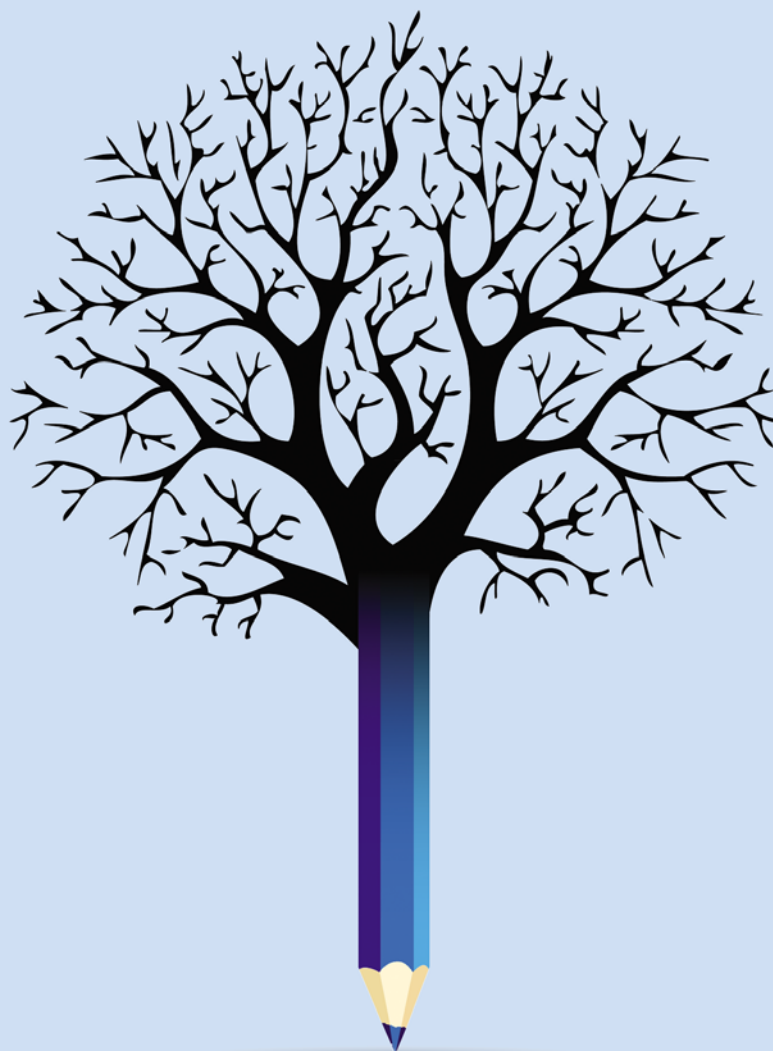




# EDUCATION POLICY OUTLOOK **BRAZIL**



## EDUCATION POLICY OUTLOOK

This **policy profile on education** in Brazil is part of the *Education Policy Outlook* series, which presents comparative analysis of education policies and reforms across OECD countries. Building on the OECD's substantial comparative and sectorial policy knowledge base, the series offers a comparative outlook on education policy by providing analysis of individual countries' educational context, challenges and policies (education policy profiles), analysis of international trends, and insight into policies and reforms on selected topics. In addition to country-specific profiles, the series also includes a recurring publication. The first volume, *Education Policy Outlook 2015: Making Reforms Happen*, was released in January, 2015.

Designed for **policy makers, analysts and practitioners** who seek information and analysis of education policy that takes into account the importance of national context, the country policy profiles offer constructive analysis of education policy in a comparative format. Each profile reviews the current context and situation of a country's education system and examines its challenges and policy responses, according to six policy levers that support improvement:

- Students: How to raise outcomes for all in terms of 1) equity and quality and 2) preparing students for the future
- Institutions: How to raise quality through 3) school improvement and 4) evaluation and assessment
- System: How the system is organised to deliver education policy in terms of 5) governance and 6) funding.

