THE DEVELOPMENT OF EDUCATION

INCLUSIVE EDUCATION: THE WAY OF THE FUTURE

48th Session of the International Conference on Education
Geneva – Switzerland, November 25th to 28th 2008
Federative Republic of Brazil
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CONTENTS

1. THE EDUCATIONAL SYSTEM BEFORE THE CHALLENGES OF THE 21ST CENTURY: AN OVERVIEW

1.1. Principal reforms and innovations introduced in the educational system
   a. Organization, structure and management of the educational system
   b. Goals and objectives of the Education at the different levels
      - Early Childhood Education
      - Primary Education
      - Secondary Education
      - Higher Education
      - Youth and Adult Education
      - Special Education
      - Indigenous Education
   c. Curricular policies, contents and strategies for teaching-learning
      - Early Childhood Education
      - Primary Education
      - Secondary Education
      - Higher Education
   d. The legal framework for Education

1.2. Principal policies, achievements, and experiences acquired
   - Early Childhood Education
   - Primary Education
   - Secondary Education
   - Special Education
   - Higher Education – Sequential Courses
   - Higher Education – Undergraduate courses
   - Higher Education – Postgraduate (Master’s or Ph.D. Degree)
   - Higher Education – Specialization Courses

1.3. The educational system and the fight against poverty, social exclusion and cultural marginalization
   - Maintenance and Development Fund for Basic Education and for Valuing of Education Professionals (Fundeb)
   - On the Road to School – School transport program for students in basic education who live in rural areas
   - Literate Brazil Program
   - Light for All Program
   - Minimum Wage for Teachers in Basic Education
   - National School Library Program for Secondary Education (PNBEM)
   - National School Library Program (PNBE)
   - National Program for Reorganization and Equipment of the Public School System for Early Childhood Education (Proinfância)
   - Installation of Multifunctional Resource Rooms Program
   - Family Health Program
   - Look at Brazil Program
   - More Education Program
   - BPC in School Program
   - Direct Funding to Schools Program (PDDE)
   - Digital Inclusion
   - Incentive for overcoming illiteracy
   - Program for Supporting the Reorganization and Expansion Plans for the Federal Universities (REUNI)
   - University for All Program (Prouni)
2. INCLUSIVE EDUCATION: THE WAY OF THE FUTURE

2.1. Approaches, breadth and content
   a. The concept of inclusive education in Brazil
   b. Principal challenges to ensuring educational and social inclusion
   c. Elements favorable to inclusive education
   d. The legal framework of Special Education

2.2. Public policies and inclusive actions in Brazil
   a. Basic education
      - National Educational Development Fund (FNDE)
      - Direct Funding to Schools Program (PDDE)
      - On the Road to School Program
      - Proinfância
   b. Special education
      - BPC in School Program
      - Inclusive Education Program
      - Further Training of Teachers in Special Education Program
      - Installation of Multifunctional Resource Rooms Program
      - Federal Textbook Program (PNLD)
      - Federal Textbook Program for Secondary Education (PNLEM)
      - National School Library Program (PNBE)
      - National Proficiency Exam in Libras (Prolibras)
      - Language/Libras courses
      - Accessible School Program
   c. Vocational and technological education
      - National Program for the Integration of Vocational Education with Basic Education in the Modality of Youth and Adult Education (Proeja)
      - Entrepreneurial Technical Action Program
      - Actions centered on Inclusive Education
      - The TEC NEP (Education, Technology and Professionalization for People with Special Educational Needs – Disabled, exceptionally gifted and with global development disorders)
   d. Higher education
      - Program for Supporting the Reorganization and Expansion Plans for the Federal Universities (REUNI)
      - University for All Program (Prouni)
      - Financing Students in Higher Education Fund (FIES)
      - Program for Supporting Higher Education Indigenous Graduation (Prolind)
      - INCLUDE program: Accessibility in Higher Education
      - Program for Supporting Higher Education Graduation in Rural Education (Procampo)
      - National Cooperative Incubators Program (Proninc)
      - Affirmative Action Program in favor of the Black Population in the Federal and State Higher Education Institutions (Uniafro)
      - Program of Students under Graduation Agreement (PEC-G)
      - Milton Santos Project for Access to Higher Education (Promisaes)
      - National Student Assistance Program (Pnaes)
      - International Universities

2.3. Teacher education before the diversity of expectations and needs of the pupils

BIBLIOGRAPHICAL REFERENCES
INDEX OF CHARTS, TABLES AND DIAGRAMS

CHARTS
Chart 1: Basic Education 10
Chart 2: Higher Education 11

TABLES
Table 1: Net Schooling Rate of Preschool Children (4 to 6 years) – Brazil 2000-2005 30
Table 2: Net Schooling Rate of Primary Education – Brazil 2000-2005 31
Table 3: Age-grade distortion rate in Primary Education – Brazil and Regions 2000-2006 31
Table 4: Drop-out rate in Primary Education – Brazil and Regions 2000-2001, 2003-2005 32
Table 5: Failure rate in Primary Education – Brazil and Regions 2000-2001, 2003-2005 33
Table 6: Illiteracy Rate by Age Groups – Brazil 2006 34
Table 7: Net Schooling Rate of Secondary Education – Brazil 2000-2005 35
Table 8: Graduates from Secondary Education – Brazil 2000-2005 36
Table 9: Evolution of the Drop-out Rates in Secondary Education – Brazil 2000-2005 36
Table 10: Sequential Courses of Specific Formation 38
Table 11: Institutions of higher education and growth percentages, by administrative category – Brazil 1996 and 2006 39
Table 12: Obligatory attendance graduation courses and growth percentages, by administrative category – Brazil 1996 and 2006 39
Table 13: Enrollments in obligatory attendance graduation courses and growth percentages, by administrative category – Brazil 1996 and 2006 39
Table 14: Evolution of the percentage of idle vacancies in the private IES – Brazil 1996-2006 41
Table 15: Postgraduate courses and students – Brazil 1996, 2000, 2004, 2006 and 2007 42
Table 16: Percentage of teaching functions in primary education (final years) and secondary education with a degree in the subjects they teach – Brazil 2007 77

DIAGRAMS
Diagram 1: Age-grade distortion rate in Primary Education – Brazil and Regions 2000-2006 32
Diagram 4: Gini Index – Brazil 2002-2007 36
Diagram 5: Evolution of the enrollments in Special Education – Brazil: 1998-2006 37
Diagram 6: Percentage evolution of the enrollments in Special Education, by Administrative Category – Brazil: 1998-2006 38
## ACRONYMS

<table>
<thead>
<tr>
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</tr>
<tr>
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<td>Acronym</td>
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<td>PEC-G</td>
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<td>UNIVERSITY FOR PORTUGUESE-AFRO-BRAZILIAN INTEGRATION</td>
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</table>
1.1. Principal reforms and innovations introduced in the educational system

a. Organization, structure and management of the educational system

The Federal Constitution of 1988 defines education as a social right of the Brazilian citizen (CF, Art. 6) and an obligation of the state and the family (CF, Art. 205). Following the bases and guidelines, emanating, particularly, from the federal legislative authority (CF, Art. 22, XXIV), the Federal Government, the States, the Federal District and the Cities divide the responsibility of providing means of access to education (CF, Art. 23, V) and of legislating, concurrently, on the matter (CF, Art. 24, IX). In this sense, the responsibility of organizing “the federal educational system” and financing “the federal public education institutions” falls on the Federal Government, as does exercising, in educational matters, “a redistributive and supplementary function, so as to guarantee the equalization of educational opportunities and a minimum quality standard for education, through technical and financial assistance to the states, to the Federal District and to the Cities” (CF, Art. 211, §1). The Federal Constitution recognizes three educational systems, organized hierarchically, in accordance with the nationally defined bases and guidelines, but with each one maintaining its autonomy within the federal agreement in effect in the country. These systems are: (I) the Federal System; (II) the State Systems and the Federal District System; and (III) the Municipal Systems.

The National Law of Education – LDB (Law nº 9.394, of December 20th 1996) details and regulates the constitutional mechanisms. According to that law, school education is comprised of: (I) basic education, comprised of early childhood education, primary education and secondary education; and (II) higher education (cf. LDB, Art. 21).

The federal system acts primarily in the field of higher education, having under its responsibility the higher education federal institutions, private higher education and those of the basic education maintained by the Federal Government (fundamentally, vocational and technical education). The States and the Federal District, by means of
their educational systems, act primarily in primary and secondary education (CF, Art. 211, §3). Under the responsibility of the states are the state public institutions for basic education, the city and state public institutions for higher education and the private institutions for primary and secondary education. The system of the Federal District is responsible for the public institutions of the Federal District, on every level, and the private institutions for early childhood education, primary education and secondary education. Finally, the cities have the main responsibility for primary education and for early childhood education (CF, Art. 211 §2) and under their jurisdiction come the public institutions for early childhood education and primary education and the private ones for early childhood education.

The structure of the Brazilian educational system, in its principal elements and in the number of students enrolled, is summarized in the following charts:

### Chart 1: Basic Education

<table>
<thead>
<tr>
<th>Specific denomination</th>
<th>International denomination</th>
<th>Grades (Years)</th>
<th>Ideal Age</th>
<th>Enrollments (2006)</th>
<th>Primary Authority</th>
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<tr>
<td>Early Childhood Education (Day care and Preschool)</td>
<td>Initial Education</td>
<td>4 years</td>
<td>0-3</td>
<td>1,427,942</td>
<td>City</td>
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<tr>
<td></td>
<td>Preschool</td>
<td>2 years (*)</td>
<td>4-6(*)</td>
<td>5,588,153(*)</td>
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<td>Primary Education (Obligatory)</td>
<td>Elementary Education</td>
<td>1st to 5th Grade (*)</td>
<td>6-10(*)</td>
<td>18,338,600(*)</td>
<td>City and State</td>
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<td></td>
<td>Lower Secondary School</td>
<td>6th to 9th Grade</td>
<td>11-14</td>
<td>14,944,063</td>
<td></td>
</tr>
<tr>
<td>Secondary Education</td>
<td>Upper Secondary School</td>
<td>1st to 3rd Grade</td>
<td>15-17</td>
<td>8,906,820</td>
<td>State</td>
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<td>Special Education (**)</td>
<td>Transversal to Early Ch. Ed., Primary Ed., Sec. Ed, Youth and Adult Ed., Vocational and Technological Ed.</td>
<td></td>
<td></td>
<td>700,624</td>
<td>City and State</td>
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<td>Youth and Adult Education</td>
<td>Fundamental Level (Primary and Lower Secondary)</td>
<td>15 or older</td>
<td>3,865,629</td>
<td>City and State</td>
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<td></td>
<td>Secondary Level (Upper Secondary School)</td>
<td>18 or older</td>
<td>1,750,662</td>
<td>State</td>
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<td>Vocational and Technological Education</td>
<td>Secondary Level (Upper Secondary School)</td>
<td>15-17</td>
<td>744,690</td>
<td>State</td>
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<td>Total enrollments in Basic Education</td>
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<td></td>
<td>55,942,047</td>
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</table>

Source: MEC/inep, School Census 2006.

(*) Law nº 11.274, of February 6th 2006, extended Primary Education from 8 to 9 years, incorporating 8-year-old children. With that, the second stage of Early Childhood Education (the Preschool) was reduced by 1 year, directed at children of 4 and 5 years of age, and the Primary Education was extended in 1 year, directed at students from 6 to 14 years (before Law nº 11.274, primary education included children and youth from 7 to 14 years). The state, city and Federal District systems have until 2010 to fully comply with said Law. The enrollment in Preschool and the first cycle of Elementary Education (Primary Education), presented in this Table, from 2006, depict the configuration prior to Law nº 11.275.

(**) With regard to the enrollments in Special Education, these are divided as follows: 375,488 in Special Schools and Classes and 325,136 in Ordinary Classes in Regular Schools.
In accordance with the Federal Constitution, the education provided in official (public) establishments is free of charge, independently of the grade, level or modality. For the funding of Brazilian public education, the Federal Constitution established that “the Federal Government will apply, annually, no less than eighteen, and the States, the Federal District and the Cities twenty-five percent, at least, of the tax revenue, including that received from transferences, for the maintenance and development of education” (CF, Art. 212).

In its redistributive and supplementary function, the Federal Government assists the States, the Federal District and the Cities in the maintenance and the development of basic education by various means, among them prominently the Fundeb (Fund for maintenance and development of basic education and for valuing of education professionals), created by Constitutional Amendment nº 53, of December 19th 2006, and regulated by Provisional Measure nº 339/2006, converted into Law in 2007 (Law nº 11.494, of June 20th 2007). Fundeb succeeded Fundef (The Fund for Maintenance and Development of Primary Education and Valuing of Teachers), created by Constitutional Amendment nº 4, of September 2nd 1996, and closed at the end of 2006. Fundeb has the same format as its antecessor, but it expands the total amount of resources (whether in relation to the tax basket over which it is assessed, in relation to the percentage collected, or whether, finally, in relation to the transfer that the Federal Government will carry out every year). It is an accounting fund, created in the domain of every State and comprised of 20% of the principal state and municipal taxes and of the transfers from the Federal Government and the States. The complementation from the Federal Government will never be inferior to: two billion Brazilian Reals, in the first year; three billion Brazilian Reals, in the second year; four billion five hundred million Brazilian Reals, in the third year; and ten percent of the Fund’s total resources, from the fourth year onward. It is estimated that, from the Fund’s fourth year of operations,
the total amount of available resources will exceed eighty-five billion Brazilian Reals, which means that the contribution of the Federal Government will not be inferior to 8.5 billion annually. It is clear from the name itself that, while Fundef dealt only with primary education, Fundeb covers all of basic education: from early childhood education to secondary education, including special education and youth and adult education. In assisting the development of inclusive educational systems, Decree 6.571/2008 institutes, as of January 1st 2010, for the purpose of distribution of Fundeb’s resources, the counting of the enrollments of students in the public network’s regular education that receive complementary specialized educational service, without interfering with the counting of these enrollments in the regular basic education.

In addition to Fundeb, the Federal Government contributes to the funding of the other systems by way of the National Teacher Training System, the National Textbook Program, the National School Nutrition Program (school lunch), the National School Transport Program, the Direct Funding to Schools Program, among others.

With regard to higher education, the Federal Government assists the initiative from the States, the Federal District, the Cities and the private network, mainly by financing research projects and extension programs. Capes (Coordination for the Improvement of Higher Education Personnel), a body connected to the Ministry of Education, earmarks scholarships and allocations under other headings for the Postgraduate Master’s and Doctoral Programs of the Brazilian higher education institutions, indiscriminately. The CNPq (National Council for Scientific and Technological Development), a body connected to the Ministry of Science and Technology, finances research programs and projects, earmarks scholarships for postgraduate students and grants for scientific initiation for university students and other resources for the development of science and technology, through public invitations.

The actions of Capes and CNPq reach all higher education institutions, public and private. The funding of the private institutions, meanwhile, comes substantially from the monthly fees paid by the students, but for them there are, specifically, two federal programs aimed at university students: the FIES (Financing Students in Higher Education Fund) and the Prouni (University for All Program). The first is a system of educational credit, created by Provisional Measure (MP) nº 1.827, of May 27th 1999. This Provisional Measure was converted into Law nº 10.260, of July 12th 2001. In 2007, this program was substantially modified and improved in favor of the student, through Law nº 11.552, of November 19th 2007.
The Prouni was created by MP nº 213/2004 and institutionalized by Law nº 11.096, of January 13th 2005, and its objective is the concession of integral and partial scholarships to students at university and in sequential courses in specific formation, in private higher education institutions. On the other hand, the program offers tax exemption to the Institutions that adhere to the Program.

Both the FIES and the Prouni attend only to students enrolled in courses that receive a positive evaluation in the evaluation processes managed by the Ministry of Education.

b. Goals and objectives of Education at the different levels

The LDB established, for basic education, the goal of “developing the student, ensuring the ordinary education that is indispensable for the exercise of citizenship and providing the means to progress in work and in further studies” (LDB, Art. 22).

**Early childhood education:** The LDB defines early childhood education as the “first stage of basic education”, its goal being “the complete development of the child up to six years of age, in its physical, psychological, intellectual and social aspects, complementing the actions of the family and the community” (Art. 29). In Art. 30, the LDB states that “early childhood education will be provided in: I – day care centers, or equivalent entities, for children up to three years of age; II – in preschools, for children from four to six years of age”. And, in Art. 31, it establishes that the evaluation of the students be done by means of follow-up and recording of the child’s development, but it will not have any goal connected to the promotion to subsequent grades or levels.

The National Educational Plan (Law nº 10.172, of January 9th 2001), introduces, among the objectives and goals defined for Early Childhood Education, the following, whose content expresses with emphasis policies of educational and social inclusion:

“1) To enlarge the provision of early childhood education in such as way as to attend, in five years, to 30% of the population up to 3 years of age and 60% of the population from 4 to 6 years of age (or 4 and 5 years) and, by the end of the decade, reach the goal of 50% of the children from 0 to 3 years and 80% of those who are 4 and 5 years. […]

11) Institute collaborative mechanisms between the educational and health sectors, as well as in the maintenance, expansion, administration, control and evaluation of the institutions caring for children from 0 to 3 years of age.
12) Guarantee food for the children in early childhood education, in the public and contracted establishments, by means of financial collaboration from the Federal Government and the States. […].

17) Establish, by the end of the decade, in all the cities and with the collaboration of the sectors responsible for education, health and social assistance and of non-governmental organizations, a program for orientation and help to parents with children between 0 and 3 years of age, offering even financial and legal assistance and help with food supplements in cases of poverty, domestic violence and extreme family dissolution.

18) Progressively adopt full-time care of children from 0 to 6 years of age. […].

20) Promote debates with civil society on the rights of the workers to free assistance for their children and dependents in day care centers and preschools, established in art. 70, XXV, of the Federal Constitution. Forward to the National Congress a law aiming for the regulation of this device.

21) Ensure that, in all the Cities, in addition to other municipal resources, the 10% of the maintenance and development resources for the education not linked to Fundef be applied, principally, in early childhood education. […].

23) Carry out studies on the cost of early childhood education based on the quality parameters, with the aim of improving efficiency and guaranteeing the generalization of the quality of the service. […]”.

