



**Ministério da Educação**

# **National Report from Brazil**

**2008**

## I. An Overview of the Situation in Brazil

Brazil occupies a territory of 8.5 million km<sup>2</sup> and in 2006 it had 187.2 million inhabitants of whom 83% lived in urban areas and 17% in rural areas. This population is characterised by its ethnic and racial diversity and is made up of 49.7% white people, 49.5% black people (42.6% of whom declare themselves to be of mixed race and 6.9% state they are black), 0.5% are Asian and 0.3% are of indigenous origin. The indigenous minority consists of 227 population groups speaking about 180 languages.

Since the last CONFINTEA, the proportion of adults in the total population has increased. Thus, according to data from the National Household Sample Survey (Pesquisa Nacional por Amostra de Domicílios - PNAD) carried out by the Brazilian Institute of Geography and Statistics (Instituto Brasileiro de Geografia e Estatística - IBGE) for the period 1996-2006, the population of those aged 14 years and over grew by 5.5 percentage points and in the 24 years and over age range this growth was 7 percentage points. This fact confirms the growing need to broaden the opportunities for lifelong education and learning.

From the point of view of economic and social indicators, the situation of Brazil improved significantly during this period. From 1996 to 2006 there was a real growth in per capita GDP of 11.2% and the minimum salary increased 61%, also in real terms. Equally, in 2007 the UNDP classified Brazil among those countries with a high HDI, in this case 0.8 whereas in 1987 this score was 0.73 (UNDP, 2007). During the same period there was a significant reduction in unemployment levels and a small improvement in income distribution, with a 5.5% drop in the Gini Coefficient<sup>1</sup> between 1996 and 2006 (Ipeadata).

In spite of these undeniable advances, Brazil still needs to make great improvements in these indicators. In terms of HDI in the Latin America and Caribbean region, Argentina, Chile, Uruguay, Costa Rica, Cuba and Mexico all have higher scores than Brazil. As for income inequality in the same region, the situation in Brazil is better only than that in Paraguay, Colombia, Haiti and Bolivia (UNDP, 2006).

In spite of Brazil having the eighth largest economy in the world, the extreme inequality in income which still typifies the country means that problems of social exclusion running alongside economic growth continue to exist. Thus, PNAD data show that in 2006, white

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<sup>1</sup> The Gini Coefficient is an indicator measuring inequality in income distribution. It varies between 0 and 1, where 0 corresponds to complete equality of income (everyone with the same income), and 1 corresponds to complete inequality (all income concentrated in only one person).

people earned on average 40% more than black or mixed-race workers with the same level of schooling. While white people accounted for 26% of the 10% of poorest people, black and mixed-race citizens made up 73% of that group. Among the 1% of the richest Brazilians, mixed-race and black people accounted for a little more than 12% while white people comprised 86% of the group. In 2006, half the families in Brazil lived on a per capita family income lower than R\$350. Among those families belonging to the poorest 40%, average family income was a little less than half the minimum salary (R\$147). In regional terms, while 70% of families in the Northeast region lived on an average per capita income of up to three quarters of a minimum salary, in the Southeast this figure dropped to 54%. In terms of gender, while 31% of families in which the woman was the point of reference lived on a monthly income of up to half a minimum salary per capita, in families where the point of reference was male, this number fell to 27%. From the point of view of income, UNDP data show also that in general, women receive about 70% of the wages earned by men.

### ***The Situation of Education***

During the period referred to, Brazil also made significant progress in some educational indicators although it has arrived in the 21st century with marked deficits that still have to be overcome. In 2006, the IBGE recorded a figure of 14.4 million Brazilians aged 15 years and over who were illiterate. Even though the data show that illiteracy rates in all regions of the country have fallen, there is nevertheless much variation between them: the worst case is the Northeast, with a rate of 21.9% in 2006, followed by the North (11.5%), Centre-West (8.9%), Southeast (6.5%) and South (5.9%). In absolute terms, the Northeast region has the highest number of illiterate citizens: 7.6 million people aged 15 and over were unable to read or write in 2006, followed by the Southeast (3.7 million), South (1.2 million), North (1.1 million) and Centre-West (0.8 million).

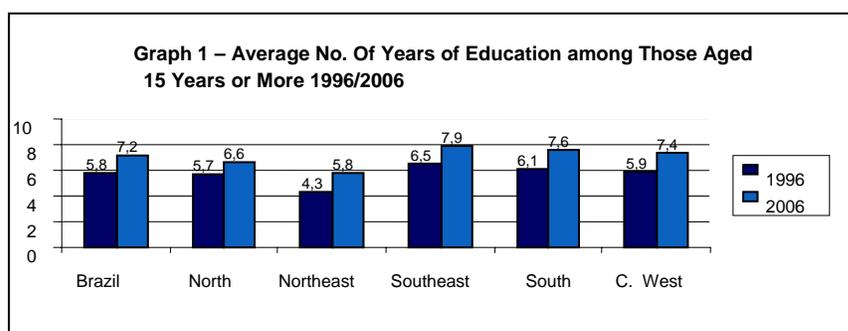
In terms of gender, in 2006 women aged 15 years or over had an illiteracy rate of 10.1% and among men, this figure was 10.6%. In the younger age groups (15-24 years) the illiteracy rate in the female population (1.6%) is half that among males (3.2%), a situation not found in older age groups: 24% of women aged 50 years or more are illiterate while among men in the same age group the percentage is 21.7%. This shows that younger women have managed to reverse the pattern that existed previously, that is, a higher level of education for men. However, this change in the educational profile of younger women is not reflected in access to a better situation in the workplace: thus it is that in 2006, the unemployment rate of women aged from 18-24 years was 21.6% (12.9% for men) and 8.8% in the group aged from 25-49 years (4.4% for men). In terms of monthly income of the working population aged 18 years or over, by gender, men earned on average 40% more than women (UNDP, 2006).

From the ethnic and racial point of view, while improvements had occurred, we find that the illiteracy rate in 2006 was 14% among black people and those of mixed race (in 1996 it was 20.4%) was actually more than twice as high as that of the white population (6.5%). Of the 14.4 million illiterates in 2006, 69.4% were black (black and mixed-race), while this group comprises 49.5% of the total population.

In terms of geographic location, we find a decrease in the differences between illiteracy rates in the countryside and the towns, but there is still inequality. In 2006, the illiteracy rate among those aged 15 years or over in the countryside was 24% (in 1996 it was 31%) and 8% in the towns (in 1996 it was 10.8%). In absolute terms, in urban areas there were 9.2 million illiterates and in rural areas, 5.2 million in 2006.

As for functional illiteracy<sup>2</sup> among those aged 15 years or more, the rate was 32.6% in 1996 and 22.2% in 2006. In absolute terms, there were 35.5 million functional illiterates in 1996 and 30.5 million in 2006. In the South and Southeast this rate was 16.5% in 2006 while in the Northeast it was 34.4%, 25.6% in the North and 20% in the Centre-West (UNDP, 2006).

In terms of the average number of years of study among those aged 15 years or more, we find an improvement in several regions of the country (Graph 1), with a general increase of 1.4 years of study between 1996 and 2006. The situation is worst in the Northeastern region which has 2.1 years of education fewer than the Southeast. The UNDP data also show that the maximum number of years of education (9.1) is found in the 20-24 year-old age group. Among those aged 25-59, the average falls to 7.4 years of education, which drops to 3.8 years among those aged 60 or over.



**Source:** Instituto Brasileiro de Geografia e Estatística (IBGE),

<sup>2</sup> The IBGE regards as being functionally illiterate those with less than four years of schooling. This is a concept suggested by UNESCO to facilitate the establishment of valid international comparisons. The concept aims to broaden the conventional definition which describes a person as illiterate who is unable to write a simple note.

Analysing the data from the point of view of gender and geographical location of the population, the 2006 PNAD data confirm the tendency found in the figures concerning illiteracy, with women having an average of 0.3 more years of education than men (7.3 as against 7.0 years), and the urban population has 3.4 years more than those living in the country (7.7 as against 4.3 years). We find however a great variation between income and years of study. In the 25 years and over age group, the 20% representing the richest people in the country in 2006 had an average of 10.2 years of schooling while the poorest 20% had on average 3.9 years.

The data also show improved access to higher education but this improvement has not favoured whites and blacks equally. Between 1996 and 2006, the number of white students aged between 18 and 24 years enrolled in higher education increased by 25.8 percentage points - it went from 30.2% to 56%. At the same level, the participation of black and mixed-race students increased by 15 percentage points - from 7.1% to 22%, which can be attributed to the affirmative action policies that have been increasing and consolidated, as well as other measures. Among those with more than 15 years of education - that is, a period long enough to finish higher education, in 2006, 78% were white, 16.5% of mixed race and only 3.3% were black.

Table 1, based on data from the School Census, shows that in general, and taking into account the various regions of Brazil, at present young people must stay in school until they finish either primary education (eight years) or secondary education (three years). However, because of the high rates of repetition, the average rate of conclusion expected in the country as a whole is 53.5% for primary education and 68.5% for secondary, and there is a large difference between the diverse regions. It is noticeable that the low rates of conclusion, together with dropping out of school are factors creating a demand for Youth and Adult Education (YAE).

