

**Ministry of Education of Brazil**  
**National Report on the Education of Young People and Adults**  
**International Mid-term Conference on Adult Education**  
**Bangkok, Thailand, September, 2003-08-27**

**Chapter 1: Building Structures and an Institutional Framework: Policies, Legal Measures, Systems for Dissemination/Divulgateion and Innovation.**

In 1997 the Fifth Conference on Adult Education was held in Hamburg and the commitments that were accepted were incorporated in a document entitled *Agenda for the Future*. In order to carry out this agenda the Ministry of Education has been strengthening initiatives and partnerships with education systems in the states and municipalities of Brazil and non-government organisations, working with the forums discussing the enlargement and improvement of the quality of adult education in the country.

In the Section concerning Individual and Collective rights, the 1988 Federal Constitution guarantees the right of all Brazilian citizens to education. In order to conform to the Federal Constitution, the 1996 Law of Directives and Bases of Education (LDB) defines more clearly the responsibilities shared by the three areas of Government: for the municipalities to give priority to offering primary education; for the states to offer secondary education, and for central government to give financial and technical support to both levels. The approval of this Law, No.9.394/96, brought a new perspective to the education of young people and adults, incorporating it as a feature of Basic Education and reaffirming the obligatory and cost-free nature of its provision.

With regard to the legislative advances the formulation of the National Curriculum Directives for the Education of Adults and Young People – Resolution No. 01/2000 of the National Education Council - deserves special mention. This document emphasises the right to school education for young people and adults and includes the initial and in-service training of teachers, and the creation of teaching plans that fit the specific requirements of this area. To this end, the Ministry of Education has established as one of its aims the definition and implementation of a national policy for the education of young people and adults.

In terms of inter-institutional activities, attention should be paid to the Integration and Monitoring of Social Programmes Plan (PIAPS), which aims to integrate policies to prevent violence at a national level. The Plan is made up of 124 actions focused on the “urban pockets of social disaffection”. In the area of education, priority has been given to activities concerning teacher training and the provision of teaching and learning materials for educating young people and adults.

This report is an objective presentation of the activities of the Ministry of Education in fulfilling its commitments on a national and international level and in strengthening the education of young people and adults.

## **Chapter 2: Growing Investment in Adult Education**

There are in Brazil today about 16 million Brazilians over the age of 15 who are unable to read and write. The distribution of illiteracy in the country coincides with the map of regional, social and ethnic inequalities. In the Northeast the rate of illiteracy is 24.3%, which is twice the national average and more than three times the rates in the South and Southeast. In rural areas 28.7% of those aged over 15 are illiterate, as are 34% of Brazilians over 60. There are also great differences between the ethnic groups that make up the Brazilian population. These differences may be seen in the data collected by the National Domestic Sampling Research Programme (PNAD) carried out in 2001 by the Brazilian National Geographical and Statistical Institute (IBGE): 7.7% of young and adult white and Asian people are illiterate compared to 16.6% of their black and mixed-race equivalents.

Another fact that should be noted is the number of young people and adults who have not finished the compulsory eight-year period of education. The table below shows the length of time pupils spend in school in relation to their ages and shows the high numbers of young people and adults who have spent little time in school.

Table I – People over Fifteen Years of Age, by Years in School – Brazil, 2000

Age Groups	Groups by Years in School				
	No Schooling and Less than 1 Year	1 to 3 years	4 to 7 years	8 to 10 years	No Data
15 to 19 years of age	674,818	2,036,784	6,843,837	6,459,017	205,772
20 to 24 years of age	765,048	1,870,618	4,777,302	3,465,184	148,543
25 to 29 years of age	811,508	1,793,256	4,433,993	2,433,540	120,361
30 to 39 years of age	1,960,297	3,765,116	8,025,980	4,051,353	217,996
40 to 49 years of age	2,160,463	3,446,993	6,130,141	2,480,914	155,098
50 to 59 years of age	2,506,484	2,895,555	3,713,002	1,070,596	116,538
60 years of age and over	5,026,007	3,508,312	3,645,889	829,134	142,170

Source: IBGE, 2000

According to the data of the latest School Census (2002) which is carried out annually by the Anísio Teixeira National Institute for Educational Studies and Research (INEP), about 2.8 million students with the educational system for young people and adults were enrolled in continuously assessed school-based primary education in public educational systems. Today the municipal system serves about 1,700,000 pupils, comprising about 45% of enrolments. The state and Federal systems (including that of the Federal District) serve 1,762,000 pupils.