Primary education: Primary education is the obligatory stage of Brazilian education, provided free of charge in the official establishments. The LDB stipulated this stage of education to last eight years, but Law nº 11.274, of February 6th 2006, prolonged it to 9 years, comprising the age group from 6 to 14 years old. According to the Federal Constitution and the LDB, Primary Education is a subjective public right and is aimed at the basic education of the citizen, through: “I – the development of the capacity to learn, having as basic means the complete command over reading, writing and calculating; II – the understanding of the natural and social environment, of the political system, the technology, the arts and the values on which society is based; III – the development of the capacity for learning, with the aim of acquiring knowledge and capabilities and the formation of attitudes and values; IV – strengthening family ties, the links of human solidarity and reciprocal tolerance on which social life is based” (LDB, Art. 32).
The National Educational Plan (Law n.º 10.172, of January 9th 2001), introduces, among the objectives and goals defined for Primary Education, the following, whose content expresses with emphasis policies of educational and social inclusion:

“1) Universalize the service to the whole clientele of primary education, within a timeframe of five years from the date of approval of this plan, guaranteeing the access to and the permanence of all children in school, establishing specific programs in regions where they are deemed necessary, with the collaboration of the Federal Government, the States and the Cities. […]

3) Regularize the school flow, reducing over a period of five years the rates of retention and drop-out by 50%, through programs of accelerated learning and parallel recovery during the course, guaranteeing effective learning. […].

10) Integrate resources of the Public Authorities aimed at social policies, in joint actions from the Federal Government, the States and Cities, to guarantee, among other goals, the Minimum Income Associated with Socio-educational Actions for families with proven economic problems.

11) Maintain and consolidate the evaluation program of the didactic book created by the Ministry of Education, establishing among its criteria the adequate approach to the questions of gender and ethnicity and the elimination of discriminatory texts or those that reproduce stereotypes regarding the role of women, of blacks and of Indians. […].

13) Progressively enlarge the offer of textbooks to all students of the last four grades of primary education, with priority given to the regions in which the students' access to written material is particularly deficient. […].

17) Provide rural areas with school transport, when necessary, with financial collaboration from the Federal Government, the States and Cities, so as to guarantee the schooling of the students and access to the school for the teacher.

18) Guarantee, with the collaboration of the Federal Government, the States and Cities, the provision of food in school and the necessary equilibrium, guaranteeing the correct levels of calories and proteins for every age group. […].

22) Provide, in the full-time schools, preferentially for children of low-income families, at least two meals, support to school tasks, the practice of sports and artistic activities, in the mould of the Program for Minimum Income Associated with Socio-educational Actions. […]

27) Stimulate the Cities to proceed with a mapping, through an educational census, of the children not attending school, per neighborhood or residential district and/or
workplace of the parents, aiming to locate the demand and universalize the supply of obligatory education. […]"

**Secondary education:** Secondary education lasts three years (in a fewer number of cases, the duration is 4 years) and deals, predominantly, with the general culture in preparation for higher education, but there are also vocational and technical formation courses. The LDB attributed the following goals for this stage of schooling: “I – the consolidation and deepening of the knowledge acquired in primary education, making further studies possible; II – basic preparation for work and citizenship of the pupil, in order to continue learning, so as to be capable of adapting with flexibility to new conditions of employment or posterior further training; III – the improvement of the pupil as a human being, including ethical formation and the development of intellectual autonomy and critical thinking; IV - understanding of the scientific-technological bases of the productive processes, relating theory to practice, in the teaching of each subject” (LDB, Art. 35).

The National Educational Plan (Law nº 10.172, of January 9th 2001), introduces, among the objectives and goals defined for Secondary Education, the following, whose content expresses, with emphasis, policies of educational and social inclusion:

“1) Formulate and implement, progressively, a management policy for the physical infrastructure in the basic public education that ensures:

a) the reorganization, starting the first year of this Plan, of the public school network in order to consider the rational occupation of the state and municipal educational establishments, with the objective, among others, of facilitating the delimitation of their own physical facilities for secondary education, separated, at least, from the first four grades of primary education and from early childhood education;

b) A gradual expansion of the number of secondary education public schools in accordance with the infrastructural needs identified during the process of reorganization of the existing physical network;

c) within two years, after this Plan has taken effect, the service to all who finish primary education and the inclusion of students that have fallen behind and those who have special learning needs;

d) the provision of vacancies that, within five years, correspond to 50% and, within ten years, to 100% of the demand for secondary education, deriving from the universalization and regularization of the flow of students in primary education. […]"
4) Reduce, by 5% per year, the rate of retention and drop-out, so as to diminish to four years the average time for concluding this level. […]

15) Adopt measures to expand the daytime offer and maintain the nighttime offer, sufficiently to guarantee attendance to the students that work.

16) Proceed, in two years, with a review of the didactic-pedagogical and administrative organization of night-school, so as to adapt it to the needs of the student-worker, without harming the quality of the education. […]"

Higher Education: In Art. 43, the LDB established the following goals for higher education: “I – to stimulate cultural creation and the development of scientific spirit and reflective thinking; II – to educate graduates in the different areas of knowledge, apt for entering professional sectors and for participating in the development of the Brazilian society and collaborating in its continuous formation; III – encourage work in scientific research and investigation, aiming at the development of science and technology and the creation and diffusion of culture, and, in this way, develop the understanding of man and the environment in which he lives; IV – to promote the diffusion of cultural, scientific and technical knowledge that constitute heritage of humanity and communicate the knowledge through teaching, publishing or other forms of communication; V – Evoke a permanent desire for cultural and professional betterment and making the corresponding concretization possible, integrating the knowledge that is acquired in a systematized intellectual structure of every generation’s knowledge; VI – to stimulate knowledge of problems in the present world, in particular the national and regional ones, and offer specialized services to the community and establish a relation of reciprocity with it; VII – to promote expansion, open to participation from the population, aiming at the diffusion of achievements and benefits resulting from the cultural creation and the scientific and technological research generated in the institution.”

The National Educational Plan (Law nº 10.172, of January 9th 2001), introduces, among the objectives and goals defined for Higher Education, the following, whose content expresses with emphasis policies of educational and social inclusion:

“1) To provide, by the end of the decade, the supply of higher education to, at least, 30% of the age group from 18 to 24 years. […]

3) Establish an expansion policy that diminishes the inequalities of offers existing today between different regions of the country.
4) Establish an ample interactive system of distance education, using it, even, for expanding the service possibilities in the courses with obligatory attendance, regular courses or continued education courses. [...] 

12) Include in the curricular guidelines of the teacher training courses themes related to the problems treated in the transversal themes, especially with regard to approach, such as: gender, sexual education, ethics (justice, dialogue, mutual respect, solidarity and tolerance), cultural plurality, the environment, health and local issues.

13) Diversify the supply of education, stimulating the creation of night courses with innovative proposals, sequential courses and modular courses, with certification, allowing for greater flexibility in the formation and amplification of the educational supply. [...] 

19) Create policies that facilitate the access to higher education for minorities, victims of discrimination, with compensation programs for the deficiencies in their previous schooling, allowing them to, in this way, compete in equal conditions in the selection and admission processes at this educational level. [...] 

21) Guarantee, in the higher education institutions, the offer of extension courses, to attend to the needs of continued adult education, with or without higher education, in the perspective of integrating the necessary national rescue effort for overcoming the social and educational debt. [...] 

25) Establish a system of funding for the public sector that, in the distribution of resources for each institution, considers, in addition to the research, the number of students served, the preservation of the quality of this supply. [...] 

31) Include, in the information collected annually in the questionnaire attached to the National Course Exam, questions relevant to the formulation of gender policies, such as leave of absence or temporary abandonment of the higher courses caused by pregnancy and/or the exercise of domestic functions related to the care and education of children. [...] 

33) To stimulate the institutions of higher education to identify, in basic education, students with high intellectual capacities, in the lowest income strata, with the aim of offering scholarships and help in the progression of their studies.

34) To stimulate the adoption, by the public institutions, of student assistance programs, such as work related school grant ("bolsa-trabalho") or others aimed at helping low-income students who show good academic performances. [...]."
Youth and Adult Education: The National Educational Plan (Law nº 10.172, of January 9th 2001), introduces, among the objectives and goals defined for youth and adult education, the following, whose content expresses with emphasis policies of educational and social inclusion:

“1) Establish, from the approval of the PNE, programs aimed at the literacy of 10 million youths and adults, in five years and, by the end of the decade, eradicate illiteracy.

2) Ensure, within five years, the supply of education for youths and adults equivalent to the first four grades of primary education for 50% of the population, 15 years and older, that have not reached this level of schooling.

3) Ensure, by the end of the decade, the offer of courses equivalent to the last four grades of primary education for the entire population, 15 years or older, that concluded the first four grades.

4) Establish a national program to ensure that the public schools with primary and secondary education located in areas characterized by illiteracy and low schooling offer literacy programs and teaching and exams for youths and adults, in accordance with the national curricular guidelines.

5) Establish a national program for the supply, by the Ministry of Education, of didactic-pedagogical material, adapted to the target public, for the courses at the primary education level for youths and adults, so as to stimulate the generation of the initiatives mentioned in the previous goal. […]

7) Ensure that the state education systems, in collaboration with the other federal entities, maintain programs for training educators of youths and adults, qualified to act in accordance with the profile of the target audience, and skilled to at least teach in the first grades of primary education, so as to be able to meet the demand from public and private bodies involved in the effort of eradicating illiteracy. […]

9) Urge the States and Cities to proceed with a mapping, through an educational census, as stipulated in art. 5, § 1, of the LDB, of the illiterate population, per neighborhood or residential district and/or workplaces, with the aim of locating and inducing the demand and programming the offer of youth and adult education for that population. […]

15) Whenever possible, associate primary youth and adult education with the offer of basic courses in vocational formation.

16) In five years time, double, and in ten years, quadruple the service capacity in courses at the secondary level for youths and adults. […]
21) Carry out specific studies based on the data from the Pnad’s demographical census, of specific censuses (agricultural, penitentiary, etc.) to verify the degree of schooling in the population”.

Special Education: The National Educational Plan (Law nº 10.172, of January 9th 2001), introduces, among the objectives and goals defined for special education, the following, whose content expresses with emphasis policies of educational and social inclusion:

“1) To organize, in all Cities and in partnership with the health and social assistance authorities, programs aimed at expanding the offer of precocious stimulation (adequate educational interaction) for children with special educational needs, in specialized or regular institutions for early childhood education, especially day care centers. [...].

5) To generalize, within ten years, the service for students with special needs in early childhood education and in primary education, even through partnerships between Cities, when necessary, in those cases providing school transport. [...].

8) Make available, within five years, spoken textbooks, in Braille and with enlarged letters, for all blind students and for those with subnormal vision in primary education. [...].

11) Implement, within five years, and generalize in ten years, the teaching of the Brazilian Sign Language to deaf students and, whenever possible, to their families and to the personnel of the school unit, through a program of educating supervisors, in partnership with non-governmental organizations. [...].

15) Ensure, during the decade, school transport with the necessary adaptations to those students who have locomotion difficulties.

16) Ensure the inclusion, in the school units’ pedagogical project, of caring for the special educational needs of their students, defining the available resources and offering training to the active teachers. [...].”

Resolution CNE/CEB n.º 2/2001 – National Guidelines for Special Education in Basic Education – establishes that:

“Art. 2. The educational systems should enroll all students, and it is up to the schools to organize so as to be able to accept pupils with special educational needs, ensuring the necessary conditions for a quality education for all. [...].
Art. 7. The care for students with special educational needs should be realized in ordinary classes of the regular education, in all stages or modalities of Basic Education. [...].

Art. 12. The educational systems, in accordance with Law nº 10.098/2000 and Law nº 10.172/2001 should ensure access for students who show special educational needs, through the elimination of urban architectural barriers, in the building – including the facilities, equipment and furniture – and in the school transports, as well as the barriers in communication, providing the schools with the necessary human resources and materials.

§ 1. In order to comply with the minimum standards established with regard to accessibility, an adaptation of the existing schools should be carried out and the authorization for constructing and running new schools should be conditioned on complying with the defined infrastructural requirements.

§ 2. For the students who have difficulties with communication and signaling in a different way than other pupils, the access to curricular content should be ensured through the use of applicable language and codes, like the Braille system and sign language, without interfering with the learning of the Portuguese language, giving them and their families the option to choose the pedagogical approach that they deem appropriate after hearing the specialized professionals in each case”.

**Indigenous Education**: The National Educational Plan (Law nº 10.172, of January 9th 2001), introduces, among the objectives and goals defined for Indigenous Education, the following, whose content expresses with emphasis policies of educational and social inclusion:

“1) Attribute to the States the legal responsibility for indigenous education, whether directly, or through the delegation of their responsibilities to their Cities, under the general coordination and with the financial support of the Ministry of Education. [...].

3) Universalize, in ten years, the supply to the indigenous communities of educational programs equivalent to the first four grades of primary education, respecting their ways of life, their outlook on the world and the specific sociolinguistic situations they live in.

4) Gradually expand the offer of education from the 5th to the 8th grade to the indigenous population, whether in the indigenous school itself, or integrating the students into ordinary classes in the nearby schools, at the same time as they are offered additional support necessary for their adaptation, with the aim of guaranteeing the complete access to primary education. [...].
11) Adapt already existing programs from the Ministry of Education in support of educational development, such as school transport, didactic book, school library, school meal, School TV, so as to consider the specificity of indigenous education, whether in terms of the school contingent, whether with regard to their objectives and needs, ensuring the provision of these benefits to the schools. [...] 

17) To formulate, within two years, a plan for the implementation of special programs for the formation of indigenous teachers at higher level, through the collaboration of the universities and institutions on an equivalent level. [...] 

21) To promote correct and broad information to the Brazilian population in general, regarding the indigenous societies and cultures, as a means of fighting ignorance, intolerance and prejudice in relation to these populations”.

c. Curricular policies, contents and strategies of teaching-learning

According to the LDB (Art. 26), the curricula of primary and secondary education have a common national base, and they should be complemented in each school system and each educational establishment by a diversified part, so as to take into consideration the regional and local characteristics of society. The common national base is comprised of the teaching of the Portuguese language and mathematics, the structure of the physical and natural world, and the social and political reality, especially with regard to Brazil.

Also obligatory is the teaching of the arts and its presence is felt at the different levels of basic education, so as to promote the cultural development of the students. Another obligatory component is physical education, a subject that was regulated and reaffirmed after the LDB, through Law nº 10.328, of December 12th 2001, and Law nº 10.793, of December 1st 2003.

The cultural diversity of Brazil should be considered, especially, in teaching the History of Brazil, so as to take into consideration the contributions of the different cultures and ethnic groups in the formation of the Brazilian people, especially the indigenous, African and European origins (LDB, Art. 26, § 4). The legislation subsequent to the LDB ratified this mechanism and made the pertinent programmatic content more specific (Law nº 10.639, of January 9th 2003, and Law nº 11.645, of March 10th 2008): “The programmatic content to which this article refers will include diverse aspects of the history and culture that characterize the formation of the Brazilian population, beginning with these two ethnic groups, such as the study of the history of Africa and of Africans, the struggle of blacks and indigenous peoples in Brazil, the Brazilian black and indigenous culture and blacks and Indians in the formation of national society,
recovering their contribution in the social, economic and political areas, pertinent to the history of Brazil” (Law nº 11.645, from 2008). The Law distributed this content, principally, between the subjects Artistic Education, Literature and History of Brazil.

The LDB also defined the following guidelines for the contents of basic education: (I) to convey the values fundamental to the social interest, the rights and obligations of citizens, respect for the common good and the democratic order; (II) to consider the schooling conditions of the students in each establishment; (III) to orient education towards work; (IV) to stimulate sporting practices (cf. LDB, Art. 27).

Basic education should be especially concerned with the particularities of rural life in every Brazilian region, therefore defining curricular contents, methodologies, school organization and calendar appropriate to the real needs and interests of this population, such as the agricultural cycle, climatic conditions and the nature of rural work (cf. LDB, Art. 28).

**Early Childhood Education:** Resolution CEB nº 1, of April 7th 1999, from the National Education Council’s Chamber of Basic Education, instituted the following national curricular guidelines for Early Childhood Education: “I – The Pedagogical Proposals from the Early Childhood Education Institutions should respect the following Guiding Foundations:

a) Ethical Principles of Autonomy, Responsibility, Solidarity and Respect for the Common Good;

b) Political Principles of the Rights and Obligations of Citizenship, the Exercise of Critical Judgement and Respect for the Democratic Order;

c) Aesthetic Principles of Sensibility, Creativity, Lucidity and Diversity of Artistic and Cultural Manifestations.

II – The Early Childhood Education Institutions should, when defining their Pedagogical Proposals, make explicit the recognition of the importance of the students’ personal identity, and that of their families, teachers and other professionals, and the identity of every Educational Unit, in the various contexts in which they exist.

III – The Early Childhood Education Institutions should, in their Pedagogical Proposals, promote practices of education and care that make the integration of the physical, emotional, affective, cognitive/linguistic and social aspects of the child possible, understanding that he or she is a complete, total and indivisible being.

IV – The Pedagogical Proposals from the Early Childhood Education Institutions, in recognizing the children as integral beings, who are learning to be and co-exist with
themselves, with others and the environment itself in an articulated and gradual way, should seek, from deliberate activities, in active moments, be they structured, be they spontaneous and free, the interaction between the different areas of knowledge and aspects of life as a citizen, thus contributing with the provision of basic contents for the constitution of knowledge and values.

V – The Pedagogical Proposals for Early Childhood Education should organize their assessment strategies, by means of the follow-up and the records of the stages achieved in the care and education of children from 0 to 6 years, without the objective of promotion, even for the access to primary education.

VI – The Pedagogical Proposals from the Early Childhood Education Institutions should be created, coordinated, supervised and evaluated by educators with, at least, a degree from the Teacher Education Course, notwithstanding that in the team of Professionals there are others who participate from the Human, Social and Hard Sciences areas, as well as the children’s family members. In the administration of an Early Childhood Education Institution there should be, necessarily, one educator who has taken, as a minimum, the Teacher Education Course.

VII – The environment of democratic management on the part of the educators, beginning with responsible and quality leadership, should guarantee the basic rights of children and their families to education and to care, in a context of multidisciplinary attention with the professionals necessary for taking care of them.

VIII – The Pedagogical Proposals and the regiments of the Early Childhood Education Institutions should, in a climate of cooperation, provide operational conditions for the educational strategies, for the use of the physical space, the schedule and the school calendar, that enable the adoption, execution, assessment and improvement of the guidelines” (Res. CEB nº /999, Art. 3).