**Table 1**  
**Indicators of flow through the School System – 2004**

	<b>Stage</b>	<b>Average Time Expected to Stay in School</b>	<b>Average Time Expected to Complete</b>	<b>Average Nº of Grades Expected to be Completed</b>	<b>Average Rate of Completion Expected</b>
Brazil	Primary	8.3	10.1	6.3	53.5
Brazil	Secondary	3.3	3.9	2.4	68.5
North	Primary	8.5	11.1	5.8	41.2
North	Secondary	3.4	4,0	2.3	63.6
Northeast	Primary	8.5	11.5	5.6	38.2
Northeast	Secondary	3.3	3.9	2.3	67.7
Southeast	Primary	8.2	9.2	7.1	69.3
Southeast	Secondary	3.2	3.7	2.4	70.5
South	Primary	8.4	9.6	6.9	65.1

South	Secondary	3.3	3.9	2.3	67.8
Centre-West	Primary	8.2	10.1	6.3	47.9
Centre-West	Secondary	3.2	3.9	2.2	59.6

**Source:** MEC/INEP

These data show that, in spite of the progress made, the defects in the Brazilian school system are still producing large numbers of people with insufficient levels of education, a situation that predicts the need to build an education system which will improve the quality of teaching offered at all levels, including YAE and government policies aimed at overcoming educational and social inequalities.

The situation of socio-economic exclusion and insufficient provision of basic education are also reflected in the opportunities for lifelong learning. This immense area, linked to the broader view of education for adults set out in the 5th CONFINTEA and supported by Brazilian social movements interested in the topic, is not easy to envisage using statistical information because it involves the most diverse ways of participating in culture, from taking free or distance-learning courses to interaction at work between colleagues and between members of the community. Some of the statistics available however can illustrate how social inequalities are reflected in this area. This is the case, for example, with access to Communication and Information Technologies (Tecnologias de Comunicação e Informação - TIC), which today are powerful tools for disseminating knowledge. A study based on 2005 PNAD data (Waiselfisz, 2007) shows that the situation is improving but that in Brazil, access to computers and the Internet is very limited. In 2005, only 18.5% of the population had a computer and 13.6% had Internet access at home; in 2001, these rates were 12.5% and 8.3% respectively. The proportion of the Brazilian population with access to the Internet is 17.2%, but the difference between socio-economic levels is striking: while access among the 10% of the richest Brazilians is 58.7%, among the poorest 40% it is only 5.7%. Unfortunately, the public policies that might be able to correct this situation are still not effective in terms of scope and focus. Only 2.1% of the population aged 10 years or over said that they had been to a free Internet access centre as opposed to 10.5% who used the Internet at home, 8.3% at work, 5.4% at school and 4.6% in commercially-operated centres.

Data such as these indicate, however, that in addition to simply raising the population's levels of education, Brazil needs a high-quality school education that is clearly directed towards promoting social justice, sustainable development and social solidarity allied to public policies providing access to knowledge and lifelong learning aimed at the less-privileged groups in society.

## **II – Youth and Adult Education (YAE)**

### ***1. Legislation, policies and financing***

#### **1.1. The Legal Situation**

Adult Education in Brazil, especially in terms of formal schooling, is comprehensively enshrined in Brazilian law. The Law of Guidelines and Foundations of National Education (Lei de Diretrizes e Bases da Educação – LDB, Federal Law No. 9394/96), which regulates constitutional matters concerning education, granted the status of subjective public right to primary education for young people and adults, thus guaranteeing its basis in law.

The LDB states that, in addition to free provision, "states and municipalities, through collaboration and with the help of the Union, should carry out a census of the school-age population eligible for primary education and of the young people and adults who have not had access to it" ("Principles and Aims", Article 5, §1). Later, in Section V of Chapter II, "Basic Education"<sup>3</sup>, the LDB states that education systems must provide courses and examinations that offer educational opportunities appropriate to the interests and living and working conditions of young people and adults. In Article 37, it lays down that "ways for workers to have access to and to remain in school should be made possible and stimulated by integrated actions on the part of public powers". Another area of the LDB relevant to youths and adults concerns vocational education, where it is stated that this should be offered in a manner that is linked with primary or secondary education or even by means of different strategies of continuing education for young and adult workers.

In 1996, the same year that the LDB was passed, Youth and Adult Education suffered a great reverse from the legal point of view. Constitutional Amendment 14/96 deleted from the Temporary Dispositions of the Constitution the article committing society and governments to eradicating illiteracy and providing universal primary education by 1998 and which also obliged the Federal Government to provide for this purpose half the resources destined for education. The same amendment created the Fund for Primary Education Development and for Enhancing the Value of the Teaching Profession (Fundo de Manutenção e Desenvolvimento do Ensino Fundamental e de Valorização do Magistério - FUNDEF), which set up a redistributive system of financing primary education promising to provide states and municipalities with a minimum sum of money per pupil enrolled in primary education. The

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<sup>3</sup> According to the Law of Guidelines and Foundations of National Education (LDB), Basic Education is made up of primary education (9 years) and secondary education (3 years) in the following modalities: Youth and Adult Education, Special Education and Vocational Education. Youth and Adult Education can be offered at primary and secondary levels.

law regulating this fund (Law No. 9,424/96) was unanimously approved by the National Congress but was vetoed in some areas by the then President of the Republic. One of the presidential vetoes prevented enrolments in classroom-based YAE courses being considered for receiving funds from FUNDEF, thus discouraging states and municipalities from expanding this area of teaching. As we shall see later, the exclusion of YAE from FUNDEF created a series of distortions and difficulties in developing YAE during the last 10 years.

In 2000, the National Education Council (Conselho Nacional de Educação) approved the National Curricular Directives for Adult Education, which regulated aspects of the LDB, setting out general rules for providing this form of education but leaving a wide margin of flexibility in terms of the length and curricular structure of courses, approval of which is the responsibility of state and municipal education councils.

The legal basis of the directives sets out a clear distinction in relation to the three functions that YAE performs in Brazil. Through its remedial function, YAE must create opportunities for those who were denied their right to primary education at the appropriate age, by means of education programmes following a teaching model tailored to the learning needs of this population which has generally been denied other rights of citizenship. Through its equalising function it seeks to generate equal opportunities for all citizens who, at the end of the period of compulsory schooling, wish to carry on learning and raising their level of education in line with modern demands of the labour market or other motives which may be individual or social. Finally, through its qualifying function, YAE should provide everyone with opportunities for updating knowledge and developing their human potential in the most diverse areas.

In 2001, the year following the approval of the Directives, the National Congress instituted, with Federal Law No. 10,172, the National Education Plan (Plano Nacional de Educação - PNE), which defined 26 priority targets for Youth and Adult Education that must be achieved by 2011. Among these is the eradication of illiteracy and a commitment to ensure that at least 50% of young people, adults and the aged who have not finished schooling should have access to the four first grades of primary education by 2006, and to the whole of this level of schooling by 2011. Other targets included in the plan are: carrying out censuses to map demand, the provision of teaching materials and training teachers for YAE. In relation to vocational education, the PNE aims, during this period, to triple every five years the provision of basic courses aimed especially at the unemployed, in addition to permanent vocational training courses for all the economically active population, linking this provision to programmes that allow those without primary education to obtain an equivalent qualification.

Unfortunately, the aims of the PNE are far from being reached and the importance of the document as a guide to policies is not always fully understood by executive powers. The limits imposed by excluding YAE from FUNDEF were only removed after 2007, when the legislature approved the Constitutional Amendment that turned FUNDEF into the FUNDEB (Fund for Basic Education Development and for Enhancing the Value of the Teaching Profession - Fundo de Manutenção e Desenvolvimento da Educação Básica e de Valorização dos Profissionais da Educação), which also included early childhood education, secondary education and YAE, which had previously been excluded from this method of financing.

## **1.2. The Political Situation**

### ***1.2.1 The Ministry of Education***

As set out in the LDB, public provision of YAE courses at primary and secondary levels is almost completely in the hands of states and municipalities. Federal government, however, exercises an important role in initiating and guiding policies, defining curricular requirements, carrying out evaluations, providing teaching materials and, mainly, financing projects planned by states and municipalities.

During the two terms of the previous government (1995-2002), the policy of the Ministry of Education (Ministério da Educação - MEC) focused on primary education for children and adolescents. The political and educational support structure for YAE was reduced and the main activities in this area functioned in the wake of policies directed at the education of children and adolescents: formulating proposals for the curriculum of primary education and the provision of teacher training courses for states and municipalities within the Parameters in Action (Parâmetros em Ação) programme. The most noteworthy action during this period was the Solidarity Literacy Programme (Programa Alfabetização Solidária - PAS), launched by the Community Solidarity Council (Conselho da Comunidade Solidária), an organ of the Presidency of the Republic that coordinated emergency actions to combat poverty. In 1998, two years after its creation, a non-government organisation took over the running of the PAS which, as well as collecting money from private enterprise, eventually came to be the channel through which almost all MEC resources for teaching young people and adults to read and write were directed.

The action that had greatest impact, however, was the creation in 2001 of the Support Programme for States and Municipalities for the Primary Education of Young People and Adults, called the Restart Programme - Quality Supplement (Programa Recomeço –

Supletivo de Qualidade) which offered financial support to municipal and state governments that were members of the Alvorada Project in the North and Northeast regions and a further 390 municipalities in nine states (AM, AP, GO, ES, MG, MT, PR, SP e RS) located in micro-regions with an HDI lower than or equal to 0.500.

