	Financial	Physical	Financial	Physical	Financial
PUT THROUGH TRIAGE	3,008,000	-	394,637	-	3,402,637	-
CONSULTATIONS	73,156	2,726,010.53	* 2,618	91,630,00	75,774	2,817,640.53
GLASSES	61,230	1,002,064.66	-	-	61,230	1,002,064.66

*attended to only in the Federal District

In 2004 the Programme will attend to the municipality in each state in which the greatest number of pupils went through triage in 2003, and each municipality will receive R\$53.00 per pupil for consultation and the purchase of spectacles.

5.3 School Meals

The National School Meals Programme (PNAE) serves about 36.5 million pupils in public and charity schools at primary and early childhood levels. The programme works by passing on Central Government funds to local councils state governments in proportion to the number of pupils enrolled according to the previous year's School Census.

The amount passed on by the National School Meals Programme (PNAE) in 2003 was in the region of R\$954,190,169.47, to provide meals for 35,316,191 pupils.

The PNAE is a response to the constitutional requirement that the State provide the learner with nutrition programmes. This Programme is supplementary in nature, since the Federal Constitution obliges state and municipal governments to spend equivalent amounts in order to raise the calorific and nutritional levels of the School Meals.

FNDE-MEC has sought to extend the provision of this programme as well as to increase the *per capita* sum spent. In 2003 the *per capita* amount spent on pupils enrolled in public pre-schools and

in charity schools was increased from R\$0.6 to R\$0.13 per pupil/day for a period of 200 school days in order to bring it up to the amount provided for pupils in public primary schools.

In June 2003 the Federal Government approved the extension of school meal funding to pupils enrolled in crèches in the public or charity systems. Provision is made in the same way and with the same conditions specified for pupils in pre-school and primary education, so that if teaching in crèches is not interrupted and stops only at weekends and on national holidays, the money covers a provision of 259 school days. As for the *per capita* amount, the sum of R\$0.18 per day was established, since children in crèches need more attention, mainly in the area of nutrition, since this is a phase of intense human development and growth.

Also in 2003, special provision was implemented for pupils in indigenous schools, given the very high rate of nutritional shortcomings that have characterised the history of the Indian peoples. This initiative will ensure the basic human right of indigenous peoples to adequate nutrition and thus contribute to reducing child malnutrition and its consequences, while respecting the particular nutritional and cultural habits of each ethnic group. The transmission of funds to indigenous schools is carried out in the same way and under the same conditions as those established for other areas of education although the value per pupil/day is R\$0.34 for a provision of 250 days.

6. MAIN PROBLEMS AND CHALLENGES FACED BY THE EDUCATIONAL SYSTEM AT THE START OF THE CENTURY

6.1 Ethnic Identity and Cultural Heritage of Indigenous Peoples

Development of Indigenous School Education

During the colonisation of Brazil, the school was an instrument of cultural domination and symbolic violence visited upon the indigenous peoples, inculcating Eurocentric values embedded in concepts of the superiority of this culture over others. Since the mid-1970s the indigenous peoples who have survived this colonising process have begun to organise themselves politically, participating in large assemblies and taking the first steps towards the constitution of a pan-indigenous movement to guarantee the defence of their rights. This period also saw an association between this movement and certain indigenist organisations in the wider community. In school education in some communities, innovative experiments have begun in teaching, curriculum and teacher training. A movement for institutional change has begun and new actors are entering the field, such as the Ministry of Education and the State and Municipal Secretariats of Education. New proposals concerning conceptual and political approaches are being formed, linked to the formulation of indigenous rights in the 1988 Constitution, in the Law of Guidelines and Foundations of National Education (LDB, 1996) and in the National Education Plan (PNE, 2001).

Positive effects of these changes have been seen in the definition of directives for indigenous school education, the prioritisation of initial and in-service teacher training, the production of specialised teaching materials in indigenous languages and/or Portuguese, the production of normative measures by the National Education Council/Chamber of Basic Education and the guidance of education systems in managing indigenous school management based on the National Curricular Directives emitted by the National Education Council in 1999, the basis of which is permanent dialogue with teachers and representatives of indigenous communities. Within this framework the number of indigenous teachers who are qualified or are in the process of qualifying has increased significantly, so that these schools can now offer courses that correspond to the first phase of primary education.