Primary Education: Resolution CEB nº 2, of April 7th 1999, from the National Education Council’s Chamber for Basic Education, instituted the following national curricular guidelines for Primary Education:

“I – The schools should, as guides for their pedagogical actions, establish:

a) ethical principles of autonomy, responsibility, solidarity and respect for the common good;

b) principles of the Rights and Obligations of Citizenship, of the exercise of critical judgement and of respect for the democratic order;
c) aesthetic principles of sensibility, creativity and diversity of artistic and cultural manifestations.

II – When defining their pedagogical proposals, the schools should make explicit the recognition of the students’ personal identities, and that of the teachers and other professionals, and the identity of every school unit and its respective educational systems.

III – The schools should recognize that learning is constituted by the interaction of the processes of knowledge with those of language and affection, as a consequence of the different identities of the various participants in the schooling context. The different life experiences of the students, professors and other participants in the school environment, expressed through multiple forms of dialogue, should contribute to the constitution of affirmative and persistent identities, capable of carrying out autonomous and solidary actions with regard to knowledge and values indispensable to life as a citizen.

IV – All schools should guarantee equality of access for students to a common national base, so as to legitimate the unity and quality of pedagogical action in the face of national diversity. The common national base and its diversified part should be integrated around the curricular paradigm, that aims to establish the relation between primary education and:

a) life as a citizen with the articulation between various of its aspects such as: 1. health; 2. sexuality; 3. family and social life; 4. the environment 5. work 6. science and technology; 7. culture; 8. languages.


V – The schools should make explicit in their curricular proposals teaching processes centered on relations with their local, regional and worldwide community, aiming for interaction between primary education and citizenship; the students, when learning the knowledge and values of the common national base and of the diversified part, will also be constituting their identity as citizens, capable of being protagonists of responsible, solidary and autonomous actions in relation to themselves, their families and their communities.
VI – The schools will use the diversified part of their curricular proposals to enrich and complement the common national base, propitiating, in a specific way, the introduction of projects and activities of interest to their communities.

VII – The schools should work in a climate of cooperation between the administration and the teams of teachers, so that there are favorable conditions for the adoption, execution, assessment and improvement of the educational strategies, as a consequence of using the physical space adequately” (Res. CEB n° 2/98, Art. 3).

Secondary Education: In 1998, the National Education Council’s Chamber of Basic Education approved the resolution (Res. nº 03, of June 26th 1998) instituting the National Curricular Guidelines for Secondary Education (DCNEM). According to this resolution, the aesthetic, political and ethical principles of secondary education are:

“I – the Aesthetics of Sensibility, which should replace that of repetition and standardization, stimulating creativity, inventive spirit, curiosity about the unusual, and affection, as well as facilitating the constitution of identities capable of bearing discomfort, co-existing with the uncertain and the unpredictable, embrace and co-exist with diversity, value quality, delicacy, subtlety, the playful and allegorical forms of knowing the world, and make of leisure, sexuality and imagination a responsible exercise of freedom .

II – the Politics of Equality, having as a starting point the recognition of human rights and the obligations and rights of citizenship, aiming for the constitution of identities that seek and practice equality in the access to social and cultural goods, in the respect for the common good, in leadership and responsibility in the public and private domain, in the fight against all discriminatory forms and in the respect for the principles of the Constitutional State in the form of the federative system and the democratic and republican regime.

III – the Ethics of Identity, seeking to overcome dichotomies between the moral universe and the material world, the public and the private, in order to constitute sensible and equal identities reflecting the values of their time, practicing a contemporary humanism, by the recognition, respect and acceptance of the identity of the other and by the incorporation of solidarity, responsibility and reciprocity as orienting values in their actions in their professional, social, civil and personal lives” (Res. CEB/CNE, nº 03/98).

Higher Education: In an edict of December 3rd 1997, the National Education Council’s (CNE) Chamber of Higher Education (CES) defined the principles for the elaboration of the National Curricular Guidelines (DCN) for higher university courses. These were
constructed, for each course, in the years thereafter and published by the CNE in the form of resolutions. According to the Edict of 1997, the Guidelines should:

“1) Ensure for the institutions of higher education ample freedom in the composition of the credit hours to be fulfilled for the completion of the curricula, as well as the specification of the study units to be administered;

2) Indicate the topics or fields of study and other experiences of teaching-learning that will comprise the curricula, avoiding as far as possible the setting of specific contents with predetermined credit hours, which cannot exceed 50% of the total credit hours of the courses;

3) Avoid unnecessary prolongation of the duration of the undergraduate courses;

4) Encourage a solid general education, necessary for the future graduates to be able to overcome the challenges of renewed conditions in the exercise of their profession and in the production of knowledge, allowing varied types of formation and differentiated skills within the same program;

5) Stimulate independent study practices, aiming for a progressive professional and intellectual autonomy of the student;

6) Encourage the recognition of knowledge, skills and capabilities acquired outside of the school environment, even those relating to professional experience deemed relevant for the educational area in question;

7) Strengthen the articulation of theory with practice, valuing individual and collective research, as well as practical professional training and participation in extension activities;

8) Include orientations for carrying out periodical evaluations that use varied instruments and serve to inform teachers and students regarding the development of the educational activities” (Edict CES nº 776/97).

d. The legal framework of Education

The general structure of Brazilian education is defined by the Federal Constitution, especially in Title VIII, Chapter III: On Education, Culture and Sports (Arts. 205-229), and in Article 60 and 61 of the Temporary Constitutional Provisions Act (ADCT). Two Constitutional Amendments are particularly important for education: nº 14, of September 13th 1996 – it created the Fund for the Development of Primary Education and Valuing of Education Professionals (Funde), allowing a decisive advance in the expansion of Primary Education; and nº 53, of February 19th 2006 –
it created the Fund for the Maintenance and Development of Basic Education and for Valuing of Education Professionals (Fundeb), making the expansion and qualification of the whole of basic education possible.

The institutional structure of Brazilian education, with its attributes, responsibilities, and comprehensions; the organization of school life, with its subjects, curricula and methodologies; the principles and objectives of the educational activity and the other components necessary for its realization are defined in Law nº 9.394, of December 20th 1996, known as the National Law of Education (LDB). After the LDB followed other important laws, expanding it, modifying its provisions or, in the majority of cases, regulating and making practical what it instituted. Of the subsequent laws, it worth noting Law nº 10.172, of January 9th 2001, which published the National Educational Plan.

In terms of educational funding, the constitutional provision that defines the percentages of taxes that are to be allocated to education (CF, Art. 212) is complemented by said Amendments nº 14 and nº 53 and by the Laws nº 9.424, of December 24th 1996, that regulated the Fundef, and nº 11.494, of June 20th 2007, that regulated the Fundeb. Also dealing with educational funding is Law nº 10.260, of July 12th 2001 (modified by Law nº 11.552, of November 19th 2007), that regulate the Financing Students in Higher Education Fund (educational credit) and Law nº 11.096, of January 13th 2005, that instituted the University for All Program (Prouni), allocating complete and partial non-refundable grants to economically disadvantaged students of the private higher education network.

Still deserving of mention are: Law nº 9.795, of April 27th 1999, that instituted the National Policy for Environmental Education; Law nº 10.219, of April 11th 2001 – that created the National Minimum Income Program connected to education (the School Grant Program, “Bolsa Escola”); Law 10.436, of April 24th 2002 – it regulates the Brazilian Sign Language (Libras); Law nº 10.861, of April 14th 2004 – it instituted the National System for Evaluation of Higher Education (SINAES); Law nº 10.845, of March 5th 2004 – it created the Program for Complementation of the Specialized Educational Services for People with Disabilities; Law nº 11.129, of June 30th 2005 – it instituted the National Program for Youth Inclusion (Projovem), the National Youth Council and the National Youth Secretariat; Law nº 11.180, of September 23rd 2005 – created the Factory School Project, authorized the concession of persistence allowance to students who are beneficiaries of the University for All Program (Prouni) and instituted the Tutorial Education Program, allocating grants for scientific initiation to undergraduate students and tutorial grants to advising teachers; Law nº 11.274, of
February 6th 2006 − it regulates the duration of 9 (nine) years for primary education, with obligatory enrollment from 6 (six) years of age; and, finally, Law nº 11.738, of July 16th 2008 − that set the national minimum wage for public teaching professionals in basic education.

Still, the existence of a vast number of Presidential Decrees, Ministerial Ordinances and Resolutions from the National Education Council must be mentioned as constitutive and important parts of the legal framework of Brazilian education. Among them, Decree nº 5.622, of December 20th 2005 − it regulated Distance Education (replacing the Decrees nº 2.494, of February 10th 1998, and nº 2.561, of April 27th 1998); Decree nº 5.626/2005 − it regulates Law nº 10.436/2002 and the Brazilian Sign Language (Libras); Decree nº 6.094, of April 24th 2007 − it regulates the implementation of the Plan of Objectives Commitment of All towards Education, for the Federal Government, in a collaborative effort with the Cities, the Federal District and the States, and the participation of the families and the community, through programs and actions of technical and financial assistance, with the aim of social mobilization for the improvement of the quality of basic education; and the Decrees nº 5.773, of May 9th 2006, and nº 6.303, of December 12th 2007 − they regulate the exercise of the functions of regulation, supervision and evaluation of the higher education institutions and higher undergraduate and sequential courses in the federal educational network; Decree nº 6.571, of September 17th 2008 − it regulates the technical and financial support for the public educational network of the States, of the Federal District and the Cities, with the goal of expanding the offer of specialized educational service for students with disabilities, global development disorders and special skills/exceptional gifts, enrolled in the public regular education network.

With regard to the resolutions of the National Education Council, it is important to highlight Resolution CEB nº 2, of April 7th 1998 − it instituted the National Curricular Parameters for Primary Education (PCN); Resolution CEB/CNE nº 03, of June 26th 1998 − it instituted the National Curricular Guidelines for Secondary Education (DCNEM); Resolution CEB nº 1, of April 7th 1999 − it instituted the Curricular Guidelines for Early Childhood Education; and the resolutions that defined the National Curricular Guidelines (DCN) for the higher undergraduate courses.

It can also be emphasized that, in their areas of jurisdiction, the States and the Cities legislate on education, respecting the structure defined by the federal legislation.
1.2. Principal policies, achievements, and experiences acquired

Early Childhood Education: Traditionally, early childhood education was treated as an activity separated from school education, leaving it in the hands of the families who carried it out in domestic environments or sent the children to private or philanthropic non-schooling institutions that were meant to simply substitute for the family. Even the rare schools that had kindergartens did not articulate this activity as a real schooling activity. In this way, even after the LDB had defined early childhood education as the first stage of basic education, it continued receiving a different treatment (of less importance) in relation to primary education. This is true to the extent that, when the Brazilian state created Fundef in 1996, early childhood education was left out of its financing profile. Even the National Education Plan (PNE, Law nº 10.172, of January 9th 2001), that defined ambitious goals for it, did not predict its universalization. The first goal states: “Expand the offer of early childhood education so as to service, within five years, 30% of the population up to 3 years of age and 60% of the population from 4 to 6 years [or 4 and 5 years, after Law nº 11.274/2006] and, by the end of the decade, reach the goal of 50% of children from 0 to 3 years of age and 80% of those from 4 to 6 [4 and 5, after Law nº 11.274/2006] years of age”.

The determined expansion policy for early childhood education, meanwhile, is producing excellent results. The first goal of the PNE with regard to preschool was surpassed ahead of time, as can be observed in Table 1:

<table>
<thead>
<tr>
<th>Geographical Span</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brazil</td>
<td>38,7</td>
<td>57,1</td>
<td>58,4</td>
<td>59,9</td>
<td>60,8</td>
<td>62,9</td>
</tr>
<tr>
<td>North</td>
<td>26,8</td>
<td>51,9</td>
<td>52,7</td>
<td>54,3</td>
<td>47,7</td>
<td>50,8</td>
</tr>
<tr>
<td>Northeast</td>
<td>36,0</td>
<td>59,4</td>
<td>60,6</td>
<td>61,9</td>
<td>63,6</td>
<td>67,0</td>
</tr>
<tr>
<td>Southeast</td>
<td>46,6</td>
<td>62,5</td>
<td>64,2</td>
<td>64,6</td>
<td>67,3</td>
<td>68,9</td>
</tr>
<tr>
<td>South</td>
<td>33,9</td>
<td>45,7</td>
<td>46,3</td>
<td>51,2</td>
<td>50,1</td>
<td>52,5</td>
</tr>
<tr>
<td>Center-West</td>
<td>33,5</td>
<td>44,4</td>
<td>46,0</td>
<td>47,7</td>
<td>51,3</td>
<td>50,1</td>
</tr>
</tbody>
</table>

Source: IBGE/Pnad; Elaborated by Inep/DTDIE
Note: Excluding the rural population of RO, AC, AM, RR, PA, for the years 2001-2003

Note that, in accordance with the goal from the PNE, in 2006, Brazil should have reached 60% of schooling for children from 4 to 6 years of age. In 2005, the percentage had already reached 62.9%. The growth of the net schooling rate in preschool is expressed from year to year, even if one can note that some regions did not reach the levels of the national average (Center-West, North and South). In this regard, it is notable that the index of the Northeastern Region, the second largest in the country, is falling slightly behind the Southwest. On the other hand, the relatively low
The Ministry of Education - Brazil

THE DEVELOPMENT OF EDUCATION
INCLUSIVE EDUCATION: THE WAY OF THE FUTURE

index presented by the Southern Region is surprising, a phenomenon that will not be seen in any of the other educational indicators in the country.

With regard to the net schooling rate of children from 0 to 3 years (day care), according to the IBGE, in 2002 the index was 11.7%, rising to 17.1% in 2007, a significant growth, even if PNE’s goal of reaching 30% by 2006 is far from being achieved.

**Primary education:** In Brazil, primary education is close to reaching universality, as the following data show.

**Table 2: Net Schooling Rate of Primary Education – Brazil 2000-2005**

<table>
<thead>
<tr>
<th>Geographical Span</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brazil</td>
<td>90,3</td>
<td>93,1</td>
<td>93,7</td>
<td>93,8</td>
<td>93,8</td>
<td>94,4</td>
</tr>
<tr>
<td>North</td>
<td>83,1</td>
<td>91,9</td>
<td>92,0</td>
<td>92,6</td>
<td>92,1</td>
<td>93,1</td>
</tr>
<tr>
<td>Northeast</td>
<td>87,1</td>
<td>90,4</td>
<td>91,5</td>
<td>91,6</td>
<td>91,6</td>
<td>92,4</td>
</tr>
<tr>
<td>Southeast</td>
<td>91,8</td>
<td>94,6</td>
<td>95,1</td>
<td>95,2</td>
<td>95,4</td>
<td>95,8</td>
</tr>
<tr>
<td>South</td>
<td>92,7</td>
<td>95,1</td>
<td>95,6</td>
<td>95,6</td>
<td>95,5</td>
<td>95,9</td>
</tr>
<tr>
<td>Center-West</td>
<td>90,1</td>
<td>94,3</td>
<td>93,7</td>
<td>93,8</td>
<td>94,2</td>
<td>94,7</td>
</tr>
</tbody>
</table>

Source: IBGE/Pnad; Elaborated by Inep/DTDIE
Note: Excluding the rural population of RO, AC, AM, RR, PA, for the years 2001-2003

Preliminary data from the MEC/Inep indicate that, in March 2008, the net schooling rate (youngsters between 7 and 14 years that are in primary education) reached the height of 96.5%. In 2006, this rate was 96.0%. Continuing at this speed, within a few years the rate should approximate 100%. For that, however, it is necessary diminish, above all, the regional disparities that are still quite prominent. For example, the Southeastern Region, with 97.6%, and the South, with 97.1%, show a profile quite different from the other regions, especially, from the Northern Region, that has 91.9%, and the Northeastern Region, that has 92.0%. Observe that if the preliminary data from 2008 are confirmed, then there is a decrease in the net schooling rate of the Northern Region and the Northeast in comparison with 2005. Internally in the regions, there are also disparities: for example the states Piauí, with 85.9%, and Alagoas, with 87.6%, are, even in the Northeastern context, very far from Bahia that has 94.7% and Paraíba that has 93.8%.

Brazil advanced rapidly in the process of overcoming the age-grade distortion, although it remains high, as can be seen in the next Table:
Table 3: Age-grade distortion rate in Primary Education – Brazil and Regions 2000-2006

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Brazil</td>
<td>41.7</td>
<td>39.1</td>
<td>36.6</td>
<td>33.9</td>
<td>31.5</td>
<td>30.0</td>
<td>28.6</td>
</tr>
<tr>
<td>North</td>
<td>55.6</td>
<td>52.9</td>
<td>50.0</td>
<td>47.9</td>
<td>44.7</td>
<td>43.4</td>
<td>41.4</td>
</tr>
<tr>
<td>Northeast</td>
<td>59.8</td>
<td>57.1</td>
<td>53.6</td>
<td>49.4</td>
<td>45.6</td>
<td>43.9</td>
<td>41.2</td>
</tr>
<tr>
<td>Southeast</td>
<td>27.0</td>
<td>24.0</td>
<td>22.3</td>
<td>20.7</td>
<td>19.6</td>
<td>18.2</td>
<td>17.8</td>
</tr>
<tr>
<td>South</td>
<td>23.5</td>
<td>21.6</td>
<td>20.3</td>
<td>19.2</td>
<td>18.3</td>
<td>17.9</td>
<td>18.3</td>
</tr>
<tr>
<td>Center-West</td>
<td>40.9</td>
<td>38.0</td>
<td>35.5</td>
<td>32.2</td>
<td>30.3</td>
<td>28.0</td>
<td>26.6</td>
</tr>
</tbody>
</table>

Source: MEC/Inep

The youngsters coming to class in a grade not compatible with their age diminished from 41.7%, in 2000, to 28.6% in 2006, a phenomenon that experienced the same tendency in all of the country’s regions, even if this rate remains high for the whole of Brazil and, especially for the Northern Region and the Northeast. Diagram 1 shows this reality.

Diagram 1: Age-grade distortion rate in Primary Education - Brazil and Regions 2000-2006

The most preoccupying situation, with regard to this aspect, refers to the states Pará and Alagoas, whose age-grade distortion rates, in Primary Education, are 47%. At the other extreme is São Paulo, with 9.7% and Santa Catarina, with 14.7%.