Some country policy profiles contain spotlight boxes on selected policy issues. They are meant to draw attention to specific policies that are promising or showing positive results and may be relevant for other countries.

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**Sources:** This country profile draws on OECD indicators from the Programme for International Student Assessment (PISA), the Teaching and Learning International Survey (TALIS) and the annual publication *Education at a Glance*. It also refers to country and thematic studies such as OECD work on early childhood education and care, teachers, school leadership, evaluation and assessment for improving school outcomes, equity and quality in education, governing complex education systems, vocational education and training, and tertiary education. Much of this information and documentation can be accessed through the OECD Education GPS at <http://gpseducation.oecd.org>.

Most of the figures quoted in the different sections refer to Annex B, which presents a table of the main indicators for the different sources used throughout the country profile. Hyperlinks to the reference publications are included throughout the text for ease of reading, and also in the References and further reading section, which lists both OECD and non-OECD sources.

More information is available from the OECD Directorate for Education and Skills ([www.oecd.org/edu](http://www.oecd.org/edu)) and its web pages on Education Policy Outlook ([www.oecd.org/edu/policyoutlook.htm](http://www.oecd.org/edu/policyoutlook.htm)).



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## HIGHLIGHTS

### Brazil's educational context

**Students:** Brazil has made significant improvements in mathematics, reading and science across PISA cycles, and the share of low performers has significantly decreased. Average performance on PISA 2012 remained below the OECD average in all three assessments. A majority of 15-year-olds are low performers in mathematics (67.1%, compared to the OECD average of 23%). Compulsory education covers ages 4 to 17. Grade repetition (36.1%) is higher than the average across OECD countries (12.4%). Brazil's attainment rates among 25-34 year-olds are similar to the OECD average in upper secondary education (45% in Brazil, compared to the OECD average of 42%), and below the OECD average in tertiary education (15% , compared to the OECD average of 41% ). A lower share of students in Brazil (8% ) enrol in vocational education than the OECD average (46% ). About 12% of tertiary education institutions are public, and admission is highly competitive. Private tertiary institutions are regulated by the federal government, and access is facilitated through incentive and scholarship schemes, in particular for disadvantaged students. Returns on tertiary education in Brazil are high compared to OECD countries, and unemployment rates for all attainment levels are below the OECD average.

**Institutions:** Students report good relations with their teachers, while Brazil's school disciplinary climate is less positive than the average, according to both students and teachers. Learning environments differ between public and private schools, and this affects student performance. Most schools have three sessions per day (morning, afternoon and evening), and few public school students have full-day schooling. A majority of school principals and teachers in Brazil have tertiary education and are younger than the OECD average. Efforts have been made to improve teachers' salaries, which are below the OECD average. National evaluation and assessment tools consist mainly of international assessments, national standardised assessments and the Basic Education Development Index, which provide information on system and school performance to government bodies, schools, parents and communities. This information is used to identify challenges, set goals and provide evidence for education policy.

**System:** The Ministry of Education is responsible for setting the framework and goals for education. Both states and municipalities have responsibility for education within their jurisdictions, particularly in early childhood education and care, primary education and lower secondary education. The states are responsible for upper secondary education, and the federal government is responsible for tertiary education. Brazil's public investment on educational institutions as a share of GDP is slightly above the OECD average and has almost doubled since 2000. Annual expenditure per student is below average. Brazil continues to spend around 3.5 times as much on a tertiary education student as on a primary or secondary student (the highest differential among all OECD and partner countries with available data), despite major increases in expenditure at below-tertiary levels.

### Key policy issues

In a highly decentralised education system and with about one-quarter of its population below the age of 15, Brazil needs to continue efforts to tackle the disparities between regions and institutions in terms of access, quality and funding of education. This requires addressing key issues, such as high levels of grade repetition and student dropout. Differences in outcomes between girls and boys are also a challenge in both education and the labour market, particularly for students from disadvantaged backgrounds. Youth labour market perspectives in Brazil can also be further enhanced. Improving the quality of secondary and tertiary education and strengthening the transition between education and work can help better prepare students to develop the right skills for the future. It is important to continue addressing the imbalance in spending between tertiary and other levels of education to optimise use of resources to improve outcomes.