In 2003, at the start of the administration of the new Federal Government, MEC reassumed responsibility for and support of the area of adult literacy, launching as one of the priorities of its mandate the Literate Brazil Programme (Programa Brasil Alfabetizado – PBA). To administer it, the Ministry created the Extraordinarily Secretariat for Eradicating Illiteracy (Secretaria Extraordinária de Erradicação do Analfabetismo - SEEA), bringing together PBA resources and the political will to overcome illiteracy nationwide in four years. It created the National Literacy Committee (Comissão Nacional de Alfabetização - CNA), which later became the National Literacy and Youth and Adult Education Committee (Comissão Nacional de Alfabetização e Educação de Jovens e Adultos - CNYAEJA), with consultative representation from various sectors involved in the area.

The following year, 2004, responding to suggestions from social movements that literacy should form part of basic educational policy - a response facilitated by political changes in the leadership of MEC – the SEEA was incorporated into the Secretariat for Continuing Education, Literacy and Diversity (Secretaria de Educação Continuada, Alfabetização e Diversidade - SECAD) which, as well as managing the PBA, also took responsibility for YAE and programmes aimed at drawing attention to and giving value to diversity - rural education, indigenous education and ethnic and racial education, as well as environmental education. This new design, as well as indicating the necessary link between teaching literacy to and educating young people, adults and the aged, raised the status of this area within the Ministry, joining it to other initiatives aimed at challenging the *inequalities* and valuing the *diversity* of Brazil and inaugurating a method of participative management in creating an inter-sectorial method of public management in YAE.

The new executive also redefined the Restart Programme as the Support Programme for Educational Systems Serving Youth and Adult Education - Making a School (Programa de Apoio aos Sistemas de Ensino para Atendimento à Educação de Jovens e Adultos - Fazendo Escola), which consists of the supplementary transfer of financial resources to states, the Federal District and municipalities, with the aim of increasing the provision of places in primary education for youths and adults and to provide high-quality educational services to students enrolled at this level of education, as shown in the INEP/MEC School Census. With this new design, the support programme has increased significantly and, since 2005, has spread to all states and municipalities with a per capita differential in favour of areas with higher rates of illiteracy and low levels of schooling.

SECAD has also invested in the production of another set of textbooks for YAE. It has promoted the distribution of collections of literary texts and essays for YAE students and also the production and delivery of new works aimed at new readers through the Literature For All Programme.

Launched in 2005, the National Inclusion Programme for Young People (Programa Nacional de Inclusão de Jovens - PROJOVEM), run by the Special Secretariat for Youth of the Presidency of the Republic (Secretaria Especial de Juventude da Presidência da República), has increased the involvement of the Federal Government in this field. To begin with, PROJOVEM was aimed at young people aged between 18 and 24 with low levels of education and without formal jobs who were living in state capitals, offering them the chance to finish their primary education integrated with vocational training and community action. With financial help worth R\$100, which is a new initiative in this area, the young people can finish their primary education in one year, complementing their schooling with inclusion in the digital world, qualifications in three jobs within a range of similar occupations and they can also develop a community action project and formulate a Plan for Vocational Orientation. The programme has since broadened its geographical scope, including other urban regions and has raised the level of the age group it serves to 29 years and the length of the course to 18 months.

Another relevant action involving integration of education at primary level and social and vocational qualification in family agriculture and sustainability is the Knowing the Land Programme (Programa Saberes da Terra), which appeared in 2005, attached to the Ministry of Education by the Secretariat of Continuing Education, Literacy and Diversity with the aim of educating 5,000 young farm workers in different Brazilian states. During the two years of its existence, the Knowing the Land Programme has helped to educate young farm workers living in riverside communities, *quilombos* [originally settlements of escaped slaves – trans.], indigenous communities and settlements in 12 states. The execution of the teaching and curricular programme is developed according to a system of alternance, that is, making use of different training times and places: school time and community time. At present, the programme forms part of the National Policy for the Inclusion of Young People (Política Nacional de Inclusão de Jovens – PROJOVEM) under the title Rural PROJOVEM - Knowing the Land. The target for 2008 is to reach, in partnership with 21 states, 35,000 young agricultural workers aged 15-29 and by 2011, 275,000 young people. The continuing training of the instructors who will work on the programme will be the responsibility of public higher education institutions in partnership with the public systems of state and municipal education belonging to it. This programme is included in YAE as a mode of education and may be financed by FUNDEB money for actions which are included in the provisions of Article 70 of the LDBEN.

As for the integration of basic and vocational education, this has not been an isolated action on the part of MEC. During the previous federal administration (1995-2002) the effect of reducing this sphere of education had been discussed. The 1998 Law No. 9,649 stated that the expansion of Federal technical colleges could only happen in partnership with states, municipalities or the Federal District. Seeking to establish a policy of expansion, the new government has made an effort to modify this legal framework so that in 2005, Law No. 11,195 made partnership a priority and not an obligation (Holanda, 2007). Since 2003, 39 new units have been created in addition to the 140 that previously existed. Although this is a small number for the size of the country, the excellence of this network is recognised and is increasing provision for young people and adults. In 2006 the National Programme for the Integration of Vocational Education (Programa Nacional de Integração da Educação Profissional) was created, with Basic Education in the Form of Adult Education (Educação Básica na Modalidade de Educação de Jovens e Adultos (PROEJA), promoting the provision of secondary level technical vocational education for young people, adults over 18, as well as initial and continuing training integrated with primary or secondary education. In 2007, there were 7,000 students enrolled in federal schools, 87% in courses where vocational training is included within basic education. The Decree that created the programme obliges federal schools to reserve 10% of their places for YAE and also requires the participation of state technical colleges, which do not have to reserve places. In addition, the programme has promoted specialist courses for 1,800 teachers and persuaded CAPES, the state organisation that supports research, to devote R\$3 million to carry out research on vocational education in YAE, thus reinforcing this area of education.

INEP (an independent organ linked to MEC responsible for evaluation systems in basic and higher education) also influenced this area in 2002 by launching ENCCEJA, an evaluation instrument to measure competences and provide educational qualifications at primary and secondary levels. Until that year, examinations of that kind had been offered only by state secretariats of education, under their own authority. In 2006, there were 52 municipal secretariats, three state secretariats and one district secretariat. In some years, the logistics of distributing, applying and correcting the tests was the responsibility of INEP and in others it fell to the secretariats of education themselves, which were also responsible for granting certificates and had the autonomy to decide pass marks in the various subjects. When it was created, the examination caused a certain amount of controversy, provoking formal protests by YAE committees against the initiative as they felt that it favoured the proliferation of low-quality private preparatory courses and threatened the development of classroom-based teaching which included assessment as part of the process, as well as the educational autonomy of states and municipalities.

Also at federal level, other ministries have played a significant part in the education of young people and adults. In 1995, the Ministry of Labour (MTE) launched PLANFOR, the National Plan for Training and Vocational Qualification (Plano Nacional de Formação e Qualificação Profissional) to promote vocational education at the basic level in partnership with state secretariats, trade unions, businesses, schools and universities. The programme's target was to attend to the needs of 20% of the economically active population every year and by 2002, when it closed, it had accommodated 15.3 million workers. In 2003, this MTE initiative was incorporated into the National Qualification Plan (Plano Nacional de Qualificação - PNQ), which increased the length of courses, thus decreasing the hourly costs of training and including students who had completed the courses within manpower recruitment mechanisms. The MTE is aware of the *solidarity economy* movement that has been organised in Brazil to confront the problems of unemployment and unstable conditions of employment, and also organises a series of actions that empower this movement, among them the inclusion of the basic and vocational education of participants.

In 1998, based on an initiative of the Movement of Landless Rural Workers (Movimento dos Trabalhadores Rurais sem Terra - MST) and the Council of Rectors of Brazilian Universities (Conselho de Reitores das Universidades Brasileiras - CRUB), the National Programme for Education in Agrarian Reform (Programa Nacional de Educação na Reforma Agrária - PRONERA) was created, linked to the Ministry of Agrarian Development, to develop education in areas of settlements and camps of landless people. Between 1999 and 2002, PRONERA made contact with 105,491 people in settlements who were engaged in literacy courses, raising levels of education and technical vocational training, of whom 56,776 completed the level or mode of education they had aimed at. A total of 1,074 teachers were trained at higher or secondary level. After 2003, investment in this programme was increased, as we shall see below.

Finally, another political feature of the period was the action of the Federal Government concerning the education of young people and adults in custody. For the first time in Brazilian history, the Educating for Freedom Project (Projeto Educando para a Liberdade), developed between 2005 and 2006, promoted links between MEC and the Ministry of Justice, with the support of UNESCO, aimed at affirming the right to education and improving the way it is provided in Brazilian prisons where approximately 423,000 young people and adults live, of whom 67% have not completed primary education (8% are illiterate, 14% have been taught to read and write and 45% have not completed primary education) and only 17% take part in educational activities. If we take into account those participating in examinations and courses for vocational qualifications, the data indicate a figure of 19%. As part of the project, regional meetings were held in 2007 which led to a national meeting that produced a proposal for national directives for prison education. In 2007, the 2nd National Seminar set

out structural elements for creating the Strategic Plan for Establishing or Strengthening Youth and Adult Education in Prisons (Plano Estratégico de Implantação ou Fortalecimento da Educação de Jovens e Adultos em Prisões) In 2008, a Workshop in Strategic Planning of Education in Prisons was held with the intention of helping the implementation and strengthening of educational actions in prisons in states reached by the National Programme for Public Safety with Citizenship (Programa Nacional de Segurança Pública com Cidadania – PRONASCI), these being: RJ, RS, PR, PA, CE, PE, GO, DF and the surrounding area, AL, SP, BA e MG.