In spite of these efforts, results from the School Census/INEP and the IBGE indicate that there are still profound differences in the provision of educational services between the regions. Also the concentration of illiteracy still coincides with the country's pockets of poverty.

The Ministry of Education gives financial and technical support to government and non-government organisations in the development of initiatives aimed at providing primary education to those young people and adults who have not been able to benefit from this level of education at the appropriate age.

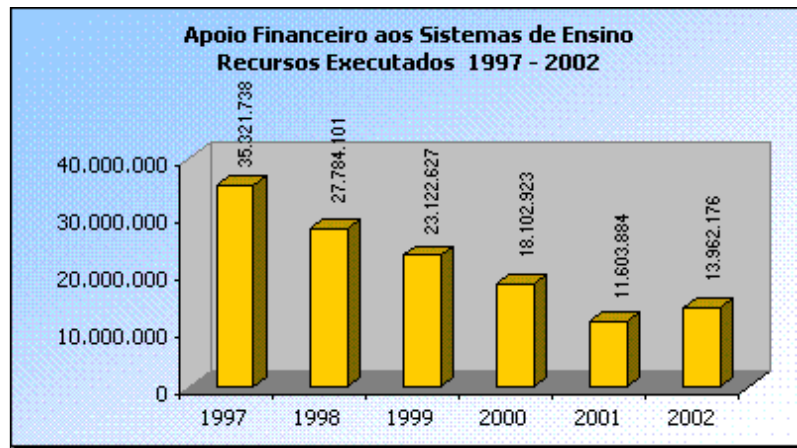
The Support Programme for States and Municipalities in Primary Education for Young People and Adults, “Fazendo Escola”.

The aim of this programme is to contribute to eradicating illiteracy and low levels of schooling. It is aimed at Brazil’s areas of poverty, which contain the majority of those who have not had access to school or left school before finishing the eight grades of primary education.

The programme gives technical and financial support to state and municipal governments to which it transfers a *per capita* sum related to enrolments registered in the School Censuses in school-based primary courses for young people and adults. It sends resources to the states of Acre, Alagoas, Bahia, Ceará, Maranhão, Pará, Paraíba, Pernambuco, Piauí, Rio Grande do Norte, Rondônia, Roraima, Sergipe, Tocantins and those of their respective municipalities that show a Human Development Index (HDI)\* equal to or less than 0.500 as shown on the 1988 UNDP Atlas. In addition the programme serves another 390 municipalities located in micro-regions in the states of Minas Gerais, Paraná, São Paulo, Amazonas, Amapá, Espírito Santo, Goiás, Mato Grosso and Rio Grande do Sul which also belong to the municipalities with an HDI of 0.500 or less.

The programme’s first budget in 2001 was in the order of R\$189.700,000 (approximately US\$63 million). In 2002 this was increased to R\$340 million (approximately US\$110 million).

The North and Northeast regions are given priority help by the programme while the other regions receive help by means of projects. Between 1997 and 2002 the Ministry of Education transferred resources amounting to R\$129,897,449 to the states and municipalities of the South, Southeast and Mid-West regions for the education of young people and adults, through agreements signed with those organs.



As the graph above indicates, from 1998 resources suffered a gradual decrease until 2001. This decrease was due to the reduction of demand on the part of the educational systems. After 2002, however, a substantial increase occurred. For the year 2003 R\$15 million (approximately US\$5 million) are being directed to projects in the state and municipal education systems to develop in-service teacher training activities and R\$15 million (approximately US\$5 million) for the provision of teaching materials. Thus the Ministry will be serving 30,200 teachers and about 600,000 pupils.