Brazil also managed to improve the school drop-out indexes with regard to primary education, going from 12.0% in 2000, to 7.5% in 2005.
Table 4: Drop-out rate in Primary Education – Brazil and Regions 2000-2001, 2003-2005

<table>
<thead>
<tr>
<th>Geographical Span</th>
<th>2000</th>
<th>2001</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brazil</td>
<td>12,0</td>
<td>9,6</td>
<td>8,3</td>
<td>8,3</td>
<td>7,5</td>
</tr>
<tr>
<td>North</td>
<td>17,7</td>
<td>13,7</td>
<td>11,5</td>
<td>12,3</td>
<td>11,1</td>
</tr>
<tr>
<td>Northeast</td>
<td>17,6</td>
<td>14,5</td>
<td>13,4</td>
<td>13,6</td>
<td>12,3</td>
</tr>
<tr>
<td>Southeast</td>
<td>6,5</td>
<td>4,9</td>
<td>4,1</td>
<td>4,0</td>
<td>3,6</td>
</tr>
<tr>
<td>South</td>
<td>5,9</td>
<td>4,4</td>
<td>3,0</td>
<td>2,9</td>
<td>2,7</td>
</tr>
<tr>
<td>Center-West</td>
<td>15,1</td>
<td>12,6</td>
<td>10,5</td>
<td>9,9</td>
<td>8,4</td>
</tr>
</tbody>
</table>

Source: MEC/Inep

Having considered the country’s regions, the tendency of school drop-out reduction was manifested in all of them, although it is necessary to observe that, also in this aspect, the Northeastern Region and the North display quite high percentages and differences in relation to the others, especially the Southern Region and the Southeast, even though the decrease in those regions in a few instances were more accentuated than in the latter, as diagram 2 shows.


The index of failure in primary education in Brazil is worrying, not so much for the proportions of its percentages, but principally for its tendency to increase, confirmed in the last few years. See Table 5.

Table 5: Failure rate in Primary Education – Brazil and Regions 2000-2001, 2003-2005

<table>
<thead>
<tr>
<th>Geographical Span</th>
<th>2000</th>
<th>2001</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brazil</td>
<td>10,7</td>
<td>11,0</td>
<td>12,1</td>
<td>13,0</td>
<td>13,0</td>
</tr>
<tr>
<td>North</td>
<td>13,6</td>
<td>14,5</td>
<td>15,1</td>
<td>16,2</td>
<td>15,8</td>
</tr>
<tr>
<td>Northeast</td>
<td>14,0</td>
<td>14,3</td>
<td>15,5</td>
<td>16,7</td>
<td>16,3</td>
</tr>
<tr>
<td>Southeast</td>
<td>6,6</td>
<td>6,9</td>
<td>8,2</td>
<td>8,9</td>
<td>9,2</td>
</tr>
<tr>
<td>South</td>
<td>10,8</td>
<td>11,2</td>
<td>11,8</td>
<td>13,2</td>
<td>13,9</td>
</tr>
<tr>
<td>Center-West</td>
<td>11,2</td>
<td>10,9</td>
<td>11,8</td>
<td>12,2</td>
<td>11,9</td>
</tr>
</tbody>
</table>

Source: MEC/Inep
This phenomenon seems very solid and affects the various regions of the country in a similar way. Even the Southeastern Region, which shows an index significantly below that of the others, in reality does not discord, since the growth rate is more significant, as can be observed in diagram 3.


Illiteracy in Brazil, according to data from the IBGE, fell from 14.7% in 1996 to 10.4% in 2006 (IBGE/Pnad, 1996 and 2006). The highest indexes are strongly skewed in the direction of more advanced age groups, indicating that the phenomenon tends to diminish and, in the long run, disappear. The table below shows the illiteracy indexes of 15-year-olds or older, and by age group.

Table 6: Illiteracy Rate by Age Group – Brazil 2006

<table>
<thead>
<tr>
<th>Year</th>
<th>15 years or older</th>
<th>15 to 17 years</th>
<th>18 to 24 years</th>
<th>25 years or older</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Men</td>
<td>Women</td>
<td>Total</td>
</tr>
<tr>
<td>2006</td>
<td>10.4</td>
<td>10.6</td>
<td>10.1</td>
<td>1.6</td>
</tr>
</tbody>
</table>

Source: IBGE-Pnad 2006

The preoccupying fact of this statistic is that between the ages of 15 and 17, 1.6% of the people are illiterate. This means that the system continues producing illiterates. Also notable is the fact that the percentages of male illiteracy is, in all age groups, higher than those of female illiteracy, the opposite of what was found in 1996, when the rate of female illiteracy was higher than the male (14.8% against 14.5%). The difference from 2006 is, consequently, more expressed in the youngest age groups, which indicates that school is a place that attracts people of male sex to a lesser extent or that the male portion of the population feels obligated to give up school, perhaps because of need to start working prematurely.
Brazilian illiteracy follows the regional distribution of wealth and the respective social inequality. While the national average of illiterates over 15 years of age is 10.4%, in the Northern Region, the index reaches 11.3% and, in the Northeastern Region, 20.7%. The Southeastern Region has 6.0%, the South 5.7% and the Center-West has 8.3%. The Southern Region, which shows the best distribution of wealth, also has the lowest illiteracy index. The Northeastern Region has the opposite profile.

**Secondary Education:** The universalization of secondary education will be slower and more difficult than the universalization of primary education. Firstly, because attendance is not obligatory; secondly, because, not being obligatory, the public authorities are not compelled to offer it universally. Thirdly, the universalization of secondary education is difficult because, at 16 years of age, a youngster from the popular classes seeks a remunerated occupation fervently and the world of work, for many, marks the end of their schooling.

In addition to this, it is necessary to point out that, also in this domain, the regional disparities weigh heavy, produced by a long history of abandonment and exploitation. The Northeastern Region and the North therefore show net schooling rates well below the national average, although they, from 2000 to 2005, have achieved improvement rates slightly higher than the other regions. The historic distortion continues, since it hangs over these regions and maintains them in an unfavorable situation before the national panorama. Table 7 shows net schooling rates for secondary education in Brazil and its regions.

**Table 7: Net Schooling Rate in Secondary Education – Brazil 2000-2005**

<table>
<thead>
<tr>
<th>Geographical Span</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brazil</td>
<td>34.4</td>
<td>36.9</td>
<td>40.0</td>
<td>43.1</td>
<td>44.4</td>
<td>45.3</td>
</tr>
<tr>
<td>North</td>
<td>19.2</td>
<td>26.4</td>
<td>29.1</td>
<td>31.7</td>
<td>27.5</td>
<td>30.7</td>
</tr>
<tr>
<td>Northeast</td>
<td>18.9</td>
<td>20.5</td>
<td>22.7</td>
<td>25.5</td>
<td>27.9</td>
<td>30.1</td>
</tr>
<tr>
<td>Southeast</td>
<td>46.3</td>
<td>48.0</td>
<td>52.4</td>
<td>55.5</td>
<td>58.0</td>
<td>57.4</td>
</tr>
<tr>
<td>South</td>
<td>44.0</td>
<td>47.8</td>
<td>50.7</td>
<td>52.7</td>
<td>53.4</td>
<td>53.6</td>
</tr>
<tr>
<td>Center-West</td>
<td>34.4</td>
<td>36.7</td>
<td>40.0</td>
<td>44.2</td>
<td>44.9</td>
<td>45.9</td>
</tr>
</tbody>
</table>

Source: IBGE/Pnad; Elaborated by Inep/DTDIE
Note: Excluding the rural population of RO, AC, AM, RR, PA, for the years 2001-2003

In table 7 it can be observed that in secondary education Brazil had, in 2000, a schooling rate of only 34.4%. In 2005, this rate reached 45.3%, showing a significant increase, but also signaling the proportions of the challenges that lie ahead in terms of universalizing this level of education. Even the regions that are in more favorable positions, display rates barely over 50%, as is the case of the Southeast and the South.
The growth found from 2000 to 2005 in the schooling rate is not translated, in the same proportion, into terms of graduation, since, as can be seen in the next table, the absolute numbers are almost repeated throughout the period.

Table 8: Graduates of Secondary Education – Brazil 2000-2005

<table>
<thead>
<tr>
<th>Year</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1,836,130</td>
<td>1,855,419</td>
<td>1,884,874</td>
<td>1,851,834</td>
<td>1,997,088</td>
<td>1,858,615</td>
</tr>
</tbody>
</table>

Source: Inep/MEC – School Census

The disparity between the improvement in the net schooling rate and the performance of the graduates is explained, mainly, by the high drop-out rates found in the period, as seen in the following table:

Table 9: Evolution of the Drop-out Rates in Secondary Education – Brazil 2000-2005

<table>
<thead>
<tr>
<th>Geographical Span</th>
<th>2000</th>
<th>2001</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brazil</td>
<td>16,6</td>
<td>15,0</td>
<td>14,7</td>
<td>16,0</td>
<td>15,3</td>
</tr>
<tr>
<td>North</td>
<td>21,3</td>
<td>20,5</td>
<td>19,6</td>
<td>21,6</td>
<td>20,8</td>
</tr>
<tr>
<td>Northeast</td>
<td>19,9</td>
<td>17,4</td>
<td>18,9</td>
<td>20,9</td>
<td>20,1</td>
</tr>
<tr>
<td>Southeast</td>
<td>13,9</td>
<td>12,5</td>
<td>11,1</td>
<td>11,8</td>
<td>10,9</td>
</tr>
<tr>
<td>South</td>
<td>15,7</td>
<td>14,9</td>
<td>12,9</td>
<td>13,9</td>
<td>13,2</td>
</tr>
<tr>
<td>Center-West</td>
<td>21,3</td>
<td>18,0</td>
<td>18,1</td>
<td>19,0</td>
<td>17,6</td>
</tr>
</tbody>
</table>

Source: MEC/Inep

The hopes with regard to the democratization and qualification of secondary education rest on two principal factors: firstly, the investments that the Fundeb brings to this educational level could, effectively, give it a new orientation and stimulus; secondly, data released by Ipea (the Institute for Applied Economic Research) show a fall in the inequality of income distribution in Brazil. The Gini index, which is the international parameter for measuring inequality (the Gini index goes from zero to 1 and the higher it is, the greater the inequality), indicates a progressive reduction of inequality since 2002.

Diagram 4: Gini Index – Brazil 2002-2007

Source: Ipea
This reduction in inequality is due to the increased income of the poorest sectors, above what has happened with those who occupy the top of the social pyramid, owing, mainly, to stimuli given by public policies. The poorest 10% had their income increased from R$169.22 to R$206.38, an increase of 22.0%. The richest 10% went from R$ 4,625.74 to R$ 4,853.03, a growth of 4.9%. If this tendency is maintained, then certainly we can expect a visible strengthening of the school system, especially of secondary education, since, undoubtedly, a big part of its penury is a result of the economic frailty of those attending it.

**Special education:** Traditionally, special education was organized as a parallel system to regular education, with a strong presence of specialized private institutions, characterized by giving aid and an absence of incentives for the regular schools to carry out actions for attending to special educational needs in the educational process. In the last few years, with the implementation of a public policy of inclusive education, significant advances were achieved, with regard to the access to regular public education, as the School Census records show. The indicators show an evolution in enrollments from 882,215 in 2000, to 700,624 in 2006; of these, 47% are enrollments of students in ordinary schools with regular education, an index that, in 2000, represented only 21%, as the following diagram shows:

**Diagram 5: Evolution of the Special Education enrollments – Brazil: 1998-2006**

![Diagram 5: Evolution of the Special Education enrollments – Brazil: 1998-2006](image)

Beginning with the development and the organization of the resources and services of special education in the public educational network, for effectuating the equality of conditions for the access to and permanence of children in school, there is, in 2006, a clear evolution of the enrollments in the public network that reaches the index 63% and the reduction of this percentage in the private institutions, which go on to represent 37%, as shown by the following diagram:
Concerning the distribution of the enrollments per educational stage in 2006: 112,988 (16%) are in early childhood education, 466,155 (66.5%) in primary education, 14,150 (2%) in secondary education, 58,420 (8.3%) in youth and adult education and 48,911 (6.3%) in vocational education.

**Higher Education – Sequential Courses**: The LDB created the phenomenon of the sequential courses, shorter and more versatile modalities of intellectual and professional training. Two modalities were proposed: specific training (conferring a diploma and having a duration of at least 1,600 hours) and complementation of studies (conferring a certificate and without parameters of duration). The institutions can use the available vacancies in the undergraduate courses to set up their sequential courses, having complete freedom in shaping the curricula. The complementation of studies modality did not succeed and is, as a matter of fact, characterized by being a form of continuous education; the modality specific training, in turn, has a problem to resolve: what professional rights will they bestow upon those who take these courses? This lack of definition can perhaps explain the fluctuation in the offer of courses and the low number of enrollments, as can be seen in table 8:

<table>
<thead>
<tr>
<th>Year</th>
<th>Courses</th>
<th>Enrollments</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>681</td>
<td>50,209</td>
</tr>
<tr>
<td>2005</td>
<td>728</td>
<td>52,000</td>
</tr>
<tr>
<td>2006</td>
<td>669</td>
<td>55,265</td>
</tr>
</tbody>
</table>

Source: MEC/Inep – Census of Higher Education

**Higher Education – Undergraduate studies**: The publication of the National Law of Education (Law no 9.394, of December 20th 1996) represents the framework for
Brazilian higher education, a framework that opens a period with its own very prominent characteristics that can be summarized in the following processes: expansion-privatization-diversification. In the three tables that follow, we can see the numbers of the institutions, courses and enrollments, with the growth percentages from 2006 in relation to 1996. We can also see the evolution of public higher education and private higher education.

### Table 11: Higher education institutions and growth percentages, by administrative category – Brazil 1996 and 2006

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Δ %</th>
<th>Public</th>
<th>Δ %</th>
<th>Private</th>
<th>Δ %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td>922</td>
<td>-</td>
<td>211</td>
<td>-</td>
<td>711</td>
<td>-</td>
</tr>
<tr>
<td>2006</td>
<td>2,270</td>
<td>146.2</td>
<td>248</td>
<td>17.5</td>
<td>2,022</td>
<td>84.4</td>
</tr>
</tbody>
</table>

Source: MEC/Inep – Census of Higher Education

### Table 12: Obligatory attendance courses and growth percentages, by administrative category – Brazil 1996 and 2006

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Δ %</th>
<th>Public</th>
<th>Δ %</th>
<th>Private</th>
<th>Δ %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td>6,644</td>
<td>-</td>
<td>2,978</td>
<td>-</td>
<td>3,666</td>
<td>-</td>
</tr>
<tr>
<td>2006</td>
<td>22,101</td>
<td>232.6</td>
<td>6,549</td>
<td>119.9</td>
<td>15,552</td>
<td>324.2</td>
</tr>
</tbody>
</table>

Source: MEC/Inep – Census of Higher Education

### Table 13: Enrollments in obligatory attendance courses and growth percentages, by administrative category – Brazil 1996 and 2006

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Δ %</th>
<th>Public</th>
<th>Δ %</th>
<th>Private</th>
<th>Δ %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td>1,868,529</td>
<td>-</td>
<td>735,427</td>
<td>-</td>
<td>1,133,102</td>
<td>-</td>
</tr>
<tr>
<td>2006</td>
<td>4,676,646</td>
<td>150.3</td>
<td>1,209,304</td>
<td>64.4</td>
<td>3,467,342</td>
<td>206.0</td>
</tr>
</tbody>
</table>

Source: MEC/Inep – Census of Higher Education

In 10 years, the higher education system grew at spectacular rates (146.2%, for the IES; 232.6%, for courses; and 150.3%, for obligatory attendance enrollments). The private sector presented the most significant results (184.4%, 324.2% and 206.0%, respectively).

New private institutions appeared in large quantities. According to data from the Institutions and Courses Register of the Inep/MEC, of the active institutions in 2006 only 29.3% were accredited before 1996. The others (70.7%) were accredited after the LDB. Of these young institutions, more than 80% offered, in 2006, ten courses or less – the majority had up to 3 authorized courses. This offer is small if seen from the individual perspective of each institution, but, put together, it represents a significant offer. It is also a fact that these new institutions forced the old institutions, especially those who held the prerogative of autonomy, to expand rapidly, radicalizing the competition. From 1996 to 2006, the course grew, as the preceding tables show, 232.6% (324.2%, if considering only the private IES). The enrollments, the main indicator of the demand, grew a lot less: 150.3% (206.0% if considering only the private IES).
The expansion of higher education worked in two ways: to the side, a movement by which the IES incorporated the middle sections that still did not have access to higher education; and downwards, a movement by which significant contingents of the popular classes were incorporated. Both movements implied the opening of a lot of vacancies (in different courses, depending on the social segments that wanted to join) and, at the same time and in a special way, the geographical expansion of the institutional structure. Few middle-sized cities are still without at least one higher education institution. Even some small-sized cities, of 20 thousand inhabitants or less, already have an operative university in place. According to data from the Higher Education Institutions Register (Inep/MEC), there were, at the end of 2005, higher education institutions (or, at least, one higher education course) in place in 1,620 Brazilian municipalities, which gives a percentage of 29.1% in relation to the total number of City governments (5,561). The other 3,941 cities (70.9%) are, generally, small cities (60.9% have less than 10 thousand inhabitants; 26.2% have between 10 thousand and 20 thousand; 8.0% have between 20 thousand and 30 thousand; and only 4.9% have more than 30 thousand inhabitants). Those few cities that have a significant popular contingent and did not have, in 2005, a higher education institution were characterized by widespread poverty and low rates of schooling, factors that work against private academic undertakings in those territories. Even so, higher education continued to expand and, undoubtedly, advanced a little more in these, at first forgotten territories. Recently, Distance Education (EAD), without the limits imposed on education with obligatory attendance, created outposts also in these popular strongholds of minor significance, offering, especially, courses in pedagogy and administration.

The private expansion demanded the appearance of another phenomenon: diversification. This process gave a complex form to the specter of the institutional models with their Universities (centralized or multicampi), University Centers, Integrated Colleges, Colleges, Higher Education Institutes, Technology Colleges and Centers for Technological Education. Several of these institutions were also accredited to offer EAD. It was the LDB that opened the educational field to this multitude of experiences. The curricula were mad more flexible through the National Curricular Guidelines (DCN) and the IES could organize undergraduate courses in differentiated formats: baccalaureates, degrees and technological, each one with an infinite number of internal variations, whether in terms of content, duration or methodology.

There is no doubt that the expansion of higher education – undergraduate courses – with regard to the private network is driven to a greater extent by the offer than by the demand. This is generating certain instability in the system, due to the
high rate of vacancies that remain idle in every selective process. Table 12 shows the percentage evolution of the idle vacancies in private higher education, from 1996 to 2006.