### Recent policy responses

Brazil introduced *Bolsa Família* (2006) to combat poverty by providing incentives for families to send their children to school, through a conditional cash transfer and monitoring of school attendance. School dropout has decreased among the poor due to this programme.

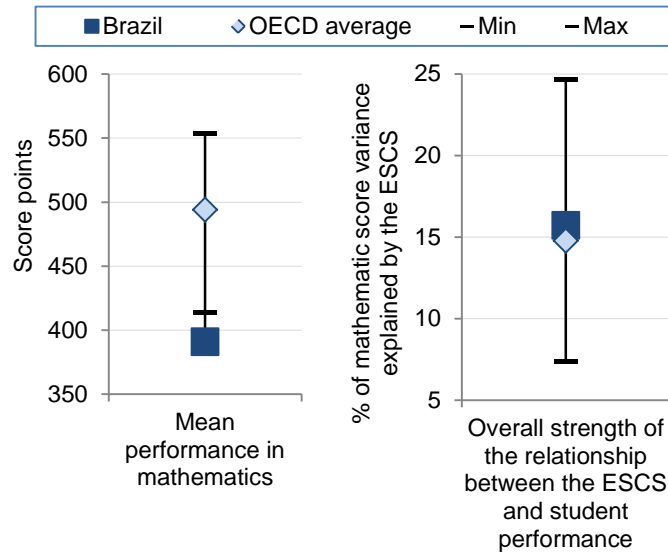
Initiatives to improve schools include increasing the quality of teachers through an emphasis on training and qualifications and better remuneration. The government aims to ensure that teachers have a career plan along with professional development opportunities. In recent years, the government has also introduced evaluation and assessment approaches to set targets and more accountability to develop evidence-based policy making.

Brazil defined its educational goals for ten years through the National Education Plan (2014-24). The plan sets out 20 goals and targets along with broad strategies which can be implemented and defined by states and municipalities. Brazil has also made an effort to increase funding and put policies in place to equalise funding. Since 2000, education has benefitted from a strong increase in funding and more equal allocation of public funding through a redistribution of national education development funds.



Brazil performed well below the OECD average in mathematics on PISA 2012 (391 mean score points, compared to the OECD average of 494 score points), with significant improvement across PISA cycles (2003-12). Student performance on both science and reading remained below the OECD average, again with improvements across PISA cycles. In PISA 2012, the impact of socio-economic background on mathematics performance of 15-year-old students in Brazil (15.7%) was similar to the OECD average (14.8%) (Figure 1).

**Figure 1. Performance of 15-year-olds in mathematics and relationship between student performance and the economic, social and cultural status (ESCS) (PISA 2012)**

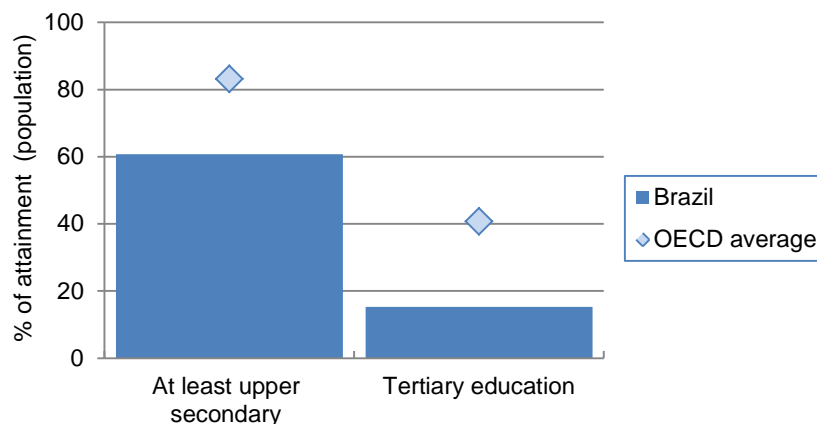


Note: "Min"/"Max" refer to OECD countries with the lowest/highest values.