With regard to state and municipal initiatives receiving financial help, we find a considerable increase in the number of projects presented. Only 15 projects were presented in 1995 as opposed to the 845 in 1997 and the 3,136 in 2002.

According to data from the School Census/INEP there was a significant increase in the enrolment of young people and adults between 2000 and 2002. In the whole of Brazil there was an increase of 25.5% in enrolments in continuously assessed school-based primary courses. In the North and Northeast regions, where the programme's efforts are concentrated, increases of 48% and 102.5% respectively were recorded.

Table II – Enrolment of Young People and Adults in Continuously Assessed School-based Primary Courses in State and Municipal Systems, According to Geographical Region and National Division

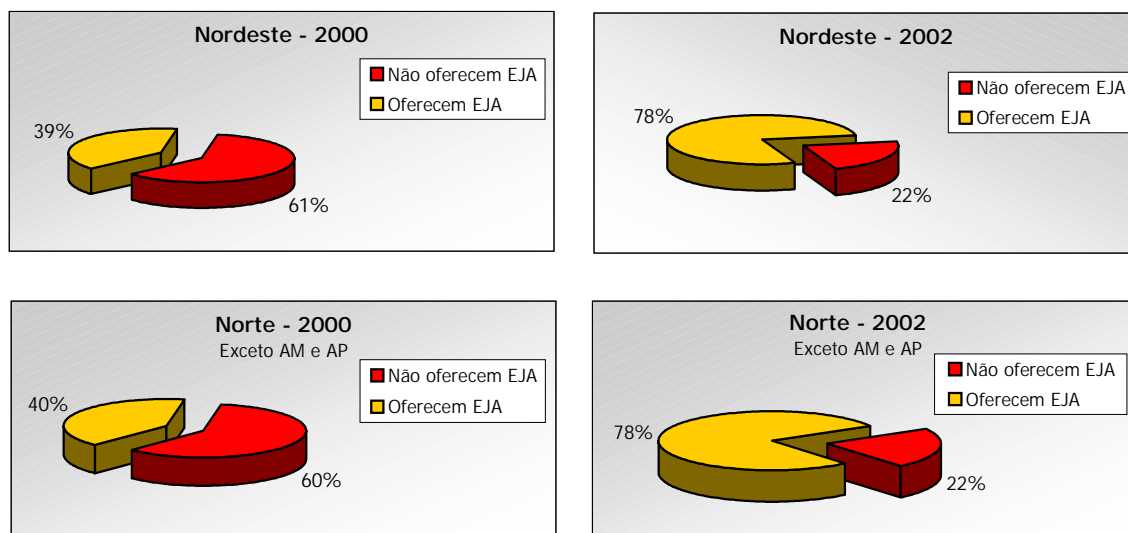
	2000			2002			Percentage Variation 2002 - 2000
	State	Municipal	Total	State	Municipal	Total	
<b>Brazil</b>	<b>1.283.349</b>	<b>856.237</b>	<b>2.139.586</b>	<b>1.098.825</b>	<b>1.587.905</b>	<b>2.686.730</b>	<b>25,57%</b>
<b>North</b>	<b>208.034</b>	<b>124.132</b>	<b>332.166</b>	<b>240.374</b>	<b>251.248</b>	<b>491.622</b>	<b>48,00%</b>
AC	16.658	2.953	19.611	24.303	12.975	37.278	90,09%
AM	30.648	22.165	52.813	36.682	37.659	74.341	40,76%
AP	22.522	3.197	25.719	16.643	4.693	21.336	-17,04%
PA	102.745	84.197	186.942	95.503	156.886	252.389	35,01%
RO	28.970	6.062	35.032	31.012	14.501	45.513	29,92%
RR	6.164	551	6.715	9.978	3.664	13.642	103,16%
TO	327	5.007	5.334	26.253	20.870	47.123	783,45%
<b>Northeast</b>	<b>274.309</b>	<b>266.559</b>	<b>540.868</b>	<b>304.211</b>	<b>791.256</b>	<b>1.095.467</b>	<b>102,54%</b>
AL	17.443	17.111	34.554	33.357	55.939	89.296	158,42%
BA	0	6.709	6.709	304	81.095	81.399	1113,28%
CE	42.510	78.824	121.334	27.357	154.999	182.356	50,29%
MA	33.254	38.522	71.776	35.906	128.656	164.562	129,27%
PB	31.308	11.550	42.858	41.559	50.856	92.415	115,63%
PE	57.988	72.169	130.157	63.351	144.669	208.020	59,82%
PI	19.842	7.116	26.958	28.477	83.974	112.451	317,13%
RN	49.316	22.112	71.428	51.005	62.102	113.107	58,35%
SE	22.648	12.446	35.094	22.895	28.966	51.861	47,78%
<b>Mid-West</b>	<b>117.262</b>	<b>40.787</b>	<b>158.049</b>	<b>77.582</b>	<b>54.459</b>	<b>132.041</b>	<b>-16,46%</b>
DF	66.241	0	66.241	16.757	0	16.757	-74,70%
GO	14.472	26.772	41.244	38.045	41.461	79.506	92,77%
MS	22.121	9.924	32.045	6.663	1.917	8.580	-73,23%
MT	14.428	4.091	18.519	16.117	11.081	27.198	46,87%
<b>Southeast</b>	<b>421.760</b>	<b>359.228</b>	<b>780.988</b>	<b>300.883</b>	<b>411.025</b>	<b>711.908</b>	<b>-8,85%</b>
ES	40.302	9.351	49.653	37.958	11.641	49.599	-0,11%
MG	1.032	17.575	18.607	1.108	40.204	41.312	122,02%
RJ	144.218	43.012	187.230	130.621	67.348	197.969	5,74%
SP	236.208	289.290	525.498	131.196	291.832	423.028	-19,50%
<b>Sul</b>	<b>261.984</b>	<b>65.531</b>	<b>327.515</b>	<b>175.775</b>	<b>79.917</b>	<b>255.692</b>	<b>-21,93%</b>
PR	149.546	16.760	166.306	71.171	34.177	105.348	-36,65%
SC	58.872	24.789	83.661	38.981	22.497	61.478	-26,52%
RS	53.566	23.982	77.548	65.623	23.243	88.866	14,59%