### ***1.2.2. States, Municipalities and Private Initiative***

In states and municipalities, the specific regulation and authorisations for programmes and courses is the responsibility of state and municipal education councils, while the implementation of private programmes and control of private initiatives are within the remit of secretariats of education. Programmes involving vocational qualification or aimed at promoting citizenship, or even those related to specific sectors, are also executed by other authorities such as those of social services, science and technology, and work and employment, among others, as also happens at federal level, or even by non-government organisations.

The statistical and financial information available in Brazil permits a reasonable measure to be taken of government actions, as will be seen in the following sections. In terms of private initiatives, however, the picture is less clear. There are studies that show the participation of private firms in the provision of free preparatory courses for examinations, but there are no up-to-date figures in this respect. As for literacy programmes, which are also not covered by the School Census, it is possible to have an idea of the participation of non-government organisations thanks to the register of agreements with MEC. In this case, large national organisations stand out, such as the Social Service for Industry (Serviço Social da Indústria - SESI), the Association for Social Development (Associação de Desenvolvimento Social - ADS, linked to the Workers' Trade Union Council -CUT), the National Association for Agricultural Corporation (Associação Nacional de Cooperação Agrícola - ANCA, linked to the MST), Alfamol (created on the basis of the Solidarity Literacy Programme - Programa Alfabetização Solidária) and Alfalit (an international body linked to Protestant churches).

In the area of basic education and vocational qualification, the most important non-government body in terms of YAE provision is the so-called System S. This system involves the National Service for Industrial Apprenticeship (Senai - Serviço Nacional de

Aprendizagem Industrial), the Social Service for Industry (Sesi - Serviço Social da Indústria), the National Service for Commercial Apprenticeship (Senac - Serviço Nacional de Aprendizagem do Comércio), the Social Service for Commerce (Sesc - Serviço Social do Comércio), the National Service for Rural Apprenticeship (Senar - Serviço Nacional de Aprendizagem Rural), the National Service for Apprenticeship in Transport (Senat - Serviço Nacional de Aprendizagem do Transporte), the Social Service for Transport (Sest - Serviço Social de Transporte), the Brazilian Support Service for Small and Medium Businesses (SebrYAE - Serviço Brasileiro de Apoio às Pequenas e Médias Empresas) and the National Service for Apprenticeship in Corporative Enterprises (Sescoop - Serviço Nacional de Aprendizagem do Cooperativismo). Created in 1942, System S is maintained by revenue resources (in the form of contributions) which are, however, public and collected directly by these bodies, which must apply them according to the provisions set down in the legislation that created them and include policies for vocational training or social service aimed primarily at working-class youths and adults. Nevertheless, these organisations had always been totally controlled by the private sector. It was only in March, 2006, by means of Presidential Decrees Nos. 5725, 5726, 5727 and 5728 that workers' representatives were included in the decision-making committees of Sesi, Senai, Sesc and Senac.

Among the organs belonging to System S, the one which has most effect on YAE is SESI which, in 2006 managed to provide 766,536 enrolments at this level, some of them in partnership with local governments. A little over a third of them made provision for industrial requirements while the rest were devoted to the community in general.

### ***1.2.3. The Youth and Adult Education Forums***

Finally, another example that defines the political field in which this level of education is developing in Brazil is that of the YAE Forums. The forums are alliances of institutions involved in this area at state or regional level: secretariats of education, universities, social movements, non-government organisations and System S. This new form of social movement originated in Rio de Janeiro where the first state forum was created as part of the preparations for the 5th CONFINTEA in 1996. This example was followed in other states and, with the support of the National Union of Municipal Directors of Education (União Nacional dos Dirigentes Municipais de Educação - UNDIME), the Council of State Secretaries of Education (Conselho de Secretários Estaduais de Educação - CONSED) and UNESCO, the first state forums organised the 1st National Meeting on Adult Education (I Encontro Nacional de Educação de Jovens e Adultos - ENEJA) in 1999. Giving continuous encouragement to the organisation of forums in other states, the ENEJAs came to be held every year, providing a basis for democratic debate on policies for the sector and for

constructing the professional identity of those working in it. The report on ENEJA 2007, states that there are 26 state forums as well as that of the Federal District, and 52 regional forums. In spite of the multiplicity of participants and perspectives, documents from the ENEJAs also show that these constitute an area for the affirmation of a view of YAE which is identified with the Popular Education movement formulated by Paulo Freire, committed to the emancipation and recognition of education as a right. Between one national meeting and the next, state and regional forums keep up their periodical programmes of events, relying on the patronage and support of the organisations involved. For many years the YAE forums and the National Meetings provided an opportunity to resist the sidelining of YAE in Federal government policies. During the administration of President Luis Inácio Lula da Silva, they have come to be recognised as instruments for dialogue with MEC and its national coordinators have been granted a seat on the National Committee for Literacy and Youth and Adult Education.

### **1.3. Financing**

The main sources of financing public education in Brazil come from the linking of a minimum percentage of tax receipts (18% for the Union and 25% for states and municipalities) and the social contribution of the education-salary (2.5% of wages) which is collected by employers. As pointed out by Jorge Abrahão de Castro of IPEA in his study of the period 1995-2005, total public expenditure on education remained at about 4% of GDP, while expenditure on basic education remained at about 3.1% of GDP. It may be indicated as a negative aspect that, during the same period, overall tax returns in relation to GDP grew by 6.5 percentage points while expenditure on basic education remained basically stable in relation to the same GDP. The study shows a positive aspect in that, in real terms there was a 40% growth in expenditure on basic education driven by the economic growth that had a positive impact on tax receipts.

Another critical point in the financing of basic education concerns the division of responsibilities between federal bodies. As the same study points out, during the 1995-2005 period, municipalities increased their relative share of total expenditure on basic education from 37.2% to 49.6%, while the states reduced their share from 54.7% to 46%. The Union contribution, for its part, fell from 8.1% to 4.5%. This change in the division of responsibility was a direct result of the municipalisation of primary education by FUNDEF as well as by the Federal Government's failure to honour its commitment to the fund. With the approval by Congress of FUNDEB (Fund for Basic Education Development and for Enhancing the Value of the Teaching Profession) there will be a significant increase in the Union's participation in financing basic education. Especially in relation to the new fund, this participation will rise

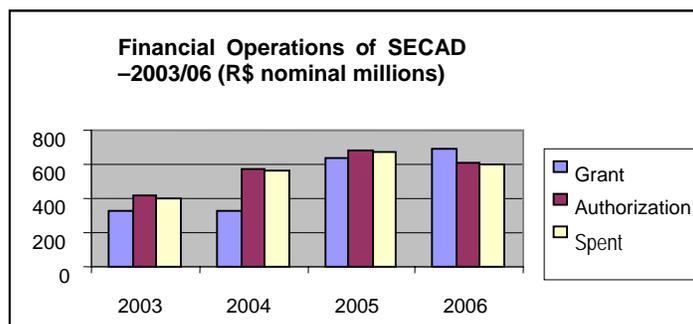
from about 1% of total FUNDEF resources (2006) to 10% of the sum of resources from states and municipalities in the FUNDEB as from 2010. For YAE, the new fund could offer the chance for improvement compared with the present pattern of financing the sector, bearing in mind that its funding depends on student numbers. In any event, the limit of 15% of resources directed from the fund in each state to YAE programmes and the counting of one YAE student as the equivalent of 0.7 of a student in the early grades of urban primary education, may bring about a growth in enrolments beyond the targets defined by the National Education Plan. FUNDEB has also brought about a significant advance in terms of improved social control of the application of its resources. Let us now look at the main sources of funding for YAE programmes.

### **1.3.1. Federal Government: Ministry of Education**

As Maria Clara Di Pierro (2002) points out, the implementation in 2001 of the Restart Programme, which is structured on patterns similar to that of FUNDEF with the automatic transfer of resources to YAE in states and municipalities in the North and Northeast regions of the country and to municipalities with HDI values lower than 0.5, represented a change in the pattern of Federal Government financing for the YAE area which rose from an average level of R\$25 million in the three years 1998-2000, to amounts that varied between R\$300 million and R\$500 million in the two years 2001-2002.

At the beginning of President Lula's government, the Restart Programme was replaced by the Making a School Programme which reached a wider range of municipalities and, with the creation of the Secretariat for Continuing Education, Literacy and Diversity (Secretaria de Educação Continuada, Alfabetização e Diversidade - SECAD), we notice a tendency to increase these values to a level of about R\$600 million, as is shown in Graph 2.

**Graph 2**



Comparing this expenditure by Federal Government on YAE programmes with its total expenditure on the Maintenance and Development of Education, and taking as a basis the values quoted by Di Pierro (2002) for the period 1997-2001, we find that participation by this sphere of government rises from an average level of 0.4% in the period 1997-2000 to a level of 3.5% in 2001-2006, which represents a significant improvement but also shows how small a part YAE programmes play in the federal budget.