Source: *PISA 2012 Results: What Students Know and Can Do (Volume I, Revised edition, February 2014): Student Performance in Mathematics, Reading, and Science*, PISA, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264208780-en>.

In Brazil, the share of 25-34 year-olds with at least an upper secondary education is below the OECD average (61%, compared to the OECD average of 83%). The share of 25-34 year-olds with a tertiary education (15%) is about a third of the OECD average (41%) (Figure 2).

**Figure 2. Upper secondary and tertiary attainment for 25-34 year-olds (2014)**



Source: OECD (2015), *Education at a Glance 2015: OECD Indicators*, OECD Publishing, Paris. <http://dx.doi.org/10.1787/eag-2015-en>.



## EQUITY AND QUALITY: IMPROVING ACCESS TO EDUCATION

**Equity indicators** for Brazil include efforts to improve learning opportunities and some challenges. The impact of students' socio-economic background on their performance (15.7%) has been stable since 2003 and is comparable to the OECD average (14.8%) (Figure 3). While average performance in Brazil remains below the OECD average, Brazil made the greatest improvement in mathematics performance between 2003 and 2012 (an increase of 35 score points, compared to a decrease of 3 score points among OECD countries). Brazil had one of the largest decreases in the proportion of low performers (15-year-old students performing below the baseline proficiency Level 2). However, 67.1% of 15-year-old students in Brazil still do not meet basic proficiency in mathematics, compared to 23% among OECD countries. There are also large performance differences between students with different socio-economic backgrounds and students in urban and rural areas. The performance difference between boys and girls (18 score points) is above the OECD average (11 score points), and more girls from disadvantaged backgrounds were low-achievers (9%) than boys with a similar background (5.8%).

**Early childhood education care (ECEC)** policies can help give students a strong foundation for future learning. In Brazil, 0-3 year-olds receive ECEC in nurseries or day-care centres, and 4-5 year-olds receive ECEC services in preschools. Evidence from [The World Bank](#) suggests regional differences in access and quality across ECEC institutions and teachers. Between 2005 and 2012, enrolment rates for 4-year-olds increased from 37% to 61%, while enrolment rates for 5-year-olds increased from 63% to 83% (below the 2012 OECD average of 84% for 4-year-olds and 94% for 5-year-olds).

**System-level policies**, such as comprehensive education and delayed tracking, can promote equity, while other policies, such as grade repetition, can hinder equity and increase the risk of student dropout. Education in Brazil is compulsory from age 4 to age 17, and 95% of 5-14 year-olds are enrolled in education (compared to the OECD average of 98%). Students can choose between two types of programmes starting at age 15 (a year later than the OECD average age for tracking). In Brazil, 36.1% of 15-year-old students repeated at least one grade (about three times the OECD average of 12.4%). According to an [OECD study](#) on equity and quality in education, grade repetition does not promote better student performance, is costly (an estimated USD 8 322 per repeater in Brazil) and can lead to dropout. In Brazil, 8% of 15-year-olds are not in education, compared to the OECD average of 2%. According to an [OECD review of Brazil](#), youth primarily drop out due to a lack of interest, teenage pregnancy and the opportunity cost of education, particularly in urban areas.

In Brazil, student performance varies significantly depending on the **school location**, with some improvements across PISA cycles. Half of 15-year-old Brazilian students in PISA 2012 attended schools in cities with more than 100 000 people, and the other half attended schools in towns or villages with population under 100 000. After accounting for socio-economic status, students in city schools performed higher than students in town schools (10 score point difference), more than twice the OECD average (4 score point difference). Between 2003 and 2012, students in town schools have improved performance results by 30 score points, compared to an OECD average decrease of 10 points.