Source: MEC/INEP: 2000-2002

In the period 2000 to 2002, as well as the increase in enrolments we find a considerable growth in the number of municipalities served: from 946 in 2000 to 1,859 in 2002, representing an increase of 94% during the whole programme.

## Development of the Number of Municipalities Offering Education to Young People and Adults in Continuously Assessed School-based Primary Courses

### Municipal Systems in the North and Northeast Regions – 2000 to 2002



Fonte: MEC/INEP/SEEC-2000-2002

The increase in the number of municipalities shows the importance of the partnership established between the Ministry of Education and other state organs with regard to the division of responsibilities in educational provision for specific abilities for young people and adults.

### Support for Non-government Organisations

With regard to the projects of non-government organisations supported by the Ministry of Education, we find another development that may be confirmed in the following graph:



The funds detailed in the graph above are distributed according requests coming from non-government organisations. A decrease in demand can be seen between 2000 and 2001, with a sharp rise in 2002. The 2003 budget allows for R\$3,75,000 (approximately US\$1.2 million) to be given to non-government organisations so that they may develop initiatives for in-service teacher training and provide teaching and learning materials for young people and adults.

We should emphasise the fact that the education of young people and adults is the only area of education that transfers funds to non-government organisations.

### **Chapter 3: Increasing Participation**

In order to fulfil commitments given at the 5<sup>th</sup> CONFINTEA in Hamburg, the Permanent Forums for the Education of Young People and Adults were established in Brazilian states and municipalities. These forums are consultative and/or deliberative and include both government and non-government bodies. Their aim is to discuss a national education policy for young people and adults and to establish linked co-operative activities between areas of government and other sectors of society. The Forums are also intended to work towards the revision and widening of the idea of education for young people and adults and to promote the spread and interchange of experiences in order to encourage holding meetings at state and regional level.