Table 2 shows the development of financial activity in the Federal Government's main actions concerning literacy and YAE in the period 2001-2006. The data show a rise of 89% in real terms between 2001 and 2005 in literacy programmes and 72% in programmes to encourage enrolment in YAE during the same period.

**Table 2: Development of the financial operations of the main YAE literacy programmes at the level of primary education**

(R\$ millions) real value

	2001	2002	2003	2004	2005
<b>Investments in Literacy</b>	<b>Solidarity Literacy Programme</b>		<b>Literate Brazil Programme</b>		
	111	128	193	168	210
<b>Investments in Youth and Adult Education at Primary Level</b>	<b>Restart Programme</b>		<b>Making a School Programme</b>		
	260	380	339	412	448

Source: SIAFI Gerencial and SIGEF

When we analyse the financial activity of SECAD we find 95% of resources concentrated in basically two actions. The first is called "Support for increasing the supply of places in YAE", a reference to the Restart and Making School programmes which account for more than two thirds of the money spent. When the FUNDEB began to function, this action was cancelled, which might imply a certain lack of encouragement for states and municipalities to offer YAE programmes. The other main action of SECAD, described in the budget as "Giving Grants to the Literacy Trainer", accounts for about 27% of the money spent by that body. In the specific case of this action, although there has been no significant change in the amount of resources, there has been a clear change in the profile of the action when we compare the present government to the previous one: in 2002, 100% of the resources directed towards literacy training were channelled through a single NGO which managed the PAS; after 2003, with the Literate Brazil Programme, the amount passed to NGOs fell progressively, and are intended to disappear entirely in 2007, leaving the states with 60% of resources and municipalities with 40%, which tends to improve the monitoring and control of the application

of funds as well as the linking of literacy programmes with the supply of YAE courses for those who wish to continue studying.

We should also highlight the investments in PROEJA, whose budget for 2007 was R\$20 million. Finally, there is the federal network for vocational education, which provided courses for 80,000 students in 2006, the amount spent on the Vocational Training sub-function in the same year being R\$1 billion. However, a large number of students in this network still have a different profile from YAE students<sup>4</sup>.

Also worthy of note is the Education for Freedom Project which was developed between 2005 and 2006 as a joint project between MEC and the Ministry of Justice with investments of about R\$1.7 million for technical and financial support for 12 states that had undertaken actions to improve educational provision in the prison system.

### **1.3.2. Federal Government: Other Ministries**

As well as MEC programmes, significant investment has been made by other ministries, as was shown in the previous section.

In terms of giving value to basic education contextualised and integrated with its vocational counterpart, attention should be drawn to the National Plan for Vocational Training and Qualification (Plano Nacional de Formação e Qualificação Profissional - PLANFOR) which was launched by the Ministry of Work and Employment in 1955 and whose mission was to promote vocational education at the basic level in partnership with state secretariats, trade unions, businesses, schools and universities. In 2003, this Ministry of Labour and Employment initiative was incorporated into the National Plan for Qualification (Plano Nacional de Qualificação - PNQ), introducing new elements in relation to the previous programme in order to achieve more consistency in the training offered and giving priority to integration with basic education and with ways of linking with manpower supply. These programmes for social and professional qualifications are carried out with funds from the Workers Support Fund (Fundo de Amparo ao Trabalhador - FAT) and were executed in the period 2004-2006 with an average annual investment of R\$85 million.

The National Programme for Education in Agrarian Reform (Programa Nacional de Educação na Reforma Agrária - PRONERA) is another programme where investment increased during this period. Created in 1998 as an initiative of the Movement of Landless

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<sup>4</sup> Taking into account the fact that in many of these schools, as the demand for places is far higher than supply, selection processes are applied and there is a tendency to favour students with more economic and cultural capital.

Rural Workers (Movimento dos Trabalhadores Rurais sem Terra - MST) and the Council of Rectors of Brazilian Universities (Conselho de Reitores das Universidades Brasileiras - CRUB), it offers literacy classes, basic and professional education and the training of teachers in areas where there are settlements and camps of landless people. In the period 1998-2002, the programme disbursed an annual average of R\$9.4 million. In the period 2003-2006, the programme's expenditure increased, amounting to R\$10.9 million in 2003, rising in 2004 to R\$22.1 million, R\$32.8 million in 2005 and R\$35 million in 2006.

The National Inclusion Programme for Young People (Programa Nacional de Inclusão de Jovens - PROJOVEM), launched in 2005 and executed by the Special Secretariat for Youth of the Presidency of the Republic, reaffirms the integration of basic education with its professional counterpart in the context of the overall education of populations in situations of greatest vulnerability, focusing on young people aged between 18 and 24 years with low levels of schooling and without formal employment. According to data from the Secretariat of the National Treasury (Secretaria do Tesouro Nacional - STN), in 2006 its activities accounted for the impressive sum of R\$131 million in terms of expenditure on maintaining and developing teaching.

### **1.3.3. Local and Regional Governments**

Constitutional responsibility for the financing of YAE lies with states and municipalities. Federal Government performs an important role in topping up funds aimed at reducing regional inequality and promoting an investment per student which will at least equal the annually-defined national cost per student. In order to calculate YAE costs for states and municipalities, it is necessary to make a series of estimates because Brazil does not yet have an adequate system for monitoring educational expenditure in federal bodies. A significant part of the expenditure in these areas of government is generally not calculated as investment in YAE. The criterion adopted to arrive at a realistic estimate of these costs was to take enrolment in classroom-based YAE courses at different stages in states and municipalities as a base and to multiply by the estimated average cost per student obtained through INEP for these respective stages (first grades of primary education, final grades and secondary education) the results of which are presented in Column A of Table 3. Column B of the same table shows expenditure taking into account students counted in the School Census as receiving conventional education but at an older age than that which is considered to be desirable<sup>5</sup>.

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<sup>5</sup> Ages considered to be older than desirable: 1st-4th grade, 15 years or more; 5th-8th grade, 18 years or more; at secondary level, 25 years or more. Cost per student in YAE was taken as the equivalent of average student cost

**Table 3****Estimate of costs of YAE to states and municipalities - 2000/2004**

Years	A Taking into account enrolments on classroom-based YAE courses (% of GDP)	B Taking into account enrolments in Conventional Education, but at a later age than normal (% do PIB)	Total
<b>2000</b>	0.19	0.32	0.51
<b>2001</b>	0.24	0.31	0.55
<b>2002</b>	0.26	0.31	0.57
<b>2003</b>	0.29	0.28	0.57
<b>2004</b>	0.31	0.21	0.52

Source: Estimate based on enrolment and cost per student data from INEP

As we see from Table 3, during this period states and municipalities committed a significant amount of resources to YAE spending on average 0.54% of GDP per year. This corresponds to about 18% of the amount spent on basic education by states and municipalities, estimated to have been about 3% of GDP<sup>6</sup> during the same period. The data also seem to indicate that the implementation of the Restart Programme in 2001 helped students who were in the YAE age range, but with access only to conventional courses, to go back to having access to classroom-based YAE courses. In any case, about 40% of estimated costs went to answer the needs of students older than the age considered appropriate for courses in conventional education. This situation may create distortions in terms of teaching materials used by them and policies of continuing education that do not take into account considerations of their age, which is closer to that of YAE students. The drop in expenditure on students within the conventional system but who are older than the appropriate age (Column 3 of the table) is linked to the fall in the number of enrolments within this age range.

#### **1.3.4. The Business Sector**

Brazil has a broad and complex system of vocational training which has existed since 1942 for which revenue resources (in the form of contributions) - which are, therefore, public - are collected by the Federal Government and passed on to private bodies and may even be collected directly by these bodies, which apply them as laid down by the legislation that created them and which involve policies for vocational training and social service aimed

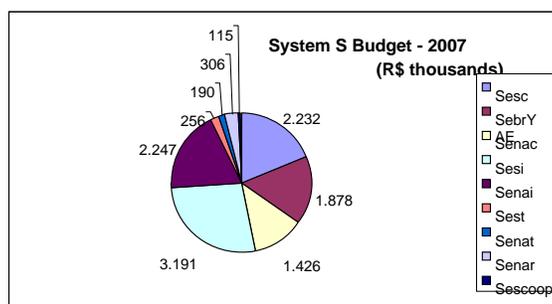
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(from INEP data) at the respective stage on the understanding that YAE costs are equivalent to those in conventional teaching because the teachers at the same and the number of students per class tends to be lower.

<sup>6</sup> Castro, Jorge A. Financiamento e gasto público na educação básica no Brasil: 1995-2005. *Educação e Sociedade*, Campinas, vol. 28, n. 100, pp. 857-876, Oct. 2007.

essentially at working-class youths and adults. In general, these contributions are taken from the payrolls of businesses and these organisations had always been completely under the control of the employers. It was not until March, 2006, by means of Presidential Decrees Nos. 5,725, 5,726, 5,727 and 5,728 that workers' representatives were included in the decision-making committees of Sesi, Senai, Sesc and Senac. The System S budget was made available for the first time in an organised way in 2007 (Graph 3) thanks to the creation of the National Forum for System S in 2003.

**Graph 3**



When this budget is analysed it is found that during the year referred to, total resources came to the impressive sum of R\$11.8 billion. Even excluding funding for SESC, SEBRYAE and SEST, which have no direct link with training workers, the amounts are still greater than R\$7 billion. The use of these funds has been the target of greater public control as well as the involvement of organs linked to education (MEC, the National Education Council and state and municipal secretariats of education) in the definition of priorities about where they should go, creating more transparency about the application of public resources and re-directing policies, projects and actions in order to attend to the needs of a high-quality education.