**The challenge: Continuing efforts to improve access and support to early childhood education and care, while supporting school completion among students who might be at risk.**

### Recent policies and practices

Constitutional Amendment No. 59 (2009) increased the duration of compulsory education from 9 to 14 years (4-17 year-olds), and Law No. 12 796 (April 2013) made enrolment of 4-year-olds in ECEC compulsory. All states and municipalities have until 2016 to comply with these policies.

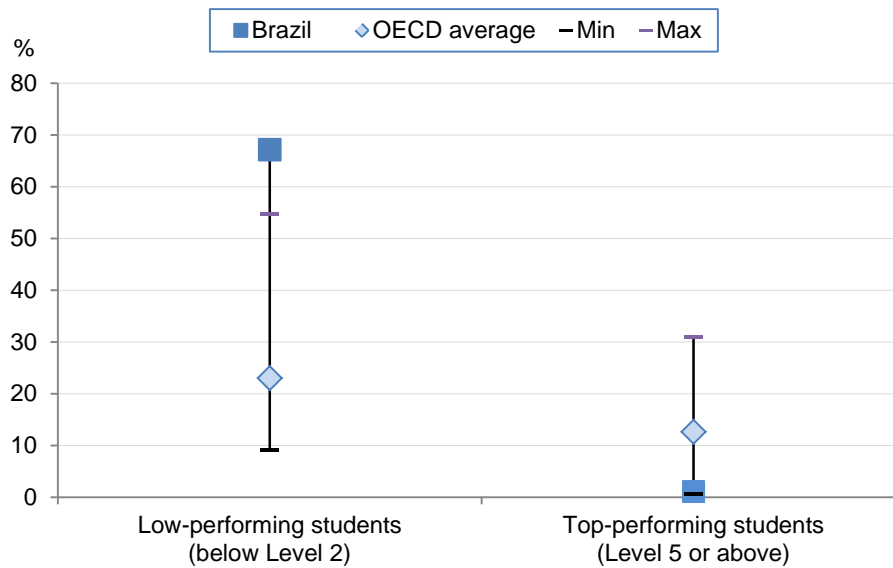
[Brazil Carinhoso](#) (2012) provides financial incentives to municipalities and the Federal District to increase the number of places for disadvantaged children from 0-48 months old in public or government-dependent day-care centres. The second phase of the National Programme for the Restructuring and Acquisition of Equipment for the Public Early Education School Network (*Proinfância*, 2007) began in 2011 to improve access to ECEC through investment in infrastructure and equipment.

The National Programme for Age/School Year Adjustment ([Programa Nacional de Adequação de Idade/Ano Escolar](#), 2013) targets 15-17 year-olds who need individual support to successfully complete lower secondary education (Grade 9), to respond to the level of high grade repetition.

The National Programme for Rural Education ([Programa Nacional de Educação do Campo](#), Pronacampo, Ministerial Order No. 86/2013, Decree No. 7352/2010) aims to provide technical and financial support through multiple policy actions in Brazil's rural areas. These include teacher training specific to rural areas, teaching and learning materials, and infrastructure. The National School Meal Programme (PNAE) provides school meals in rural areas, and the National Programme of Support to School Transportation (PNATE, 2009) provides funding to states and municipalities for transportation of students in rural areas.



Figure 3. Percentage of top and low performers, PISA 2012



Note: "Min"/"Max" refer to OECD countries with the lowest/highest values.

Source: OECD (2014), *PISA 2012 Results: What Students Know and Can Do (Volume I, Revised edition, February 2014): Student Performance in Mathematics, Reading and Science*, PISA, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264208780-en>.