### **Chapter 4: Studies and Research in the Area of Adult Education**

Curriculum Proposal for the 1<sup>st</sup> stage of Primary Education (1<sup>st</sup> to 4<sup>th</sup> grades)

One of the major failings in educational systems was found to be the lack of curriculum guidance in the education of young people and adults that could effectively help teachers to understand methodological innovation and the topics of study best suited to the world of young people and adults.

In recognition of this situation, the Ministry co-published in 1997 the Curriculum Proposal for the First Stage of Primary Education developed by the non-government organisation Ação Educativa - Assessoria, Pesquisa, Informação (Education Action – Evaluation,



Research, Information). This proposal provides curriculum guidance in relation to literacy and post-literacy teaching for young people and adults and defines the content that is suitable for the content laid down for the first four grades of primary school. By 2002 public education systems had received 22,000 copies of this document.

By means of this initiative the Ministry of Education provided its school systems with a curriculum proposal within its responsibility without laying down a compulsory curriculum to be followed at local, regional or national level.

The distribution of this document provoked a wide-ranging debate concerning the curriculum as well as stimulating the development of alternative or complementary proposals for school systems and teaching teams working in the education of young people and adults. New initiatives in teacher training and the production of more suitable teaching materials were also stimulated as a result of this debate.

#### The Living and Learning Collection (Coleção Viver, Aprender)

The distribution of the Curriculum Proposal for the first stage encouraged state secretariats of education to use teaching materials that supported the implementation of this level of education. Therefore the Ministry of Education offered education systems the Living and Learning collection (developed by Educational Action) that consisted of four teacher's guides and eight modules for pupils in the first grades of primary school. By 2002 schools had received 93,720 of these collections.

Various public education networks chose to copy the collection and adopt it in their institutions. The teacher's guides, which have detailed explanations about activities and learning processes, have been used as a fundamental support in teachers' planning.

#### Curriculum Proposal for the Second Stage of Primary Education (5<sup>th</sup> to 8<sup>th</sup> grades)

The Curriculum Proposal for the Education of Young People and Adults for the Second Stage of Primary Education is the result of the need on the part of state and municipal secretariats of education produced by the expansion within their school systems, for the provision of places for further schooling. This material caters for the specific requirements of the education of young people and adults such as the different time periods typical of

courses aimed at this area, selection criteria and organisation of content, and the teaching methods that lead to quality education.

The material consists of three volumes: the first presents themes that must be analysed and discussed in groups by teams in schools; the second has the content required for Portuguese language, a foreign language, history and geography; the third has the content for mathematics, science, the arts and physical education.

The distribution of 5,500 copies of this document encouraged discussion of a specific curriculum aimed at this area of teaching.

Publication: *Towards a Non-discriminatory Education for Young People and Adults*

This publication is the result of a partnership set up between the Network for the Defence of the Human Species (REDEH), a non-government organisation, and the Ministry of Education.

The material comprises a kit containing: a video, a collection of cassette tapes and manuals aimed at helping teachers to carry out activities contributing to overcoming racial and ethnic discrimination, thus developing a more democratic relationship between people. Municipal and state school systems all over Brazil received 1,200 kits.

## **Chapter 5: The Status of the Training of Teachers and Facilitators for Adults**

### **In-service Teacher Training**

In recent years, while giving technical and financial support to state and municipal systems of education, the Ministry of Education has given priority to developing in-service training activities for teachers and the provision of high-quality teaching and learning materials to school systems.

The main aim of the in-service teacher training programme is in guiding and stimulating the development of policies for the permanent professional development of teachers in Brazil's public education. Taking into account the fact that in-service training is a basic requirement for ensuring high-quality education in school and the need to change

traditional practices in schools, new methods have been sought. Thus, as a result of forming study groups, training has become centred in its place of origin: the school.

By the end of 2002 this programme had reached 42,000 teachers in the study groups and 2,500 group co-ordinators, involving 1,800 municipalities. This year, the Ministry of Education is continuing to support this action financially and technically by means of the Support for States and Municipalities Programme or with projects for those regions that fall outside the programme's area of activity.