**1.3.5. Support from civil society, contribution from students from bilateral or multilateral foreign organisations.**

Although various programmes have been developed by bodies within civil society, many of them depend on receiving public funding and do not have parameters for calculating reciprocal values.

In terms of the contribution of students, in the case of public systems, the Federal Constitution prohibits charging fees, while in the private sector such charges are allowed. It is important to point out that in 2006, the private sector was responsible for 1.5% of all enrolments in classroom-based YAE at primary level, 9.4% at secondary level and the

significant figure of 55% in vocational training. It is also worth mentioning that the statistics do not take into account free courses, preparatory courses for examinations or others where private-sector provision works through charging students.

Finally we should mention that bilateral and multilateral organisations such as UNESCO and, more recently, the OEI (Organisaton of Iberian States for Education, Science and Culture - Organização dos Estados Iberoamericanos para a Educação, a Ciência e a Cultura) have developed, together with government bodies, projects, research, events and exchanges.

### ***1.3.6. Resources needed to increase the supply of high-quality YAE.***

A question that it is always raised concerns the effective demand for YAE on the part of students. There are various methods of calculating this figure. For the purposes of this report we will take as a base the estimate made by INEP (2001), the reference point of which are the main targets defined by the National Plan for Education. According to this study, by 2011 Brazil should have 10 million students in public primary level YAE (about three times the number enrolled in 2006), 3 million in public secondary education (2.5 times the number enrolled in 2006) and no illiterates, which means that by 2006, the 14.4 million illiterates aged 15 years or more who were registered up to then will have been taught to read and write. The same study estimated the need for resources of about 0.15% of GDP (for a period of four years) to guarantee the absolute end of illiteracy; about 1% of GDP to guarantee the existence of good quality primary education in YAE and about 0.35% of GDP to do the same with secondary level YAE making a total of 1.5% of GDP dedicated to this sector. The same study estimated the cost per pupil/year in YAE in 2011 as the equivalent of 19% of GDP per capita (for primary education) and 23% of GDP per capita (for secondary education) an amount that represents about twice the average per student provided by FUNDEF in 2006.

## ***2. Supply, Participation and Results***

### ***2.1. Supply***

Enrolments in YAE have been growing in the last 10 years thanks to the increased number of municipalities offering this level of education, which shows greater real demand for it. As has already been mentioned in the item on funding, in order to accurately measure this demand it will be necessary to take into account, as will be seen below (Section 2.2), a considerable number of young people, adults and the aged who are provided for by means of other types of basic and vocational education.

Table 4 shows the rise of enrolments in YAE in primary education in classroom-based courses that include evaluation, from 1997 to 2006. It can be seen that, during this period, there was a 59% overall increase in enrolments. This is a significant figure since during the same period enrolments in conventional primary education fell by 3%. Thus, YAE enrolments, which represented 6.4% of conventional primary education enrolments in 1997, reached a level of 10.5% in 2006. Analysing the situation by sector, we find that in the first grades of primary education this growth was 65% while in the final grades it was 55%. This growth was basically due to the municipal system, participation of which in the total number of enrolments in YAE primary education jumped from 26.4% in 1997 to 59.2% in 2006. We may also note the drop in enrolments in the systems of the various states (5% for primary education overall, but 45% in the first grades) and in the private sector (69% overall).

Table 4  
YAE Enrolments in Classroom-based Primary Education courses with Evaluation in the Process, by Type of Administrative Body 1997 – 2006

	1st to 4th grades					5th to 8th grades				
	Total	Federal	State	Municipal	Private	Total	Federal	State	Municipal	Private
<b>1997</b>	899,072	282	512,598	361,538	24,654	1,311,253	562	942,089	221,383	147,219
<b>1999</b>	817,081	259	371,087	414,744	30,991	1,295,133	431	909,548	282,012	103,142
<b>2001</b>	1,151,429	181	315,377	817,009	18,862	1,485,459	4,704	923,612	450,731	106,412
<b>2003</b>	1,551,018	98	352,490	1,180,243	18,187	1,764,869	811	1,035,015	666,721	62,322
<b>2005</b>	1,488,574	149	282,562	1,183,618	22,245	1,906,976	297	1,017,609	843,518	45,552
2006	1,487,072	159	282,467	1,189,562	14,884	2,029,153	230	1,098,482	891,236	39,205

Source: INEP School Census

As for YAE provision at secondary level, the data in Table 5 point to a significant growth of 344% from 1997 to 2006. This indicates a considerable effort, even more so when we bear in mind that, during the same period, growth in 'conventional' secondary education enrolments was 39%. The lower the growth in conventional secondary enrolments, the greater will be the potential demand for YAE. This growth has basically been caused by the increased provision of the state systems responsible for this level of education and the fact that, since 2001 there has been a fall in enrolments in the private sector. Although secondary education is not the responsibility of the municipalities nor the Federal Government, during the period 1997-2006 there was an increase in their provision of it to the tune of 3.5% in 2006.

**Table 5**  
**YAE Enrolments in Primary Education in Classroom-based Courses, by Administrative Authority,**  
**1997 – 2006**

	Secondary Education				
	Total	Federal	State	Municipal	Private
1997	390,925	648	248,591	18,246	123,440
1999	656,572	538	479,422	26,304	150,308
2001	987,376	566	734,864	29,248	222,698
2003	980,743	354	755,720	29,229	195,440
2005	1,223,859	429	1,029,795	43,470	150,165
2006	1,345,165	814	1,172,870	45,754	125,727

Source: INEP School Census

Taking into account the whole of public basic education, the data from the 2006 School Census indicate that during that year, enrolments in YAE accounted for about 11% of the total, which shows there is room for growth, bearing in mind FUNDEB's 15% limit and the fact that the YAE student is considered as being worth only 70% of a student in the first grades. In any event, the potential for growth is much lower than the targets defined by the PNE. For example, taking as a base the estimate made by INEP (RBEP, Vol. 82, 2001, p.126), in 2011 public enrolments in YAE (at primary and secondary levels) should amount to 13.1 million, that is, 2.8 times the number of enrolments in 2006.

In terms of the levels of provision of YAE, data from the INEP School Census indicate serious problems. In 2006, only 27% of schools with YAE enrolments had libraries and students only had access to computers in 12% of the schools. In regional terms, there is still inequality in supplying the range of facilities described above: Northeast Region: 17% of schools with YAE have libraries and 5% have computers; North (22% and 6%), Southeast (38% and 30%), Centre-West (49% and 20%) and South (70% and 33%). In relation to the total number of schools where these two characteristics of low levels of provision are combined, more than 70% are found in the North and Northeast regions and have up to a hundred students. About half are in the countryside.

## **2.2. Participation**

### **2.2.1. Formal Education**

The first factor to be taken into account when trying to quantify and describe the youths and adults taking educational programmes, is that a large number of them are not enrolled in the YAE sector. The 2006 Census shows that about a third of the young people and adults enrolled are in other sectors of education, as shown in Table 6.

**Table 6**  
**Enrolments of Young People and Adults (persons aged 15 years or over),**  
**by Administrative Authority – Brazil, 2006**

YAE- Primary (classroom-based)	3,516,225
A E– Primary (semi- classroom-based /flexible attendance)	349,404
A E – Secondary (classroom-based)	1,345,167
A E – Secondary (semi- classroom-based /flexible attendance)	405,497
<b>Total in YAE</b>	<b>5,616,293</b>
Conventional Education 1st to 4th grades (students aged 15 or over)	592,831
Conventional Education 5th to 8th grades (students aged 18 or over)	1,091,561
Conventional Secondary Education (students aged 25 or over)	640,536
Vocational Education / Secondary Level (alunos com 25 anos ou mais)	276,685
Special Education / YAE	36,953
Conventional Special Education (students aged 15 or over)	129,515
<i>Total in other forms of provision</i>	<b>2,768,081</b>
<b>Overall Total</b>	<b>8,384,374</b>

Source: School Census, 2006

Data concerning YAE enrolments allow us to observe certain characteristics of the student body; for example mixed-race and black people (either self-declared or declared by parents) have a presence in YAE that is 13% higher than in conventional education (Table 8).

**Table 8**  
**Ethnic Distribution of students in primary and secondary education (Conventional education and YAE),**  
**2006**

	White	Black	Mixed Race	Asian	Indigenous	Not Declared
Conventional Education	33%	7%	39%	1%	1%	20%
YAE	24%	11%	41%	1%	1%	23%

In terms of age, the 2006 Census data show that from 1st-4th grades, 73% of students are aged 25 years or older (46% are 35 or older); from 5th-8th grades, 43% are 25 or older (21%, are 35 or older). These figures show that there are still a large number of people aged 25 or older enrolled in classroom-based courses, which requires policies and programmes specifically aimed at this user profile. In terms of gender, we find that both in primary and secondary education there is a very close similarity between numbers for men and women, with the latter having slightly greater representation.

As for the occupations of the young people and adults participating in YAE, data from the 2006 PNAD show that 75% of them are part of the economically active population (they are

working or looking for work). Among those with jobs, 41% are officially registered with the authorities and 32.8% are not registered, 14.5% are self-employed and 4.8% are unpaid.