Table 14: Evolution of the percentage of idle vacancies in the private IES – Brazil 1996-2006

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Idleness</td>
<td>22.9</td>
<td>22.4</td>
<td>21.6</td>
<td>23.0</td>
<td>31.5</td>
<td>31.2</td>
<td>37.4</td>
<td>42.2</td>
<td>49.5</td>
<td>47.8</td>
<td>49.9</td>
</tr>
</tbody>
</table>

Source: MEC/Inep – Census of Higher Education

The supply is so daring that, since 2003, the number of vacancies made available in higher education is higher than the number of students graduating from secondary education in the previous year: in 2002, 1,884,874 students graduated from secondary education; the higher education institutions offered, in the following year, 2,002,683 vacancies in the undergraduate courses with obligatory attendance (a relation of 0.9/1). In 2003, secondary education graduated 1,851,834 students; the higher education institutions offered, in the following year, 2,320,421 vacancies (a relation of 0.8/1). In 2004, 1,997,088 students graduated from secondary education; the higher education institutions offered, in the following year, 2,435,987 vacancies (a relation of 0.8/1). In 2005, 1,858,615 students graduated from secondary education; the higher education institutions offered, in the following year, 2,629,598 vacancies (a relation of 0.7/1). It is clear that higher education does not only count on the candidate who graduates from secondary education in the previous year. It always incorporates a significant number of people who finished secondary education at another time, those who took a leave of absence from their higher level courses, and those who seek a second or third undergraduate course. Even so, it is undeniable that there is a progressive inconsistency between supply and demand.

**Higher Education – Postgraduate (Master’s or Ph.D.):** The Coordination for the Improvement of Higher Education Personnel (Capes), has, since its creation in 1951, organized and managed postgraduate studies in Brazil in a very controlled manner. The high standards required of the programs meant that they were only instituted and consolidated in stable and academically well-equipped institutions. For that reason, it can maintain control over the system and guide its expansion, guaranteeing quality. In the following table appear the figures of the courses and students of postgraduate studies (master’s or Ph.D.), referring to the years 1996 (the year the LDB was approved), 2000, 2004, 2006 and 2007.
As it is question of a complex and very costly operation, postgraduate studies at master’s or Ph.D. level is not a field in which private institutions invest very enthusiastically, since the perspective of a financial return on the investment is, generally, low (if not inexistent). For this reason, and contrary to what happened in the case of undergraduate courses, the majority of the postgraduate programs are predominantly public. In effect, in 2007, 79.5% of the programs were maintained by public institutions. Of the programs that offered only master’s courses, the percentage of public ones was a little bit more modest (72.1%), but, in the programs that offered only Ph.D., the public institutions showed a percentage of 100.0%. Also in the programs that offered master’s and Ph.D. the lead of the public institutions was enormous (89.0%). The lead of the public institutions is small only in the offer of vocational programs (53.3%), and the explanation for that is evident: the vocational courses, being of a technical/practical nature, do not demand a final dissertation (a work based on academic research) and, for this reason, require less expenditures for guidance and research.

The control of the Capes and the high demand for investment determined that the growth of postgraduate studies was much more modest than that of the various modalities of undergraduate studies: from 1996 to 2006, the growth of the master’s and Ph.D. courses was 88.0% and the growth of students was 95.3%; in the same period the growth of the undergraduate courses with obligatory attendance was 232.6% and the growth of students was 150.3%.

Higher Education – Specialization courses: This is a modality of study that to a great extent is undefined, and it occupies a quite vague place in the Brazilian educational system. It is not a question of the degree of education, but of a specialization that is added to the undergraduate studies and, for this reason, it does not confer a diploma, but only a certificate. Its regulation is limited almost exclusively to 7 articles of Resolution nº 01/2001 from CES/CNE (the National Education Council’s Chamber for Higher Education) that deal with the admissions criterion (diploma from a university course), the composition of the teachers’ body (a minimum of 50% of the teachers should have a master’s or Ph.D.), the minimum duration of the course (360h) and a...
few requirements with regard to the certificate and its registration. The rest is up to the institutions who offer the course. The Ministry of Education leaves it in the hands of the internal bodies of each institution to define the area of focus, curriculum, schedule, methodology, form of admission, registration, certification, quality criteria, etc.

Because of this characterization, specialization courses became an option (a minor one, but not without importance) for the institutions to obtain an additional way of financing their activities. Not only the private institutions act in this field and with this objective, but also the majority of the public institutions that, through foundations created around them, offer, among other services, a significant quantity of specialization courses. Inep’s Register of Specialization Courses revealed that, in 2005, there were 15,875 specialization courses in operation in Brazil, and of these, approximately 76% were offered by private institutions and 24% by public institutions. Close to 80% of these courses were concentrated in three areas: applied social sciences, human sciences and health sciences. In all, 343,569 students were enrolled in these courses in 2005.

1.3. The educational system and the fight against poverty, social exclusion and cultural marginalization

In April 2007 the Ministry of Education launched the Educational Development Plan (PDE), which is a policy of integrating all fundamental actions of the Ministry of Education centered on the maintenance and development of education at all levels, of research, of expansion and of assessment. The fundamental premise of the PDE is the “Commitment of All towards Education”, a motivation that stimulated an extensive social mobilization in favor of the access to and permanence of children, young people and adults in school. The PDE is comprised of 40 programs or actions, the major part of which have a direct relation with the fight against poverty, social exclusion and cultural marginalization. The principal programs are the following:

**Fund for the Maintenance and Development of Basic Education and for Valuing of Education Professionals (Fundeb):** The Fundeb is constituted by 20% of various taxes and constitutional transferences from states and cities and of a complementary part from the Federal Government allocated to the states that have lesser financial means. This fund is designed for all the grades and modalities of basic education.

**On the Road to School – School Transportation Program for students in basic education living in rural areas:** The program sets aside special funding for the purchase of school vehicles manufactured with specifications determined by the federal government, to ensure safety and comfort for students who live in the countryside, to renew the fleet and reduce school drop-out in rural areas.
**Literate Brazil Program:** According to this program, the literacy of young people and adults is achieved, primarily, by teachers in the public school systems, on the shifts outside of their regular working hours. For that, they receive grants from the Ministry of Education. The cadre of literacy teachers is comprised of, at least, 75% teachers from the state and city public school systems.

**Light for All Program:** All the public schools in Brazil will have electric power. Today, close to 700 students in basic education (1.5% of the total) study in schools that do not have light. The start of the installation is set for 2009.

**Minimum Wage for Teachers in Basic Education:** According to Law nº 11.738, of July 16th 2008, the teachers in basic education of the states, cities, the Federal District and the Federal Government will be benefited by the entering into effect of the teachers national minimum wage, of R$ 950, for a regime of 40 hours of work per week. The Law also states that, “in the composition of the workday, a maximum of 2/3 (two thirds) of the timetabled hours should be reserved for activities in interaction with the pupils” (Art. 2, § 4), thus making clear that at least 1/3 of the teachers’ workday should be allocated to class preparation and activities of pedagogical training.

**National School Library Program for Secondary Education (PNBEM):** The program envisages the provision of collections of books for 17,049 educational institutions. In 2008, the investment of the Federal Government was R$ 17.5 million, in order that 7.7 million students of secondary education should have access to the new collections.

**National School Library Program (PNBE):** It serves early childhood and primary education, benefiting 21 million students (of which 5 million in early childhood and 16 million in primary education), with a total investment of R$36.7 million for the purchase of 5.1 million books.

**National Program for Reorganization and Equipment of the Public School System for Early Childhood Education (Proinfância):** The Federal Government aims to invest at least R$800 million, by 2011, in the improvement of the early childhood education facilities in Cities and in the Federal District, through the construction of day care centers/standard schools and supply of equipment. The goal is to finance up to 400 projects per year, favoring, in this way, the inclusion of children up to six years of age in the public school system.

**Installation of Multifunctional Resource Rooms Program:** The rooms are earmarked for regular education public schools, equipped with television, computers with printers, scanner and webcam; DVDs and software for accessibility; furniture and educational and pedagogical material specific to Braille, sign language, augmentative

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Geneva – Switzerland, November 25th to 28th 2008

National Report of Education

44
and alternative communication, among other resources of assistive technology for offering complementary specialized educational service. From 2005 to 2007, 1,251 multifunctional resource rooms were installed; in 2008 they will be more than 4,300, with the goal of achieving, by 2011, 30 thousand schools organized with Multifunctional Resource Rooms.

**Family Health Program:** Coordinated by the Ministry of Health, the program aims for basic health services at school, by means of integrated actions between the institutions of basic education and the basic health units and the teams from the Family Health Program. The objective is to formulate educational and health practices in order to promote a healthy lifestyle among students.

**Look at Brazil Program:** This program was developed to solve the high incidence of ophtamological problems that affect the Brazilian school population. The visual impairments are also responsible, to a certain extent, for school drop out and retention. Because of that, the program will identify students who have problems with their vision and will provide glasses free of charge.

**More Education Program:** It aims to expand the educational time and space for the students in the public school system. The program will be implemented with the help of the Ministries of Education, Sports, Culture and Social Development and will develop educational, artistic, cultural, sporting and leisure activities, with the objective of reducing drop-out, failure and age-grade distortion rates. One of the ways of realizing the project is the construction of sport centers in the basic education schools.

**The BPC in School Program:** The Benefits of Continuous Rendering (BPC), developed by the Ministry of Social Development and Fight against Hunger (MDS), implemented since 1997, guarantees a minimum monthly salary for the elderly from the age of 65, and for people with disabilities who have a *per capita* family income of up to a quarter of the minimum wage. In 2007, in the domain of the Ministries of Education, Health, Social Development and Fight against Hunger and also of the Special Secretariat for Human Rights (SEDH), the program for follow-up and monitoring of the access to and permanence in school of the disabled beneficiaries in the age group from 0 to 18 years was created. In the development of the program, annually data are collected referring to the index of beneficiaries with and without enrollment in school, training courses for the intersectorial teams are carried out, domicile research is applied in order to identify the barriers that impede access to or permanence in school and actions for the educational and social inclusion of people with disabilities are promoted. In 2007, the Program identified that, of the 359,000 children, adolescents and youth beneficiaries...
of the BPC, 71% were found outside of school, a figure that in 2006 was 79%. This action makes visible the situation of exclusion from school of persons with disabilities and low income, demanding a commitment from all spheres of government to ensure the population’s access to social services, for the improvement of their quality of life, their emancipation and full participation.

**Direct Funding to Schools Program (PDDE):** The PDDE gives financial assistance, in supplementary form, to public schools offering primary education in the state, city and Federal District systems, and to the schools of special education registered in the National Council for Social Assistance (CNAS). The resources are allocated to cover the expenditures for costs, maintenance and small investments.

**Digital Inclusion:** The Ministry of Education will implement an information technology laboratory in all public schools by 2010. After equipping the schools in secondary education in 2007, the MEC aims to expand access to technology in the public institutions from 5th to 8th grade and, thereafter, from 1st to 4th grade. A partnership signed by the Ministries of Education, Communications, Planning, the Presidential Staff and the National Telecommunications Agency (Anatel) will allow the installation of broadband (high-speed internet connection) in 56,685 basic education public schools. With the expansion of the service, 37.1 million students will be serviced in the next three years.

**Incentive for overcoming illiteracy:** The Ministry of Education created two seals to certify cities with low rates of illiteracy, or that reduce it notably. The seal City Without Illiteracy will be awarded to all those who achieve 97% of literacy. And the seal Literate City will be given to those who, in 2010, have reduced the illiteracy rate by 50%, compared to the 2001 rates.

**Program for Supporting the Reorganization and Expansion Plans for the Federal Universities (REUNI):** By Decree nº 6.096, of April 24th 2007, the Federal Government aims to extend the access to higher education, doubling the number of students in the classrooms of the federal public universities in ten years, beginning with the increase in the teacher-student ratio and the hiring of teachers. There will be 680 thousand more students in undergraduate courses. The federal universities are stimulated to offer night courses to make the access of students who work during the day viable. They are also stimulated to implement policies of quotas for the access of students who attend secondary education in public institutions and also for afro-descendants and indigenous people.
University for All Program (Prouni): Its objective is awarding full and partial scholarships in undergraduate courses and sequential courses of specific training, in private higher education institutions. Created by the Federal Government in 2004 and institutionalized by Law nº 11.096, of January 13th 2005 it offers, in return, exemption from some taxes to those educational institutions that subscribe to the program. Those who can obtain a Prouni grant are student finishing secondary education in the public system or the private system in the condition of full grant recipients, with a maximum per capita family income of three minimum wages.

Financing Students in Higher Education Fund (FIES): Created in 1999, this fund received recent modifications to facilitate the financing of students who enroll in private higher education institutions. The funding can cover up to 100% of the monthly payments, and the interest rates for paying back the money were set as follows: 3.5% per year for graduation courses, pedagogy, elementary teacher’s degree courses and higher technology courses; 5.5% per year for the other undergraduate courses and 6.5% per year for the master’s and Ph.D. courses.

Open University of Brazil (UAB): With the creation of the UAB, the Federal Government is implementing a national network for higher distance education with the participation of public higher education institutions and in partnership with states and cities. The main objective of the UAB is to offer initial training to working teachers in public basic education that still have not graduated, which means attending to the demand from thousands of professionals and provide further training to almost two million teachers.

Include Program: Accessibility in Higher Education: The program supports the implementation or consolidation of centers of accessibility in the federal universities and is aimed at the elimination of pedagogical, attitude, architectural and communication barriers in order to effectuate the access to and the permanence of people with disabilities in higher education, continuing the implementation of the universal accessibility policy. 265 projects will be implemented over four years. The centers will expand access for people with disabilities to all spaces, environments, materials, actions and processes developed in the institution, as projects for research, exchange, technical-scientific cooperation.

Federal Institutes for Education, Science and Technology (IFET) and expansion of the Vocational Technological Education: The MEC is reorganizing the model of the Federal National Vocational and Technological Education System with the creation of the Federal Institutes for Education, Science and Technology which will be multicurricular and multicampi institutions of higher, basic and vocational education,
specialized in offering Vocational and Technological Education in the different education modalities, from youth and adult education to the professional Ph.D. The MEC defined 150 center cities for implementing the new units for vocational and technological education, which will be completed within four years. In addition to this, in order to expand the vacancies of vocational and technological education, the MEC aims to create a vocational education network between the public educational institutions to offer vocational and technological distance education.

**Regulation of the Practical Vocational Training:** Through the bill introduced in National Congress, the Ministry of Education hopes to effectuate the conception of the practical vocational training as a supervised educational activity. The proposal clearly delimitates the role of the school in relation to the student and to the institution in which he is in training. It also establishes the limits of the workday and the awarding of grants, in addition to providing insurance against personal accidents. The workday can, according to the proposal, not be longer than six hours or 30 per week. The definition should be compatible with the educational activities. If the practical vocational training includes alternating periods of theory and practice, it can reach eight hours per day or 40 hours per week. The maximum duration will be of two years. The MEC aims to value the practical vocational training as an educational practice and, at the same time, establish mechanisms to prevent the use of the trainee as cheap labor.

Theses are the principal programs and activities undertaken directly by the Ministry of Education or in which it participates as an integral part and that aim to strengthen the process of inclusion of Brazilian children, young people and adults in educational life, in the sphere of elaborated culture, in the economic and labor spheres, that is, in citizenship. Some of these programs will be dealt with again and in much more detail in the second part of this report.
2.1. Approaches, breadth and content

a. The concept of inclusive education in Brazil

Inclusive education constitutes a paradigm based on the concept of human rights, that unites equality and difference as inseparable values and surpasses the formal equality model, moving on to influence in the elimination of the historical circumstances of the production of exclusion within and outside of school. From these premises, the concepts, legislation, educational and management practices are modified, in order to promote the reorganization of the educational systems and the acceptance of all students, independently of their social, cultural, linguistic, ethnic-racial condition, or their sexual orientation, gender, physical, intellectual or emotional characteristics, among others.

In Brazil, inclusive education is comprised of the combination of principles, policies, strategies and practices aimed at the democratization of education and its permanent qualification, by means of the development of a pedagogical proposal that ensures to all students the right of access, participation and learning, under equal conditions, without any kind of discrimination that can restrict, hinder or abolish the enjoyment of this fundamental right.

b. Principal challenges for ensuring educational and social inclusion

Considering the dimension of the Brazilian educational system, according to data from the Academic Census/Inep/MEC/2006, with 55,942,047 students enrolled in basic education, of which 48,595,844 in public schools and 7,346,203 in private schools, the great challenge is organizing all the schools in the inclusive perspective. Regarding higher education, the challenge is not smaller. Of the 4,676,646 confirmed enrollments in undergraduate courses with obligatory attendance, in 2006, 3,467,342 were in private institutions. This means that the inclusion comes up against the economic barrier, since these institutions charge for education.

In the case of Brazil one has to consider the enormous territorial extensions and the historical regional disparities that placed populations far from the great centers or located in regions of depressed economies in a state of almost total abandonment.
To this can be added the concentration of income that in Brazil’s case reach extremely high rates, placing the country among those with the most complicated profiles in the world. Universal political participation is a recent phenomenon, meaning that upon the Brazilian population’s social, political and economic structure there lies a discriminatory and excluding tradition, which requires patient and persistent collective effort to be overcome.

The education of the masses was, as so many other things, a project postponed until quite recently. As a result of that, the deficiencies in terms of quantity and, even more so, quality at all levels of schooling are prominent, especially with regard to early childhood education, secondary education, higher education, vocational and technological education, youth and adult education and special education. Primary education has almost solved the quantity problem, but there is still the problem of quality that, on this level, is similar to that of the others.

Concerning special education, the great challenge is with regard to the access to and permanence, in school, of children, adolescents and youngsters with disabilities belonging to families in a vulnerable social situation, that is, those who receive up to ¼ of the national per capita minimum wage. According to data from the BPC in School Program, this population is mainly found outside of school. This close relationship between disability and poverty constitutes one of the biggest forms of educational and social exclusion.

The affirmation of public policies that incorporate the organization of the school environment as an inclusive space has been the great contribution of this government in promoting structural changes in education, from early childhood education to higher education. However, beyond the transformations for tearing down barriers in the school environment, there remains the challenge of access to schooling for everyone. When considering that 3% of children and adolescents do not enter the Brazilian educational system, a significant number of these are children with disabilities from low-income families, identified by the BPC in School Program, demanding society’s attention to confront this situation of educational exclusion in a coordinated way.