#### The School Radio Programme

The School Radio was born out of a partnership between the Ministry of Education's Secretariat for Distance Education and the Literacy Solidarity Programme. Its aim is to train teachers working in literacy teaching for young people and adults and its target is to use radio programmes and printed materials to reach the 22,000 teachers responsible for teaching 550,000 young people and adults in the North and Northeast to read and write.

Its objectives are:

- to support the struggle against illiteracy among young people and adults and reduce the impediments to including a large section of the Brazilian population in the effective exercise of citizenship;
- to provide material for the work of teachers linked to the education of young people and adults, contributing to overcoming a marked lack of teaching materials aimed at encouraging autonomy, and for use in the classroom, and
- helping in the training of teachers of literacy.

#### **Chapters 6 and 7: Encouraging Adult Learners and Examples of Good Practice and Innovations**

From the results achieved, the Ministry of Education considers the above-mentioned programmes "Fazendo Escola" and School Radio to be a great incentive to the education of young people and adults.

As for good practice, we have to state that until the present time there has been no evaluation that might identify examples of this nature.

## **Chapter 8: Future Actions and Specific Objectives for 2009**

It should be noted that one of the Ministry of Education's priority targets is to ensure that all Brazilians aged 15 or over who have not had access to school or who have left school early should have entry to, permanence in and the conclusion of a high-quality primary education. To this end, in partnership with the states, municipalities and society at large, it is implementing a series of actions aimed at broadening the provision, repair and improvement of public schooling and of teaching staff.

The Ministry of Education's activities aim to bring together the three spheres of government and the various sectors of society to increase the supply and improve the quality of education for young people and adults. The following activities are already in progress and should have been developed by the time the targets set down in national and international plans have been met:

- Technical and financial support for states and municipalities in the North and Northeast through the Support Programme for States and Municipalities in Primary Education for Young People and Adults, "Fazendo Escola".
- Technical support for the teams from state and municipal secretariats of education in implementing education for young people and adults.
- Financial and technical support for developing and implementing local in-service teacher training.
- The development of teaching and learning material for the first and second stages of primary education.
- The implementation of the Literate Brazil Programme by means of partnerships between the Ministry of Education, states, municipalities and social organisations, with the aim of defeating illiteracy in Brazil.

## **CONCLUSION**

Based on the data studied here and from the point of view of the Ministry of Education, we can identify some conclusions contributing to a more precise idea of what has actually happened in the education of young people and adults:

The establishment of permanent forums on the education of young people and adults in fifteen states of Brazil has contributed to a wide discussion with different sectors of society concerning state policies aimed at young people and adults, which signifies a great advance of democracy in this area.

The Ministry of Education has been setting up partnerships with government and non-government agencies with the aim of overcoming the social divide that exists in this section of the population. To this end, in the period 1997 to 2002, it has given financial support to about 3,136 government and ten non-government institutions in all areas of the country. It should be emphasised that education for young people and adults is the only area that gives financial support to non-government organisations.

With regard to the Support Programme for States and Municipalities, attention should be given to the increase in enrolments in the period 2000 to 2002 - 48% and 102.5% respectively in the North and Northeast regions of Brazil and as a result, the increase of 104% in the amount of funds transferred.

The Ministry of Education gives financial and technical support to education systems, offering teaching and learning material suitable for in-service teacher training working with young people and adults, thus seeking a way to contribute to work aimed at this clientele.

Although some school systems offering education to young people and adults still treat it as a non-continuous programme, we can see that this practice, which does not conform to current legislation, has been decreasing in recent years, evidence of the adequacy of the systems that the 1996 LDB laid down.

In 2003 the Ministry of Education created the Special Secretariat for Eradicating Illiteracy to develop and carry out government policies aimed at overcoming illiteracy in Brazil. It has also launched the Literate Brazil Programme referred to earlier, which has now signed agreements with states, municipalities and social organisations to teach a million young people and adults to read and write and to train 55,905 literacy teachers.

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\*The HDI is an index established by the UN that uses three criteria to evaluate human development: life expectancy, *per capita* income and years of schooling.