### **2.2.2. Non-formal Education**

Calculating how many young people and adults are taking part in non-formal educational activities is rather more difficult, as is creating their profile. The only available source of information is the National Indicator of Functional Literacy (Indicador Nacional de Alfabetismo Funcional - INAF), an initiative of two non-government organisations which, since 2001, have examined the literacy situation among Brazilians aged between 15 and 64. These inquiries ask those interviewed if they have done any course or training apart from formal education during the previous 12 months or at any time in their life. Results show that the ratio of participation is low but has been very slowly increasing: in 2007, 16% were taking or had taken a course during the previous 12 months, 31% had taken one before that period and 52% had never taken any course apart from formal education during their whole life; in 2001, these proportions were, respectively, 14%, 27% and 58%.

In this area we find that social inequalities reproduced in the formal education system are reinforced since those who have higher levels of education and income are those more likely to engage in non-formal education: among those with no education or who had studied until 4th-grade, the rate of participation in the 12 months prior to 2007 was 3%, among those with higher education it was 43%. Based on those who had participated in the previous 12 months, it was found that the most popular courses were those in computing and languages but a vast number of subjects are mentioned. In the great majority of cases (58%) it is the students themselves who pay for courses, followed by business employers (13%) and trade unions, associations or churches (3%), while 23% of courses were free. In general, women were slightly more likely to take courses than men (17% as against 15%) however, they depend more on their own resources since businesses are more likely to fund courses for male employees (17% as opposed to 9% for women).

### **2.3. Monitoring and Evaluation**

Today we have more information about YAE than 10 years ago but there is still much to be done to improve the statistics. The main source for formal education is the School Census based on information provided by educational system managers based on duly registered teaching establishments. INEP has been making an effort to base School Census data on each student's individual record, which would allow a more accurate count to be made of

students enrolled in this form of education. As well as the School Census, another source of statistical information is the PNAD, which examines the educational situation of the population every year, based on information provided by someone living in each household: level of literacy, if he or she is studying, the last grade from which he or she graduated, as well as the type of course. There are large discrepancies between these two main sources: although the School Census recorded in 2005 that there were 3.39 million enrolments in classroom-based courses which involved evaluation, the PNAD stated that 1.97 million young people and adults were studying in basic education. Some of these discrepancies, which should be studied more carefully, may have arisen because of problems in counting, but also from the characteristics peculiar to this level of education: high evasion rates, enrolment by semester, enrolment by subject, and others.

To complement this picture it would be essential to have centralised information concerning the examinations held in the various states in order to provide a clearer view of the impact of that process on the qualifications provided by education. To this end, in addition to data concerning inscription, presence in examinations, past levels in subjects and certification at primary and secondary levels, it would also be interesting for secretariats to be able to provide data concerning the way candidates were prepared, thus providing a picture of the participation of the different public and private agents involved in the process.

In addition to statistics concerning population and education, in order to give guidance to public policies, careful evaluations are needed of the materials, processes and results of the programmes. In the context of municipal and state systems of education, however, there are not many independent evaluation studies that reveal the scope, results and problems faced in YAE courses. In recent years, however, thanks to the greater importance given to this sphere of education and the greater concern with transparency on the part of the executive, along with increased control on the part of other powers such as the National Audit Office (Tribunal de Contas da União - TCU), legislative and judiciary powers, the press and civil society, concern with monitoring and evaluation mechanisms has come to be part of the principle initiatives within the scope of the Federal Government.

The Solidarity Literacy Programme laid down a monitoring system to record the number of enrolments and the progress of learners based on the judgment of trainers concerning their level at the beginning and end of the course. The programme also carried out some impact studies based on case studies. When the Literate Brazil Programme was launched, another important step on the road to improving levels of monitoring and evaluation and educational policy was the introduction of a register of learners, trainers and partner bodies which was gradually improved to provide accurate information giving continuous help in enhancing the programme's directives and its responsiveness to social pressure.

By means of a recently created directorate for evaluation, SECAD has done much work in this area, including partners in the development of a complex programme of evaluation involving several studies on investment, management, efficacy and programme impact. The evaluation of learning results is now based on standardised cognitive tests developed by university experts that provide a more rigorous comparative measurement than the opinions of trainers concerning their students. Evaluation data have been systematically used to re-direct the programme's policies as these have been revealed in decisions and the directions given to partner institutions.

Another federal programme that, from the outset set out a system of evaluation was PROJOVEM. Learning outcomes are measured through the evaluation of both teacher and learner as well as by standardised examinations that allow a comparison with evaluation results from the conventional teaching system via the SYAEB (National System for Evaluation of Basic Education), showing that the average attainments of those passing are similar. In addition to this evaluation of learning, the supervision and evaluation of programme initiation are carried out by teams from six federal universities.

The results of these evaluations could be made known more effectively, just as many other innovative programmes should undertake a commitment from the moment of being launched to carry out evaluation independent of their procedures and results. However, the fact that YAE is not sufficiently seen as a right creates a certain fear of evaluation among those delivering it, as if unsatisfactory results might result in closing programmes and not improving them.

## **2.4. Training and Working Conditions of YAE Educators**

In 2006, according to the School Census there were 265,000 teaching posts in YAE, 10% of the total in basic education. In terms of formal training of these teachers, there was a marked improvement during this period and in 2006, 75% of Brazil's teachers had been trained in higher education institutions. In rural schools, however, this figure falls to 29%. Literacy programmes, for their part, still have a large number of untrained monitors. In the case of the PBA, for example, the 2006 figures show that 41.4% of monitors were literacy teachers, 4.6% other teachers in basic education and 25.3% literacy trainers without formal training, the remaining categories being made up of unemployed people (11.5%), urban and rural workers (4.9%) and students (6%). There are no details concerning the educational level of these literacy trainers but bearing in mind the areas in which the programme operates, it is probable that those with higher education are a minority. In recent years, the

PBA has been encouraging partner bodies to employ teachers from public authorities for this job, which may be seen as a point in favour of them achieving a rise in qualification levels.

This picture of the spread of YAE and of the demands concerning the training of teachers and literacy trainers creates a big challenge to be faced in the area of initial training in higher education. According to the Register of Higher Education Institutions (Cadastro das Instituições de Educação Superior) organised by INEP, of the 1,306 Education courses running in Brazil in 2003, only 16 offered specific training in adult education. The new curricular directives for Education courses in 2005 do not contain more qualifications, allowing YAE to be seen as a specific discipline or a cross-curricular topic. Considering the great demand for this type of education, it becomes essential that YAE should form part of both Education courses and also of the Teaching Certificates which produce teachers for basic education.

In 2006 and 2007, MEC organised two national conferences on teacher training in adult education in the towns of Belo Horizonte and Goiânia, bringing together teachers from university and basic education, public administrators and leaders of social movements. The documents produced from the two events illustrate the main challenges in this area: increasing attention given to YAE in the curricula of Education and Teaching Certificate courses, forming teaching networks, permanent YAE teams and directing training initiatives related to the work of teachers in schools. Conditions for these aims to be put into practice, however, do not yet exist in the great majority of teaching authorities. Opportunities for ongoing training available to a certain number of teachers are still mainly in the form of courses. Teachers working in YAE are usually the same as those working in conventional teaching who have taken the opportunity of topping up their working hours with teaching in YAE, which results in many cases in too much rotation and a lack of opportunities for teams to meet and carry out the group planning that is felt to be needed by students as well as informally exchanging experiences.

Another fact revealed in the conferences was that extension activities are opening the doors of universities to YAE in quite a productive way, mainly when they are properly integrated with teaching and research. Given the low level of recognition extension courses have in the academic world, however, the role of universities as a place to promote adult education and also receive groups from local communities is still extremely small considering what it could be doing in this area. Although various universities provide extension activities which are rich and innovative experiences in the formal and non-formal education of young people and adults, these initiatives are not yet recognised as forming a coordinated educational policy.

### **3. Research, Innovation and Good Practice**

#### **3.1. Research**

In the last 10 years, groups carrying out research on YAE have been formed in several universities, challenging the sidelining of the subject by the academic world. The website of the YAE Forums, in a section dedicated to universities, shows a list of references to 39 research nuclei operating in higher education institutions in 18 states. Based on analyses of the production of information concerning YAE in Brazil, Haddad was able to compare the periods 1986-1998 and 2000-2005, concluding that there had been an average increase in the number of academic studies produced: from 12.7 master's dissertations per year to 20.3 and from 1.3 doctoral theses to 4.0.

One factor that has contributed to this academic strengthening of the area was the creation in 1999 of a Working Group on Adult Education in the National Association for Research and Postgraduate Studies in Education (Associação Nacional de Pesquisa e Pós-graduação em Educação - ANPED) which created the opportunity for researchers from all over the country to meet every year to discuss their work. Since that time, this working group has been functioning normally, evaluating an average of 20 studies per year that contain the results of research, complementing work that was already being done by other working groups in the sub-area of Popular Education and Education and Social Movements.

A certain balance between the approach to educational topics and political topics seems to be a constant in national research on YAE, something that has also been noted by the representatives of the ANPED Scientific Council's Working Group on Adult Education. A shortcoming found both in the surveys of research production as well as in the ANPED scientific committee is the scarcity of large-scale studies that might give a broad view of the scope and impact of this area of education in different contexts.