The last Demographic Census carried out in Brazil is from the year 2000 and indicates that there are 24 600 256 people with some kind of disability: total permanent paralysis, permanent paralysis of the legs, permanent paralysis of one side of the body, missing a leg, arm, hand, foot or thumb, some incapacity to hear, see, walk/walk up stairs, among others. The Academic Census/Inep/MEC/2007 records 654 606 enrollments in special education, a small number considering the populational
universe of people with disabilities. This instrument of information collection is applied annually in all basic education schools, making it possible to follow the indicators of special education: access to basic education, enrollment in the public school system, acceptance in the regular classes, the offer of specialized education services, the accessibility of the school buildings, cities with special education student enrolled, schools with access to regular education and teacher training in order to attend to the special educational needs of the students.

The principal factor contributing to the fact that students with disabilities have not exercised their right to schooling is the lack of knowledge in society regarding the conceptual foundations and legal framework that ensure everyone’s right to education, as the access to the theories opposing the traditional conception of special education as being focused on the disability and the organization of segregated environments is recent; they were not a part of the teachers’ education until the start of the 90s. As a consequence of that, a lot of specialized institutions of a philanthropic/aid character hold the hegemony in the realm of political representation incorporating the defense of disabled people’s rights, in a way contrary to the policies of inclusion; and also the public specialized institutions have assumed a more corporative outlook of preserving the specialized spaces in the traditional model, not incorporating a vision of transformation of their unities to support the idea of inclusive education.

The public funding for the offer of services by philanthropic institutions does not prioritize the strengthening of the public system in terms of attending to people with disabilities. And the slow steering of the process of inclusion with focus on isolated experiences, without creating new public policy that bring education and the whole of society closer together, maintained the questions concerning the exclusion of people with disabilities from school removed from the country’s educational debate, producing few advances in terms of overcoming the special policies and moving towards public policies of access and quality for all. The integrationist conception of education left marks that still permeate a big part of the Brazilian educational and social scene and, as strategies to overcome this challenge, the objectives are directed at investment in teacher training and actions for accessibility, which together with the strengthening of the social movements in defense of the rights of the disabled and their petitions for representation, resound in the management of public policies, make the dialogue with the educational community about the rights of people with disabilities grow, as well as the institutional campaigns that have ample effect considering the territorial and populational dimensions of the country. It is notable for the improvement and for
the search for effective solutions for the access to education and implementation of programs and intersectorial actions.

The educational inclusion of students with disabilities still presents itself in a discreet manner in the economic, political and cultural domains, requiring better formulation in the actions that guarantee the conditions for complete access to social life. The policy of accessibility at all levels is decisive for altering the paradigm of disability, demanding a position from the schools and the management of the educational systems in support of the educational process of these students in regular education, enabling the co-existence of students with and without disabilities in the joint learning spaces and contributing to a new perception of society regarding the valuing of differences.

The lack of public policy for the organization of regular schools meant that the educational systems did not take responsibility for the education of people with disabilities and did not invest in the elimination of barriers, which is shown by the low index of architectural accessibility to school buildings, the low number of teachers with specific training for carrying out specialized education and few conditions of offering accessible materials and specialized resources. In 1998, 2002, the Academic Census showed that, of the 21,051 public educational establishments with enrollments of students requiring a special education (with disability, global development disorders and those with high skills or exceptionally gifted), 5,016 had accessible bathrooms. In 2007, of the 53,199 public schools with enrollments of these students, 10,149 have accessible bathrooms. In the general domain of basic education schools, the index of accessibility to the buildings, in 2007, was only 11.5%. With relation to the initial training of the teachers that work in special education, the Census of 2007 informs that, of the 66,529 teachers with this function, 77.8% declared having taken a specific course in that area of knowledge.

The educational indicators, concerning access, permanence and success of indigenous, rural, black, quilombola and child and adolescent populations in vulnerable situations confirm the need to adopt specific policies that formulate actions and partnerships, so as to overcome the diverse and persistent forms of intergenerational perpetuation of inequality.

Consequently, directing efforts to the construction of an educational policy that seeks to achieve quality education for all means to go beyond universal policies, confronting the structural causes of exclusion by means of redistributive and affirmative actions, the primary target groups being those who are most socially vulnerable. Furthermore, education can reinforce inequality to beyond the access, permanence
and success in the educational world. As a strategic field for affirmative and inclusive policies, it should be integrated with other policies that confront the causes and the reproduction of inequalities.

The objectives of confronting existing social injustices gave birth to the decision of the Brazilian Government to create a specific secretariat in the Ministry of Education in order to deal in a cross-cutting and interdisciplinary way with the issue of diversity and the access for specific groups. This is the range of the Secretariat for Continuous Education, Literacy and Diversity (SECAD) of the Ministry of Education.

The priority of the SECAD is to contribute to the reduction of educational inequalities through the participation of all citizens in public policies that ensure the expansion of the access to further education. However, the secretariat is responsible for the orientation of political-pedagogical projects centered on the popular segments that are victims of discrimination and violence.

The principal challenges for the SECAD are, among others, on the one hand to guarantee the quality of the education to which these groups have access and in which they are participating and, on the other hand, to make educational reflection of addressed themes familiar, promoting the overcoming of preconceptions and the overcoming of the different forms of violence that reach children and young people in vulnerable situations, so as to strengthen and consolidate education as an essential “tool” for the country’s development model and for constructing a more just, inclusive and sustainable society, also with regard to the environment.

For being one of the countries with the biggest income distribution inequality and with socioeconomic contrasts that are disturbing, Brazil still has serious difficulties in overcoming this reality that has persisted for centuries. Based on historical roots, this structural question is seen by many as something natural, inducing, to a certain extent, that society and Public Authorities only focus their attention on confronting poverty, which is paramount, but insufficient for reversing the model of exclusion that perpetuates social injustice.

In this context, education played a decisive role for preserving the status quo. For a long time, the majority of Brazilians did not even have access to school and, even when this was expanded, there were few who had the right to a quality education. School, which should have become the principal public space in society, became, in part, an agent of exclusion.

In order to “denaturalize” this relationship to inequality and try to confront it, two movements are fundamental. First, to recognize a process of determination in which
it is identified that education is at the root of, and contributes to the perpetuation of, this inequality. By the heterogenous way in which quality education was distributed, a first-class citizenship was created, and another second-class one, whose roots are historical, not conjunctural. What becomes strategic is to act in the educational dimension from the privileged position that must, in minimal yet full and integral conditions constitute a citizenship in contemporary society. The second movement is more complex and, to a certain extent, has to do with that idea of the naturalization of inequality and with its rejection in education.

A perverse synonym was constructed in Brazilian society between unequal and different. The great political-conceptual operation that occur and that is assimilated by the administrative bodies and authorities is the creation of a synonymy between different and unequal, between difference and inequality. And inequality becomes something natural, that always was and that never will cease to exist. To assume, radically, the rejection of a model of economic growth based on exclusion and inequalities, it becomes a priority to have another developmental vision, of respect for individualities, for equity and social justice.

School ends up isolating segments and sectors that do not correspond to this image. It is in this way that difference acquires a negative content, confirming the false synonymy between inequality and different. The process of exclusion does not act in a haphazard way, it takes on a face and an identity. It is ethnic-racial, regional and cultural, punishes in a different way, it defines and focuses on those that are different – indigenous, quilombolas, rural people, young blacks from the slums, people with disabilities and so many others.

In light of this, the public responsibility of the State becomes evident before country’s social and, in particular, educational debt. Today, the biggest challenge for any governmental body is to reduce, in a stable way, the social inequalities. And it is with this focus that the SEDAC/MEC was created in 2004. It works with a series of actions that have the objective of constructing a public policy that transforms into reality the principal guideline from Unesco: to provide quality education to all during the course of life.

To achieve that, they work with the perspective of making compatible the universal content of education with the particularist content, directing the actions towards specific groups, regions and profiles. Above all, it is a question not only of bringing quality education to all, but to do this quicker for those who are structurally excluded from the educational systems.
This effort also requires an agenda that redefines the content of the public policies in the educational field beginning with dedication and the focus on inequalities. For that, the question of the ethnic-racial, cultural, regional, gender, environmental, generational and sexual orientation diversity has to be dealt with in the day-to-day proceedings in the classroom.

It is from recognizing and valuing diversity that it becomes possible to incorporate in the educational systems, in the municipal and state systems, the idea that it is not admissible to maintain the patterns of inequality confirmed in Brazil. Only by valuing difference is it possible to reduce inequality.

c. Elements favorable to inclusive education

Among the groups most excluded from education are students with disabilities, global development disorders and those with high skills or who are exceptionally gifted. This group is thus characterized by the National Policy on Special Education in the Perspective of Inclusive Education (2008): students with disabilities that have long-term impediments, of a physical, mental or sensorial nature that, in interaction with different barriers, may see their full and effective participation in school and society limited; students with global development disorders that show qualitative alterations in the reciprocal social interactions and in communication, a restricted, stereotyped and repetitive repertoire of interests and activities. In this group are included students with autism, syndromes of the autism specter and early childhood psychosis; and students with high skills or who are exceptionally gifted, who show a heightened potential in any of the following areas, individually or combined: intellectual, academic, leadership, psicomotricity and the arts, in addition to showing great creativity, involvement in learning and realization of tasks in the areas that interest them.

The widest conception of inclusive education generates a new definition, elaboration and implementation of public policies of inclusion of people with disabilities, with global development disorders and with high skills/exceptional gifts. In this sense, the construction of a new paradigm requires the implementation of intersectorial public policies and of effective social control that guarantees the development of an inclusive society. In this context, the following are facilitating elements for the elimination of the barriers against student access and participation in the educational system: 1) legislation that ensures the compliance with the right to education; 2) investment in the training of teachers that, whether in attendance or at a distance, ensures the improvement of the pedagogical activity with educational practices that do not discriminate any student and open an opportunity for the development of everyone’s learning potential, regardless
of their physical, intellectual or emotional condition; and 3) making available specific resources and materials that ensure accessibility in all activities and access to the curriculum that is common to all students.

Special education, in recognizing that the difficulties confronted in the educational systems show the need for confronting discriminatory practices and creating alternatives to overcome them, assumes the principles of inclusive education as central in the debate on contemporary society and the role of schools in overcoming the logic of exclusion. Beginning with the benchmarks for constructing inclusive educational systems, the organization of special schools and classes will have to be reconsidered, implying a structural and cultural change of the school so that the students have their specificities cared for. In this perspective, the National Policy on Special Education in the Perspective of Inclusive Education accompanies the advances in knowledge and from social struggles, with the aim of orienting the educational systems in order that they create public policies that promote quality education for all students.

d. Legal framework of Special Education

Among Brazil’s legal frameworks that contribute to the development of an inclusive education policy, concerning the inclusion of students with disabilities, global development disorders and high skills or exceptional gifts, are the National Education Plan (PNE), Law nº 10.172/2001, that emphasizes that the great advance that the educational decade should produce is the construction of an inclusive school that guarantees the recognition of human diversity; the Guatemala Convention (1999), enacted in Brazil by Decree nº 3.956/2001, that affirms that people with disabilities have the same human rights and fundamental liberties that other people do, defining as discrimination based on disabilities any differentiation or exclusion that can impede or stop the exercise of their human rights and their fundamental liberties. The Decree has important repercussions in the field of education, demanding a reinterpretation of special education, understood in the context of differentiation, adopted to promote the elimination of the barriers that impede access to schooling.

Decree nº 5.296/2004, that regulates the Laws nº 10.048/2000 and nº 10.098/2000, defines the basic criteria for the promotion of accessibility of people with disabilities or with reduced mobility with regard to transport, buildings of collective use, communications and information. This Decree, in Art. 24, announces that educational establishments at all levels, stages or modalities, public or private, will provide conditions for the access and use of all environments or rooms by people with disabilities or reduced mobility, including classrooms, libraries, auditoriums, gymnasiums and
In order to achieve these goals, the Brazilian government has implemented a number of policies and actions aimed at promoting inclusion in education. This includes the publication of several important decrees and laws that have helped to establish the principles of inclusive education in the country.

In the implementation of the Educational Development Plan (PDE), in 2007, Decree n.º 6.094 was published, which establishes, in the guidelines of the Commitment of All towards Education, the guarantee of access and permanence in regular education and the consideration for the special educational needs of the students, strengthening their entrance into the public schools. Recently, through Legislative Decree nº 86, of July 9th 2008, the UN Convention, consolidating the principles of inclusive education, was ratified in the country with a status equivalent to the Federal Constitution. Also emphasized should be the publication of Decree nº 6.571, of September 17th 2008, that regulates the Specialized Educational Service. The Decree establishes that, from 2010, students in special education will receive double funding from the Fundeb, one being for the enrollment in an ordinary public school with regular education and the other for the specialized educational service given in a complementary and supplementary way in the shift opposite to schooling.

2.2. Public policies and inclusive actions in Brazil

a. Basic education

Regarding the policies for maintenance and development of Basic Education, including the perspective of inclusion, the most significant element is, without a doubt, the Fundeb (Fund for the Maintenance and Development of Basic Education and for Valuing of Education Professionals), created by Constitutional Amendment nº 53, of December 19th 2006, and regulated by Law nº 11.494, of June 20th 2007. It is an accounting fund, instituted in the domain of each one of the 26 Brazilian states and in the Federal District. When in full operation, in 2009, this fund will be constituted by 20% of basket of the main taxes and transfers of the states, the Federal District and the cities. These resources are distributed between the public entities according to the number of students enrolled at the different levels, stages and modalities of basic education.
education, based on a value weighted per student/year, calculated for every stage or teaching modality and type of establishment. The Federal Government complements the resources missing for completing the minimum *per capita* value established nationally, but of a total value never inferior to 2 billion Brazilian Reals in the first year of operation, 3 billion in the second year, 4.5 billion in the third year and, from the fourth year, 10% of the value of the contribution from the states, the Federal District and the cities. It is estimated that the total value of the fund, from the fourth year, will be approximately 85 billion Brazilian Reals, which means that the participation of the Federal Government will be at least 8.5 billion per year.

The Fundeb stimulates inclusive education in many ways, among them: (a) when allocating resources to the maintenance and development of early childhood education, special education, indigenous and quilombola education, youth and adult education, in addition, of course, to favoring the expansion and qualification of primary and secondary education; (b) when determining a higher *per capita* value for the rural student comparatively with the student from an urban setting, when doing the same thing with regard to full time students compared with part-time students and with regard to students who attend secondary education integrated with vocational education compared to students attending secondary education in the classic format; (c) when allocating, at least, 60% of the fund for the payment of working education professionals, knowing that the valuing of the teaching job is a fundamental strategy for qualifying education and enabling its expansion; (d) when providing the allocation of up to 10% of the Federal Government’s complementary part in financing programs directed at the improvement of the quality of basic education; (e) when demanding from the States, the Federal District and the Cities the implementation of Career Plans and remuneration for basic education professionals.

It is also worth noting the role of the **National Fund for Educational Development (FNDE)** in the promotion of inclusive education in Brazil. The FNDE is independent from the Ministry of Education and its mission is to provide resources and carry out actions for the development of Education, with the aim of guaranteeing quality education for all Brazilians. Its values are transparency, citizenship and social control, social inclusion, the assessment of results, and excellence in management. Among its main challenges are efficiency in the management of the education-salary (the main source of resources for primary education), in the management of the final programs and government purchases, in addition to a permanent search for strategic partnerships and institutional strengthening. The resources of the FNDE are allocated
to the States, the Federal District and the Cities for attending to the basic education public schools.

Since the institution of the Educational Development Plan (PDE), of April 24th 2007, the National Fund for Educational Development (FNDE) acts decisively in the execution of programs centered on the inclusion of students, from day care to secondary education. The heavy investments in these educational levels can be measured one by one. A special mention for the National School Transportation Program, the Direct Funding to Schools Program (PDDE) and the National Program for Reorganization and Equipment of the Public School System for Early Childhood Education (Proinfância).

The PDE listed 40 (forty) programs that will change the outlook of Brazilian education by 2021. The 3 (three) programs cited above appear on that list that adhere to the guidelines of the Plan of Objectives, which aims for, among other things, literacy for children by the age of 8 (eight), at the latest, combat school retention and drop out, guarantee the access and permanence in regular education and consideration for the special educational needs of the students, strengthening educational inclusion in public schools and prolonging the school day.

The Direct Funding to Schools Program (PDDE): In 2007, the PDDE released R$ 498.4 million, of which R$ 490.5 million were allocated to 124.5 thousand public schools, for servicing 28.3 million students, and R$ 7.9 million allocated to private schools for special education, for servicing 197.4 thousand students. Of this amount, R$ 37.5 million were allocated, through the concession of an additional part of 50% to the rural public schools, as incentive, being a part of the plan of objectives “Commitment of All towards Education”. Another R$ 11.3 million, through a concession of a supplementary part, in the value of R$ 2 500.00, to the city and state urban public schools from the 5th to the 8th grade, in primary education of 8 (eight) years, and from the 6th to the 9th year, in primary education of 9 (nine) years, with more than 50 (fifty) students, selected to receive information technology laboratories through the National Program for Information Technology in Education (Proinfo), to guarantee an adequate structure for the installation and operation of the mentioned laboratories.

Also, since 2007, the program effectuated an increase in the reallocation directed at the development of educational and recreational activities during the weekends by the city, district and state public schools located in metropolitan regions with a high incidence of social vulnerability, entailing a reimbursement of R$ 44.8 million in total.
In addition to this, there was a reallocation of resources in favor of schools situated in the Northern Region, in the Northeast and in the Center-West, attended to by the Fundescola Program in the period 2005/2006 with the Improvement in School Project (PME), with the aim of making the School Development Plan (PDE Escola) viable and contributing to the elevation of the Development Index of Basic Education (Ideb), reaching the figure of R$ 30.9 million.

In 2008, the PDDE starting acting also in the promotion of integral education, that consists in the extension of the schedule to a minimum of 7 (seven) hours per day, with the development of cultural, artistic, sporting or learning activities. More than 2,000 (two thousand) schools in 25 (twenty-five) states and the Federal District – located in metropolitan areas with a high incidence of social vulnerability – were selected to receive resources for the repayment of expenses for transport and food for supervisors and the acquisition of consumer materials and kits centered on the activities developed during a complete school day.

With the expansion of the PDDE’s actions, the budget for 2008 increased significantly in relation to 2007. The predicted resources reach R$ 730 million, to deal with a universe of 131.7 thousand schools with 27.7 million students.

The National School Transport Program: The program came into being to cover the need and renew the fleet of school vehicles, guaranteeing daily transport for the students to diminish the rate of drop out and retention. This program envisages the service of 8.4 million students in public basic education who live in rural areas and, in addition to renewing the fleet, it will offer better safety and comfort in the student transports. The resources come from the National Economic and Social Development Bank (BNDES) that signed a partnership with the Ministry of Education. For 2008, the budget of the program is R$ 600 million. The cities can also sign agreements with the FNDE to acquire the vehicles or buy them with their own resources, where it is enough that they adhere to the electronic tender carried out by the Fund.