#### **3.2. Innovation and Good Practice**

SECAD has been trying to bring new ideas to the ways of managing YAE in Brazil, promoting periodic meetings with those responsible for the area in the states of Brazil and with representatives of the YAE Forums. In terms of the political and educational focus, the major factor is the greater attention to the different types of public within this sphere of education, with programmes or measures especially directed, for example towards the residents of urban areas that are difficult to reach, to those living alongside rivers, fishermen, farmers, *quilombo*-dwellers, indigenous groups, disabled people and those deprived of their liberty.

With particular reference to this latter group, it is worth mentioning the Educating for Freedom Programme which, between 2005 and 2006, for the first time ever set up a link between MEC and the Ministry of Justice, with the support of UNESCO, with the aim of affirming the right to education and improving the conditions of its delivery in Brazilian prisons, in which approximately 300,000 young people and adults are living, of whom 70% have not finished primary education and only 17% are studying. By means of an investment of about R\$1.2 million, technical and financial support has been given to 12 states which have undertaken measures to improve the supply of education to the prison system. In addition, regional meetings have been held that have led to a national meeting resulting in a proposal for national curricular directives for education in prison. The subject, however, has not yet been studied by the relevant bodies in order to be enshrined in law.

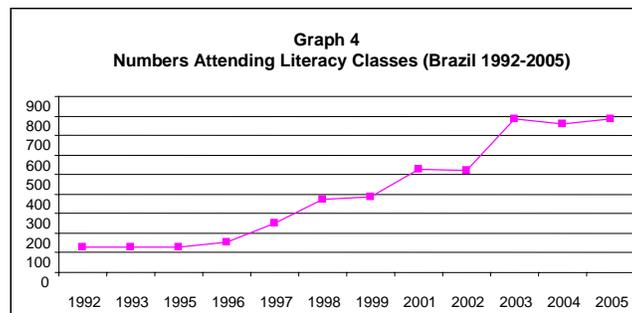
In the context of the states, an experiment which deserves to be highlighted on account of its originality and relevance to the problem it attempts to solve, is the YAE Census carried out by the state of Mato Grosso do Sul in 2005, on the recommendation of the Office of the Attorney General (Ministério Público), in order to study the requirement of the LDB that authorities should carry out a census of the number of young people and adults who do not have primary education. The study was carried out by the State Secretariat of Education in all municipalities at the time of voting on the plebiscite about outlawing private guns, and identified, along with their addresses, 430,000 people over the age of 25 who had not finished primary education and who would like to return to studying, which was the equivalent of half of those with fewer than eight years of study in the state at that time. Bearing in mind that school attendance of young people and adults is still much lower than the potential demand, between 1% or 2% of the total population with low levels of schooling, it is vital that public authorities and business take responsibility for mapping the demand and encouraging people to return to study. In the area of private enterprise, an inspirational idea to this effect was undertaken by the cosmetics company Natura, which involved its saleswomen in an effort to identify young people with low levels of education and send them to public schools offering YAE courses.

Finally, in a country where the educational system is decentralised and excellent practices on the part of local governments, civil society organisations and social movements find it difficult to achieve the visibility they deserve, it was providential that YAE should have been included in initiatives to give awards to good practices, such as the Paulo Freire Medal awarded by SECAD to experiments that stand out through their capacity for mobilisation, for linking literacy teaching with YAE and other actions such as encouraging reading, the acquisition of vocational qualifications and generating income, as well as integration with the community.

## 4. Literacy Training

It is becoming increasingly recognised that, both in ways of measuring literacy training and in educational programmes, learning to read and write is the first stage in a wider process of entering written culture, one in which various levels and types of skills and knowledge are involved. It is increasingly being recognised that the school is the main agency for the promotion of written culture and that, in order to enter this universe independently and creatively, longer-term educational processes are needed. In an attempt to accompany this broader view of literacy teaching, official statistics are now divulging, alongside figures concerning absolute illiteracy based on self-declarations of the population studied, data concerning functional illiteracy based on years spent in education. Data are also being collected, by means of surveys, about levels of literacy and people's uses of reading and writing. Within educational programmes the importance of exercising the various social uses of writing are emphasised, broadening the view of written materials that circulate in this environment. In designing literacy programmes for young people, adults and the aged there is now more emphasis placed on the need to encourage continuous learning.

In the last 10 years, a notable effort has been made in Brazil to provide for the population of young people and, adults by means of literacy programmes, as PNAD data illustrate in the graph below.



However, this effort has not resulted in speeding up improvement in overcoming the historic low levels of literacy in Brazil, a process which is slower than that of many other countries in the world. The data suggest that 6-to-8-month literacy courses, like those proposed by the PAS and later by Literate Brazil, have limited efficacy in achieving learning, as YAE teachers have claimed for a long time and as has been corroborated by statistical data and results of programme evaluation. According to the 1992 and 2002 PNAD surveys, about 60% of those who have attended literacy courses throughout their lives say they cannot read or write (Henriques, 2006). Evaluations carried out by the PAS and PBA, for their part, show there are difficulties in focusing on the target audience, since literacy courses attract people with

low levels of education but who already have a command, albeit a rudimentary one, of reading and writing. The cognitive evaluation carried out by the PBA on a sample of literacy learners tested on entering and leaving the programme revealed that about 40% could already read and write and showed no progress throughout the course. Those who could be considered as absolute illiterates, for their part, showed quite modest levels of progress and did not reach the point of reading short texts - a simple note, for example, which is the normal definition of literacy in Brazil. As well as the inadequate conditions in which these courses usually operate, with unqualified monitors and without appropriate teaching materials, the lack of connection between what is learned and the opportunities for using reading and writing or carrying on studying, lead to low levels of benefit.

Based on an analysis of results such as these, obtained through a laudable effort to evaluate activities systematically, SECAD has been redesigning its programme, to try to overcome the possible causes of the problems that have been discovered. In its directives about forming partnerships, it is guiding partner organisations towards developing diagnostic instruments, providing foundations for educational choices, planning literacy activities and training trainers, as well as formulating plans for those finishing the courses to continue their education. As another means of encouraging the integration of literacy training with continued study, funds available for partnerships with states and municipalities have been redirected, to the detriment of the NGOs which were originally responsible for most of the provision of these courses. With a view to improving the quality of teaching, SECAD is now recommending that at least 75% of trainers should come from the education system and have experience in literacy training. It has also promoted an evaluation of textbooks for teaching adults to read and write, indicating to educational authorities those materials that have been recognised as appropriate by specialists.

Finally, to carry out the important task of achieving a better focus for activities, SECAD is trying to create partnerships with other services that attend to the needs of people with low incomes and which have records, such as the Family Grant Programme (Programa Bolsa Família) and the Single Health System (Sistema Único de Saúde) encouraging connections between local managers and the services of Community Health Agents (Agentes Comunitários de Saúde) who have access to families and possess much information concerning their educational levels.

There are still no data to evaluate the results of these measures in linking the PBA to the provision offered by YAE, but a preliminary evaluation carried out at the start of the programme (Abramovay and Andrade, 2006) showed that this connection is one of the crucial questions that must be faced.

Taking stock of the problems identified and the strategies found for solving them, it may perhaps still be possible to try out new models, for example investing in the literacy the function of primary education, concentrating efforts on broadening it, especially in the first grades. Increasing school provision is definitely much more expensive than financing literacy programmes (in the case of the PBA, for example the cost per student is R\$180 according to Azevedo, 2005) but the gains may compensate for this. On the other hand, mobilisation of the people and the educational ability of communities could be better used in programmes that are more open in terms of length and expected results. The inspiration for programmes of this type might be found in experiments developed over the last 15 years such as the MOVAs, literacy movements coordinated by community organisations, the People's Legal Prosecutors Project (Projeto Promotoras Legais Populares) which trains women who work on behalf of working class groups using legitimacy and justice in the daily fight against discrimination, the Community Health Agents who use their visits to explain, accompany and direct families in relation to health services, or the hundreds of initiatives of the Solidarity Economy spread throughout the country.

## **5. Prospects for YAE and Expectations Concerning the 6th CONFINTEA**

The prospects for YAE in Brazil are extensive. The socio-cultural and political dynamics of our society, as well as the involvement in social movements which in recent years have spread awareness about human, social, cultural and environmental rights, show the way to a new structure of YAE as a specific area of political and educational rights and responsibility. However, these advances are still under pressure as a result of the persistence of instances of exclusion of a significant part of the population and by restrictions in the area of social policies. This situation requires public administrators, educators and social movements to make efforts to guarantee the right to education of young people, adults and the aged and look for new ways, areas and political/educational ideas that meet the needs of this public. In this way we create the necessary articulation between sectors that brings together educational policies and those in the areas of culture, health, employment and the creation of work and income, together with the opportunities presented by the new technologies of communication and information.

The Brazilian Government sees the 6th CONFINTEA as a strategic opportunity to initiate coordinated procedures to strengthen YAE in the country. To this end it has planned a preparatory procedure that includes: a) regional training workshops on the organisation and analysis of data to examine the situation of YAE at state level with the participation of

representatives of state and municipal (capital) secretariats of education, state committees or managers of rural education, YAE forums, UNDIMES and universities; b) meetings at state level; c) five regional meetings; d) a national meeting. These procedures, however, should not end with the holding of the event in 2009 but should have continuity resulting from the cooperation and dialogue that will have been constructed at the heart of this process with state and municipal governments, universities and civil society, and a major role being played by the state YAE forums.

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