From last year until now, a growing number of cities (2,300 municipalities) have sought the help of the program to acquire school buses. As the current funding is not sufficient to satisfy all the requests, the government has tried to give priority to the cities most in need. Only in the first trimester of 2008, the FNDE signed agreements with 541 (five hundred and forty-one) cities and secretariats of education and disbursed R$ 80 831,817.00 for the acquisition of school buses included in the price list obtained by means of an electronic tender carried out in November 2007.
More than 2 thousand vehicles were acquired in 2008 with resources from the BNDES, from the cities and agreements of the FNDE. Of that total, more than a thousand vehicles have already been handed over and are improving the transport conditions of the Brazilian students.

Proinfância: This is a program intended to cover the shortage of day care centers and schools for early childhood education and the reorganization and acquisition of equipment for the physical school system at that educational level, indispensable for the improvement of the quality of education. Its goal is to give financial assistance, of a supplementary character, to the Federal District and to the cities that effectuated the Adhesion Term to the Plan of Objectives “Commitment of All towards Education”. The resources are allocated to the construction and acquisition of equipment and furniture for day care centers and public preschools of early childhood education.

Concerned with the ample access of all children, including those with special needs, the program took care to establish guidelines so that these schools be constructed or adapted so as to allow universal access, creating and signaling accessible routes, connecting the environments of pedagogical (activity rooms, libraries, information technology rooms etc.), administrative, recreational, sporting and service use (locker rooms, kitchens, laundry rooms, refectory etc).

Only between June and July of 2008, the FNDE finalized 660 (sixhundred and sixty) agreements with cities and transferred to these entities more than R$ 460 million for the investment in public day care centers.

With the institution of the PDE, the voluntary transferences through agreement necessarily attends to the cities and states that adhered to the plan of objectives “Commitment of All towards Education” in order to be able to receive the voluntary financial assistance. Furthermore, it is obligatory to send information frequently to the School Grants Program. The Adhesion Term to the Plan of Objectives should reflect the commitment of the managers to promoting the improvement in the quality of basic education in their jurisdiction, expressed in the Development Index of Basic Education (Ideb), from the Anísio Teixeira National Institute for Educational Studies and Research (Inep), which envisages the assessment of the performance of the schools in the learning achievements of the students and in the rates of retention and school drop-out.

The FNDE is directly connected and committed to the “Commitment of All towards Education” and is responsible for signing, paying and follow-up of the agreements signed with the cities, secretariats of education, non-governmental
organizations and philanthropic institutions, among others. Only in the first semester of 2008 R$ 1 020 358,913.89 were transferred specifically for actions of the PDE.

Of this sum, R$ 323 363,060.09 were invested, among others, in those who presented the Articulated Action Plan (PAR); R$ 5 750,454.60 for inclusive education, right to diversity; R$ 554,573.25 for inclusive vocational education; R$ 3 985,390.63 for capacity building of professionals who work with inclusion and R$ 19 390,815.46 for investment in the program Open University of Brazil (UAB).

In the FNDE, everything is organized so as to facilitate the process of signing agreements and transferring resources. Since 2005, the Fund started considering school attendance (one of the requirements of the Family Grant Program) as one of the conditions for the transfer of resources to educational projects and programs through agreements. In this vein and to simplify the authorization procedure for the states and cities with regard to these resources, it reduced the number of documents required and unified the authorization processes of the philanthropic institutions that previously needed to present the same documentation one more time. Now, the same authorization will be valid for the PDDE and for the presentation of educational projects.

b. Special Education

In January 2008, the Brazilian Ministry of Education published the National Policy on Special Education from an Inclusive Education Perspective in which it sets guidelines for the concretization of the right to access, participation and learning of students with disabilities, global development disorders and high skills or exceptional gifts in the ordinary classes of educational system. Special education becomes defined as an educational modality that permeates all levels, stages and modalities and executes the specialized educational assistance, providing services and resources to complement the education of the student. This policy complies with the Convention on the Rights Disable People, adopted by the United Nations in 2006 and ratified by Brazil in 2008, giving the Convention a status equal to the Brazilian Federal Constitution. This Convention defines the commitment of States-parties to ensure the right of people with disabilities to education in an inclusive educational system that guarantees their full participation.

The objective of the National Policy on Special Education from an Inclusive Education Perspective is the access, participation and learning of students with disabilities, global development disorders and high skills or exceptional gifts in regular schools, steering educational systems in the direction of promoting answers to special
educational needs, guaranteeing: the interdisciplinarity of special education from early
childhood education to higher education; specialized educational assistance; continuity
of schooling at the highest levels of education; training of teachers in specialized
educational assistance; training of other professionals in the educational field in school
inclusion, family and community participation; urban, and architectural accessibility,
to the furniture and equipment, to transports, to communication and information, and
intersectorial formulation in the implementation of public policies.

The implementation of this Policy characterizes an educational system from
a new concept of special education that shifts the emphasis from the limitations of
the student due to disability to the elimination of barriers to participation and learning,
erected by the environment. In this sense, special education changes the medical and
supporting model for the prevalence of those educational aspects that in a systemic
view becomes part of general education through the provision of resources, services
and specialized educational care.

Concerning the challenges to affirm inclusive education, with regard to
special education, it is necessary to carry out a management policy of the inclusive
education systems that observe the organization of schools that enroll all students in
regular education and ensure the provision of specialized educational assistance of a
complementary character.

For this purpose, teacher training in specialized educational assistance and
in the development of inclusive educational practices that articulate special education
and regular education in the school's pedagogical proposal must be ensured. To take
part in special education, the teachers should have as the basis for their formation,
initial and continued, general knowledge for the exercise of the teaching profession
and specific knowledge in the area. This training enables their performance in
specialized educational care, deepens the interdisciplinary and interactive character
of their behavior in the public rooms of regular education, in the resource rooms, in
the specialized educational assistance centers, in the accessible centers of higher
education institutions, in hospital classes and in domestic environments, for the provision
of special education services and resources. Such training should include knowledge
of inclusive educational system management, with the aim of developing projects in
partnership with other sectors, aiming for accessibility, health care assistance, and the
promotion of actions for social welfare, employment and justice.

With regard to families, it is worth noting that they have increased their
knowledge of public policies of inclusive education, conceiving access to education
as a right of the child/adolescent and an obligation of the state. In this sense, the participation of families in the movement of social control for the implementation of educational policies increases, impacting on the positioning of many schools as to the execution of enrollment of students with disabilities in ordinary schools of regular education.

In order to make education systems more inclusive, the Ministry of Education develops programs and actions in the area of special education, among which the following deserve to be mentioned:

**BPC in School Program:** The BPC in School is an intersectorial program that involves the Ministries of Education, Social Development and Fight against Hunger, Health and the Special Secretariat for Human Rights. It was created in 2007 with the focus on the access and permanence in school of the beneficiaries with disabilities, in the age group from 0 to 18 years of age. The program envisages a series of initiatives focused on educational and social inclusion of this group.

**Inclusive Education Program:** Right to diversity which, since 2003, acts in the training of managers and educators for the implementation of inclusive educational systems, by means of 162 municipal centers, reaching the diffusion of the concept of inclusive education and the transformation of educational systems into inclusive education systems, within the domain of the 5,564 Brazilian cities.

**Further Training of Special Education Teachers Program:** Creates a network of 15 public higher education institutions to offer 20 courses of further training for teachers, under the domain of expansion and improvement, in the distance modality, in the areas of physical, mental, sensory disabilities and of high skills or exceptional gifts. In its first edition, in 2007-2008 the network covers 20 thousand teachers participating in the public school system.

**Installation of Multifunctional Resource Rooms Program:** Until 2007, the Program distributed 1,251 multifunctional resources rooms, comprised of electronic and information technology equipment, furniture and educational-pedagogical material for specialized educational services, and, of these, 175 have specific resources for visual impairment. In 2008, over 4,300 rooms will be distributed to public schools in all states, the Federal District and most of the Brazilian cities, making this policy universal.

**Federal Textbook Program (PNLD):** This Program universalized distribution of books in Braille to blind students in basic education in the five subjects. In 2007, the first digital book for literacy teaching produced in Portuguese and Libras was distributed to all students with hearing impairments, of the first and second years of primary education.
in public schools, and in 2008 it starts the distribution of collections in Libras, from 1st to 4th grade.

**Federal Textbook Program for Secondary Education (PNLEM):** In 2007, the Program undertook the distribution of 774 laptops with DOSVOX system, together with the first collection of digital books in audio and in Braille. In 2008, the distribution was extended to 1,100 laptops for the blind students of 7th and 8th grade and the audio titles expanded in secondary education.

**National School Library Program (PNBE):** It undertakes the distribution of educational books to schools in secondary education, in Braille and in Libras. It also distributes Trilingual Portuguese/Libras/English dictionaries. In 2008, the edict of PNBE - Special expanded the action of acquiring books, including collections of pedagogic orientation for teachers and educational books for students of early childhood education, primary education and secondary education, in Braille, audio, Libras and enlarged characters.

**National Proficiency Exam in Libras (Prolibras):** In compliance with Decree No. 5.626/2005, for a period of ten years, the National Institute for Educational Studies and Research (INEP) will conduct the National Proficiency Exam in Libras aimed at certifying teachers to teach Libras and for translation and interpretation of Libras/Portuguese. In the first two years, the editions were accomplished in all 26 states and the Federal District and 2,860 people were certified.

**Language/Libras Course:** In 2006, the Language Undergraduate course was created – a Degree in Brazilian Sign Language (Libras), with a duration of 4 years, conducted in distance modality, coordinated by the Federal University of Santa Catarina (UFSC) and held in over 17 public higher education institutions, developed in 30 centers, located in the different regions of Brazil. With the same purpose, in 2008 the Baccalaureate course in Translation and Interpretation of Libras started. The course projects are elaborated by UFSC with support and encouragement from the MEC through the SEESP and SEED, and adhere to the objectives of the MEC in compliance with Law No. 10,436, of April 24th, 2002.

**Accessible School Program:** It provides financial assistance through the Direct Funding to Schools Program (PDDE), in the form of direct allocations to schools for the purpose of implementing projects of adapting school buildings to become accessible. In 2008 over 2,000 schools in the public education system will be adapted. This program integrates the actions of the Social Agenda of the Presidency of the Republic and, with the participation of the Ministry of Cities, the surroundings of these schools will also receive interventions to achieve accessibility.
c. Vocational and Technological Education

The main actions undertaken by the Secretariat of Vocational and Technological Education of the Ministry of Education (SETEC) in terms of social, cultural and educational inclusion of marginalized populations in general and people with disabilities, in particular, are described as follows:

National Program for the Integration of Vocational Education with Basic Education in the Modality of Youth and Adult Education (PROEJA): Brazil has more than 60 million of people over 18 years of age who have not completed basic education and who do not have any training that qualifies them for work. The National Program for Integration of Vocational Education with Basic Education in the Modality of Youth and Adult Education (PROEJA), was structured for this target group, by means of Decree No. 5478, of June 24th 2005. In 2006, Decree No. 5840 expanded the scope of offer of PROEJA courses, also reaching secondary education. This Decree made it mandatory for the institutions of the National Vocational and Technological Education Network to offer PROEJA courses. In addition, it also allowed the the public institutions of the state and city educational systems and national private entities to offer social service, learning and vocational training linked to the trade union system.

The design of PROEJA is based on the following principles: inclusion of the population in the public educational offers; organic insertion of the EJA (Youth and Adults Education) modality in vocational education in the public education systems; expansion of the right to basic education, work as an educational principle; research as the base for education, and consideration of the generational conditions of gender, ethnic-racial relations as foundations of human formation and of the ways in which social identities are produced.

The objective of Proeja is to provide sound basic education, closely linked to vocational training, from the perspective of an all-round education of students over 18 years of age, contributing to their social integration, making them capable of understanding the social, economic, political and cultural realities, as well as that of the world of work, to insert themselves in it acting in a competent and ethical, technical and political way.

Although Decree No. 5.840/2006 envisages concomitance as one of ways of articulation between basic education and vocational education, the actions of the MEC focus primarily on facilitating the offer of courses with an integrated political-pedagogical project, whether from the epistemological point of view, from perspective.
of the contents, methodologies and educational practices. It is a question of integration of theory-practice, between knowledge and know-how.

The institutions have autonomy to compose the curriculum used in Proeja courses, but they should consider: (a) the integrated or whole perspective, in order to overcome the segmentation and dislocation of content, (b) the incorporation of social knowledge and extra-curricular educational phenomena, (c) the student’s experience in the construction of knowledge, for this reason the contents must establish connections with the reality of the pupils, making them more participatory, (d) the recovery of the training, participation, autonomy, creativity and emerging pedagogical practices of the teachers, (e) the interdisciplinarity, transdisciplinarity and interculturality, (f) dynamic and participatory construction, (g) research practices.

The methodologies consistent with the type of curriculum deriving from the guidelines above are varied. They seek to link theory closely with practice in explanatory classes and laboratory classes, fieldwork, technical visits, research as a tool of enquiry and method of reconstruction and understanding of historically constructed knowledge, as well as natural phenomena. Mediation by means of information technologies, switching between school time and community time can be used, among other ways of organizing space and time.

Proeja presents youth and adult courses, teacher training and research as forms of action, in the following way:

1) Proeja Courses. The courses can be offered at two levels: basic and continued education, adapted to primary education or secondary education, with a minimum of 1,400 credit hours, and technical vocational education at the secondary level, integrated in secondary education, with at least 2,400 credit hours. To be admitted to the courses, the pupils go through simplified selective procedures that include a combination of strategies such as lottery, interviewing and an analysis of the socioeconomic conditions stated by the candidate. Students in a Proeja course enrolled at a federal institution of vocational education are entitled to student assistance in the amount of R$ 100.00 (one hundred Brazilian Reals) monthly to help them stay and learn. In the other public educational systems, the students are entitled to the general benefits of public education in the respective system educational system (school meal and transportation).

2) Training of teachers who work in Proeja. This action takes place through postgraduate specialization, of 360h, or through courses of further training with between 120 and 240 timetabled hours. Proeja Specialization already trained 4,000 teachers.
to work in the Proeja and projects for further training courses were approved, to train 10,100 education professionals.

3) Research on topics relating to PROEJA. Nine research centers, involving more than 30 public higher education institutions are conducting researching on topics concerning the Proeja. Each center will educate at least 9 PhDs and 18 masters.

4) Production of theoretical and methodological reference material. Guiding documents on concepts, principles, political-pedagogical projects and operational aspects for the provision of Proeja have been produced.

5) Monitoring of drop-out rates. The monitoring takes place through visits to schools in the National Vocational and Technological Education Network and advice to educational institutions on developing strategies for reducing evasion and drop-out rates.

Regarding the monitoring of Proeja, since the educational offers actually began in 2006, the number of graduates is still not representative (less than a dozen classes are in the process of finishing the course). As a preliminary result, it can be observed that the linkage of youth and adult education to vocational education tends to decrease the drop-out rates for the courses. In the first year of operation, 2006, the classes registered an average drop-out rate of 7%. In 2007, with the increase in the number of enrollments and the first classes starting their second year, that average rate increased, reaching around 30%, but with some critical cases in schools where their classes registered a drop-out rate of more than 70%. The projects of contributory integration (visits in loco and development of strategies for overcoming these rates) have proved extremely effective. The first class of graduates reported that they all are employed or with alternatives for generating income by setting up small businesses, as well as access to higher education courses in the area of technical education.

In 2007, close to seven thousand (7,000) students were assisted by the Program in federal institutions of vocational and technological education. The enrollment goal for the next few years is: 12,000 in 2008; 21,000 in 2009; 35,000 in 2010; 50,000 in 2011. The MEC’s Brazil Professionalized Program also encourages the state and city educational systems to provide Proeja courses. It is estimated that by 2011 the number of enrollments by States and Cities will reach 150,000.

Entrepreneurial Technical Action Program: Its objective is to strengthen the entrepreneurial culture in the Federal Technological Educational Network, stimulating the generation of employment and income through innovative projects with students in technical courses (secondary education) and technological courses (higher education).
The program is centered on the creation and strengthening of company incubators, project hotels and the capacity building of human resources. The biggest challenge faced by the program is generating demand in the Federal Network, for this reason courses of initial and further training are being promoted in order to awaken people’s interest for the theme of entrepreneurship. In the same sense, the Technical Entrepreneurial Award was established in 2002, in partnership with the National SEBRAE and, in 2007, it won a new partner: the Ministry of Agriculture, Livestock and Provision (MAPA). The award is given to innovative projects that address: Social Inclusion and Cooperation.

Actions centered on Inclusive Education: With regard to inclusive education, the Secretariat of Vocational and Technological Education of the Ministry of Education is undertaking actions centered on the access and permanence in the educational space of students with disabilities and with global development disorders. For example, the admission of these students to the Federal Technological Educational Network, where the college entrance is extremely competitive, takes place through the reservation of quotas or by a lottery for vacancies and curricular adaptation. In addition, over the past 10 years, the institutions prepared themselves to welcome the students and attend to their special educational needs, through events organized to raise awareness and train human resources to attend specifically to this demand. Financial resources are being reallocated to the institutions of the Federal Technological Educational Network in order to tear down the barriers (architectural, communicational, educational and attitude) that prevent access for students with some sort of disability.

For students with disabilities, actions are also being taken to ensure that the conclusion of their education be successful in terms social interaction and the exercise of their profession.

According to the internal Census promoted by SETEC / MEC, there were around 1,500 students with disabilities enrolled in the Federal Technological Education Network. Of these, the majority are deaf, followed by those who are blind or have impaired vision and students in wheelchairs. Nevertheless, the big challenge still to be faced is to create a “culture of inclusion” in the institutions, which consists of developing, throughout the educational community, procedures to accommodate not only students with special educational needs, but also all those who are excluded by society. Accordingly, the Secretariat of Vocational and Technological Education executes actions raising “awareness” among administrators, as well as the training of teachers and professionals to deal with that reality. Currently, the pilot of the Distance Specialization Course is being developed, entitled “Inclusive Vocational and Technological Education” for the training of professionals in the Federal Network and
state and municipal network. It will train 250 people in the whole of Brazil, operating in 5 centers, which at the end of the course should have their own courses, increasing the offer of vacancies for human resources education with almost 50% in 5 years, in order to be prepared to service that clientele.

**The TEC NEP (Education, Technology and Professionalization for People with Special Educational Needs – Disabled, exceptionally gifted and those with global development disorders):** This is an action intended to democratize access, permanence and successful completion of students with special educational needs from the National Technological Education Network. This action discusses and develops flexible didactic-pedagogical procedures to respect the individuality of each student. Committees of experts are being created to study the issue of certification of students with disabilities so that they are not hindered in their educational itinerary. The TEC NEP encourages the development of assistive technology in the Federal Technological Education Network and already achieved the following results: an accessible internet site, books in Libras, wheelchairs at a low cost, the manufacture of walking sticks, slates, puncher, bottle labels in Braille, adapted mice, and so forth. In addition, the following courses are being created: Prostheses and Orthoses Technician in the CEFET in Bahia, and Technologist in Communication and Assistive Technology in the CEFETs of Amazonas, Pará, Pernambuco, Piauí and Cuiabá / AL.

From 2009, the TEC NEP will develop policies and actions that go beyond special education and, in a proposal for “fully inclusive education,” it will seek to attend to the many different students, such as Indians, blacks, the elderly, young people at risk socially, and others. Accordingly, the National Vocational and Technological Education Network participated in the regional dialogues, organized by the Secretariat for Continuous Education, Literacy and Diversity (SECAD), with the aim of assessing the document that will launch the National Implementation Plan of Law N° 10.639/2003, which established the obligation of teaching Afro-Brazilian history and culture in the country’s educational institutions. A Specialization Course in Distance Education for Ethnic-Racial Relations is being organized. This course will be a pilot course, with a proposal to educate about 100 thousand people to become human resources on this issue by 2012. The course will be made available for all educational systems in the country.

d. Higher Education

Assuming that education is a public good that should be shared by all, the Secretariat for Higher Education of the Ministry of Education (SESu) operates several
The Ministry of Education - Brazil

**THE DEVELOPMENT OF EDUCATION**

**INCLUSIVE EDUCATION: THE WAY OF THE FUTURE**

programs aimed at the inclusion of less favored persons in higher education. The main ones are the following:

**Program for Supporting the Reorganization and Expansion Plans for the Federal Universities (REUNI):** The objective of this program is to reorganize and expand the Brazilian federal universities, with the aim of creating conditions for the expansion of access and permanence of undergraduate students and to improve the utilization of physical and human resource infrastructure in the universities. The Program supports the universities in developing projects aimed at extending the offer, academic and curricular reorganization, pedagogical renewal, intra- and interinstitutional mobility, social inclusion and support from the postgraduate level for the development and qualitative improvement of undergraduate courses. Currently, all federal universities have been benefited by the program. The overall goal of the REUNI is to gradually raise the average rate of completion of undergraduate courses with obligatory attendance up to 90% and reach the proportion of 18 students per teacher in undergraduate courses with obligatory attendance by 2012.

**University for All Program (Prouni):** The Prouni aims to grant full and partial scholarships to students with disabilities, self-declared blacks or indigenous people, to teachers of basic education, linked to the public school system, in undergraduate and sequential courses of specific education, in Higher Education Institutions (IES). In contrast, the program offers some tax exemption to educational institutions that adhere to the program. The Prouni is intended for students who have finished secondary education in the public system or who have already had full scholarships in the private system, with a per capita family income of no more than three minimum wages. The Prouni also offers joint actions to encourage the students to stay in the IES, as the Permanence Grant, the agreement on practical vocational training between the MEC/ Caixa Econômica Federal and the Financing Students in Higher Education Fund (FIES), which allows the student with a partial grant to finance up to 100% of the monthly payment not covered by the scholarship Program. From its creation to the selective process of the first half of 2008, the Prouni have already assisted close to 385 thousand students, 270 thousand of which with full grants. It is worth noting that 45% of the benefited students are Afro-descendants. Up to 2007, 2,479 students with disabilities were benefited. The Prouni counts on the participation of approximately 1,400 IES, which represents about 70% of the 2,022 existing in the country, according to the 2006 Census of Higher Education. The Program significantly expands the number of vacancies in higher education, contributing significantly to the achievement of one of the goals of the National Education Plan (Law n°. 10.172, of 2001), which envisages...
an offer of higher education that covers, by 2011, at least 30% of young people from 18 to 24 years of age. Prouni’s goal is to offer 180 thousand new grants per year for the period 2008-2011.

**Financing Students in Higher Education Fund (FIES):** The objective of the Financing Students in Higher Education Fund (FIES) is to fund the undergraduate studies of students who are not able to cover the full cost of their education. To apply for the FIES, students must be regularly enrolled tuition-based institutions that are registered in the program and received a positive assessment in the processes conducted by the MEC. The FIES is administered by the Caixa Econômica Federal and is currently one of the government programs that use computerized systems the most. The program has already benefitted about 506 thousand students and counts on the participation of approximately 1,400 IES. The goal is to service 100 thousand new students per year in the period 2008-2011.

**Program for Supporting Higher Education Indigenous Graduation (Prolind):** The program supports projects developed by public Higher Education Institutions (IES), together with indigenous communities, aimed at the graduation of indigenous teachers for primary school and secondary school and the permanence of indigenous students in undergraduate courses. The objectives of Prolind are: (a) to mobilize and make the IES aware of the importance of implementing of courses with specific degrees to train indigenous teachers, (b) to mobilize and makes the IES aware of the importance of policies for keeping indigenous students in Undergraduate Courses, (c) to promote the participation of indigenous people in the elaboration of the courses with specific degrees.

The program is developed by edict, calling on the universities to submit proposals to participate in a selection process. Since its creation, there have been two edicts, in 2005 and 2008. The first edict benefited 12 universities and the second, in progress, should consider another 25 proposals. Up to now, the value of investment in higher indigenous education was 3.1 million Brazilian Reals.

Currently, Brazil has 7 higher degree courses in progress in the following institutions: Federal University of Roraima, Federal University of Minas Gerais, Federal University of Amazonas, Federal University of Goiás, University of Grande Dourados, University of the State of Mato Grosso and Amazonas State University. These courses have approximately 1,094 indigenous teachers enrolled. It is estimated that in 2008 Brazil will graduate 423 indigenous teachers. The goal is to graduate 1,200 teachers by 2010.
INCLUDE program: Accessibility in Higher Education: The Include Program aims to promote actions that ensure access to and permanence of people with disabilities in the Federal Higher Education Institutions (IFES). The initiative supports projects of creation, reorganization and/or consolidation of accessibility centers in the Ifes; of the implementation a full accessibility policy for people with disabilities in higher education; and of promoting the elimination of pedagogical, educational, attitude, architectural and communication barriers in the way towards realizing the policy of universal accessibility.

The program is developed by edict, calling on the universities to submit proposals to participate in a selection process. Since its creation, there have been four edicts, in 2005, 2006, 2007 and 2008, with a total investment of 7.4 million Brazilian Reals, benefiting 115 projects in 45 universities. A budget of 4 million for funding projects under the domain of Include has been established for 2009.

According to the figures from the Census of Higher Education, the enrollments of students with disabilities in Higher Education Institutions (IES) increased from 2,173 to 6,328 between the years 2000 and 2005, which represents an increase of 191%. The data show that there was a big leap in the quantity of such registrations in 2003, when a growth rate of over 100% could be seen in just one year. The 2005 Census of Higher Education showed that the public IES concentrate 67% of the students with special needs. The figures collected by the Census also showed that most of the enrollments of students with special needs happen in universities, which have a total of 4,133 enrolled. They are followed by the colleges and university centers with 1,181 and 786 enrollments, respectively.

Program for Supporting Higher Education Graduation in Rural Education (Procampo): The program supports courses with specific degrees in rural education that integrate education, research and expansion, as well as promoting the valuing of rural education and the study issues relevant to the concerns of those populations. The projects supported include options for school and educational organization, contributing to the expansion of the offer of basic education in rural communities and to overcoming the educational disadvantages suffered by the rural populations.

There are no graduated teachers with a specific degree in Rural Education yet, because the course was first implemented in 2007. Currently, there are 200 teachers enrolled in the 4 courses of Rural Education in progress at the following universities: University of Brasilia, Federal University of Minas de Gerais, Federal University of Sergipe and Federal University of Bahia.
In 2006, the amount invested by the MEC in pilot projects was 1 million Brazilian Reals. In 2008, the MEC will invest 8.5 million Brazilian Reals in the qualification of rural teachers. It is expected that approximately 36 projects will be benefited in the first edict, launched in 2008. In 2007, the MEC invested 300 thousand Brazilian Reals in Procampo and for 2008 an investment of 600 thousand Brazilian Reals is budgeted. Up to now, 20 universities have benefited from the resources of the program.

The goal of Procampo is advancing in the institutionalization of the program in terms of public policy, improving the management mechanisms in the program to enable greater visibility and recognition by the involved governmental bodies; to expand and strengthen the solidarity economy as a in terms of job creation and income generation.

**National Cooperative Incubators Program (Proninc):** It is a program for supporting the experiences of Technological Incubators of Solidarity Cooperatives (ITCPs) in which the MEC participates as a partner of the Ministry of Social Development and Fight against Hunger (MDS), the Ministry of Science and Technology (MCT), among other ministries and other and bodies and institutions of the Federal Government.

**Affirmative Action Program in favor of the Black Population in the Federal and State Higher Education Institutions (Uniafro):** The objective of the program is to implement policy to promote racial equality in Brazilian universities. It supports measures that contribute to the strengthening of the Afro-Brazilian Study Centers (NEABs) or related groups, in public IES, mobilizing the whole of society to an open dialogue on the need for public policies that ensure equal opportunities for all and contributing to the implementation of policies of affirmative action for black people.

The Uniafro aims to promote initiatives for initial and further education, in the obligatory attendance and distance modalities, for teachers of basic education and graduate students and pedagogy courses. The program also supports the development of specific textbook materials for use in Basic Education and the Promotion of the study of African History and Afro-Brazilian culture, in order to contribute to overcoming racial prejudice through the application of qualified pedagogical practices on these themes in basic education schools.

Up to now, 29 universities have been benefited by Uniafro, mobilizing approximately 80 teachers and 150 students directly involved and indirectly benefiting close to 700 students. More than 4,800 teachers were graduated in courses of initial and/or further education in Afro-Brazilian and African history.
Program of Students under Graduation Agreement (PEC-G): This is an instrument of international cooperation that aims to enable citizens of developing countries, with which Brazil maintains educational and cultural agreements, to accomplish university studies at the undergraduate level in Brazil with the objective of contributing to the education of high level human resources in these countries. In return, the student commits to going back to their country of origin and contributing with the area in which he graduated. During the period 2004 to 2008, approximately 3,194 foreign students were benefited by the program.

Milton Santos Program for Access to Higher Education (Promisaes): The Promisaes is a program of financial support that gives assistance in the value of a monthly minimum wage in order to cooperate with the maintenance of the foreign students linked to PEC-G, during 12 (twelve) months. In 2006, 365 students with agreements were benefited, totaling a resource contribution of R$1 411,916.00. In 2007, 603 students with agreements were benefited, with resources in order of R$2 452,720.00. In 2008, 654 students with agreements have already been assisted. The total amount budgeted for this year is R$ 3 2100.00.

National Student Assistance Program (Pnaes): The Program, launched December 12th 2007, develops actions of student assistance, linked to the development of teaching activities, research and extension, allocated to students enrolled in undergraduate courses of obligatory attendance in the Federal Higher Education Institutions (Ifes). The Pnaes’ resources can be used in actions of student assistance developed in the following areas: student housing, food, transportation, health care, digital inclusion, culture, sports, day care centers and pedagogical support. Up to now, the amount of $126,301,634.00, were allocated to the program, distributed between 57 Ifes.

International universities: In compliance with the National Educational Plan (PNE), established by Law n°. 10.172, of January 9th 2001, the Ministry of Education (MEC) has sought to contribute to integration and to the reduction of social and regional inequalities, particularly in Latin America and the Community of Portuguese Language Countries (CPLP). For this purpose it is creating the Federal University for Latin American Integration (Unila) and the University for Portugues-Afro-Brazilian Integration (Unilab).

The Unila, which will be located in the city of Foz do Iguaçu, Paraná, will have the objective of supplying higher education, developing research in different fields of knowledge and promoting university expansion, characterizing its acts in the border...
areas, with a vocation for solidarity exchange and cooperation with the other Latin American countries.

The Unila, which will be located in the city of Redenção, Ceará, will have the objective of supplying higher education, developing research in the different areas of knowledge and promoting university expansion, with the specific institutional mission of training human resources to contribute to the integration between Brazil and other member States of the CPLP, especially the African Countries with Portuguese as Official Language (Palops), as well as promoting regional development and cultural, scientific and educational exchange.

The role of Unila will be characterized by international cooperation, academic and solidarity exchange with CPLP member States, by the teaching and student bodies being made up of people from Brazil and other countries, as well as the establishment and implementation of temporary or permanent agreements with other institutions of the CPLP. Courses will be offered mainly in areas of mutual interest for Brazil and the other member states of the CPLP, especially the Palops, with emphasis on issues involving teacher education, agricultural development, management, public health, engineering and other areas considered as strategic. These courses will be given in part with obligatory attendance and in part at distance, primarily centered on teacher education.

Since half of the vacancies will be reserved for students from other CPLP countries, in order to contribute to the formation of human resources in these countries, the university aims to encourage the return of these students through a curricular device that allows for taking part of the course in Brazil and another part in centers of distance education, instituted in each African country of the community.

The international universities, created by the MEC, have as a common goal helping to reduce social and regional inequalities, as well as the integration and development of Latin America and the CPLP.

2.3. Teacher education before the diversity of expectations and needs of the pupils

Brazil’s challenges with regard to the teaching body, especially in basic education, are of great importance. Partial data from 2007, published by the Inep/MEC, show that in the final grades of primary education and secondary education the deficit of teachers with a degree in the subject they are teaching is enormous. See table 16.
Table 16: Percentage of teaching functions in primary education (final years) and secondary education with a degree in the subjects they teach – Brazil 2007

<table>
<thead>
<tr>
<th>Subject</th>
<th>%</th>
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<th>%</th>
<th>Subject</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Portuguese Language</td>
<td>48.4</td>
<td>Chemistry</td>
<td>33.8</td>
<td>Physical Education</td>
<td>48.8</td>
</tr>
<tr>
<td>Mathematics</td>
<td>46.5</td>
<td>Sciences</td>
<td>38.7</td>
<td>History</td>
<td>43.9</td>
</tr>
<tr>
<td>Biology</td>
<td>54.2</td>
<td>Foreign Language</td>
<td>38.9</td>
<td>Geography</td>
<td>39.4</td>
</tr>
<tr>
<td>Physics</td>
<td>25.5</td>
<td>Arts</td>
<td>14.7</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Inep/MEC

It should be noted that, except for the teaching functions responsible for the subject Biology, the teaching functions with a degree in the subject they teach do not reach 50%, the most dramatic cases being the Arts (14.7%), Physics (25.5%) and Chemistry (33.8%). If we consider the reality in the Northeastern region, for example, the situation becomes much more uncomfortable: the Arts, 4.2%; Physics, 7.7%, Sciences, 20.9%, Foreign Language, 22.7%, Chemistry, 23.4%, and so forth. This situation is partially due to the selective processes carried out by the state and city educational systems that are flexible concerning the teacher’s link to the subject for which he has a higher normal course. However, it is also an economic and cultural problem, since Brazil traditionally gave little salary incentive and social recognition to teaching. This issue is being addressed in various ways:

First of all, providing resources for the remuneration of the teachers. Of the Fundeb resources, 60% are allocated to the remuneration of education professionals. The Law regulating the Fundeb also requires from the state, City and Federal District systems the implementation of a Career Plan for the Teaching body in basic education. It is known that the remuneration of professionals exercising their profession and the career expectations end up being important factors for stimulating or discouraging young people in higher education who are looking for a profession that gives them the expected financial return and desired social status.

Secondly, the President of the Republic, on July 16th 2008, signed Law n° 11.738, establishing the national minimum wage for teachers in public schools of basic education of R$950.00 (nine hundred and fifty Brazilian Reals) per month, in secondary education, in the Normal modality, for a work contract of 40 hours per week. The Federal Government, the States, the Federal District and the Cities can not set the initial salary of the public teachers of basic education below that level and have until December 31st 2009 to adjust their career plans and wages to comply with the law.

Thirdly, the Brazilian Minister of Education, Fernando Haddad, announced the creation of the National Public System of Teacher Education. This is a project that
links federal and state universities and federal centers of technological education to ensure teachers in the public system have the opportunity to access course awarding degrees and specialization. The main goal is to increase the percentage of public school teachers educated in public institutions, which today is approximately 30%. The initial education of teachers will be done, primarily, in courses with obligatory attendance, but the undergraduate distance courses of the Open University of Brazil (UAB) will also be important within the system, because of the opportunity to service a large number of people in all regions of the country.

The new system will work in a collaboration way between the Federal Government, the states and cities. In every state and in the Federal District permanent forums to support teachers’ education will be created. They will be comprised of the state secretaries of education, representatives of municipal secretaries, the MEC, the National Confederation of Workers in Education (CNTE), the city and state education councils, in addition to university administrators.

The system envisages financial and technical support from th MEC to the states, cities and public higher education institutions that choose to implement education programs and courses. Also planned is the granting of scholarships and research for teachers and students.

According to the protocol of the preliminary proposal for the Decree that will establish said System, the following goals will be pursued:

“I – promote the improvement of the quality of public education and public higher education;

II – support and encourage the provision of courses of initial and further education for teaching professionals offered by the public higher education institutions;

III – balance nationally the opportunities for initial and further education for teaching professionals offered by public higher education institutions;

IV – organize and meet the need of the public educational systems for initial and further education of teaching professionals;

V – promote the valuing of the teacher through actions in the domain of initial and further education that stimulate the entrance, permanence and progression in the teaching career;

VI – support and encourage the provision of courses awarding degrees aimed for those who graduated without a degree and for those with a degree in another area than the one intended for the teaching career;
VII – ensure that teachers with a medium level education, in the normal modality, working in the public system, are given priority access to higher education;

VIII – expand the number of teachers working in public basic education that have earned a degree in public higher education institutions;

IX – expand opportunities for education in the perspective of inclusive education, to comply with the policies of special education, youth and adult education, literacy teaching for adults, rural education, ethnic-racial relations and others;

X – promote theoretical and methodological updates, including with regard to the use of information and communication technologies and their codes in the educational processes". 
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THE DEVELOPMENT OF EDUCATION
INCLUSIVE EDUCATION: THE WAY OF THE FUTURE


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