### Spotlight 1. Increasing access to education for the most disadvantaged students

Brazil implemented *Bolsa Escola* (1995) and later *Bolsa Família* (Interministerial Order No. 3789, 2003), a conditional cash transfer programme. This programme provides poor families, in many cases the woman of the household, with a stipend if each family member of school age (6-17 year-olds) attends school and younger children (6-7 year-olds) are vaccinated. According to national statistics, more than one-third of students enrolled in primary and secondary education received the *Bolsa Família* stipend in 2012, a total of 17.9 million students out of the 50.5 million enrolled in Basic Education.

The Ministry of Education (*Ministério da Educação*, MEC) implements the educational conditions of *Bolsa Família* and the Ministry of Social Development and Fight against Hunger (*Ministério do Desenvolvimento Social e Combate à Fome*, MDS) co-ordinates the programme. Evidence from MDS indicates that these programmes have lifted many families out of extreme poverty, boosted interest in children's education and encouraged enrolment, particularly in areas in the Northeast where there is more regional disparity. Families who benefit from the programme have higher student enrolment rates (by 4.4 percentage points) than those who do not receive the stipend. Secondary students who benefit from the programme also have lower dropout rates (7.2%) than those who do not (14.3%), based on results of the 2012 census.



## PREPARING STUDENTS FOR THE FUTURE: INCREASING EDUCATIONAL ATTAINMENT AND DEVELOPING INSTITUTIONAL QUALITY

**Labour market perspectives** play an important role in the decision to stay in education. In 2014, the unemployment rate for 25-64 year-olds in Brazil was 4.6%, below the OECD average of 7.3%, particularly for those with a tertiary education. About half (54%) of 25-64 year-olds have below upper secondary education, but unlike those in other OECD countries, they have a low unemployment rate (7.4%, compared to the OECD average of 19.4% in 2014). Labour market perspectives are less positive for youth: the proportion of 15-29 year-olds not in education, employment or training (NEETs) was about 20.3% in 2012 (above the OECD average of 15.5% in 2014) (Figure 4). The proportion of NEETs is higher among 15-19 year-olds (15.7%), more than twice the OECD average (7.2%). According to an [OECD review](#), close to half of the unemployed are youth, and a similar share of youth are in the informal labour market.

**Upper secondary education** enrolment in Brazil is expected to continue increasing. In 2014, 45% of 25-34 year-olds had attained an upper secondary education (the OECD average is 42%). That same year, 61% of individuals were expected to graduate from upper secondary general programmes (above the OECD average of 52%). In 2014, 15.5% of Brazilian 15-29 year-olds were in education and worked full-time (compared to the OECD average of 14.4%). Upper secondary education is compulsory and is offered in three shifts in public institutions, with 43% of students attending the night school shift in 2013.

**Vocational education and training (VET)** can ease entry into the labour market and provide youth with more learning opportunities. VET in Brazil is provided by public and private institutions, with increasing presence of private institutions such as SENAI (National Service for Industrial Training) and SENAC (National Service for Commercial Training). Upper secondary VET combines both general and vocational subjects and allows entry into tertiary education. About 8% of upper secondary students are enrolled in vocational programmes (compared to the OECD average of 46%). Tertiary VET requires completion of an upper secondary certificate and offers professional degrees in three years. Apprenticeships target 14-24 year-olds who are completing or have completed secondary education. Students participate in classroom-based training and practical training, receive a minimum wage and work up to six hours per day, or more if they have completed lower secondary education. While an [OECD review](#) shows that hiring youth is expensive and employers have little incentive to hire apprentices, Brazilian 15-29 year-olds spend more time employed (6.6 years) than in education (5.4 years), compared to the OECD average of 5.5 years employed and 7.2 years in education.

In Brazil, **tertiary education** is offered in both private and public institutions, and there are high returns on education. About 15% of 25-34 year-olds attained tertiary education, compared to the OECD average of 41% in 2014. Public tertiary institutions, particularly federal public institutions, are highly regarded. Admission is competitive, and most students are from higher socio-economic backgrounds. Private universities tend to vary more in quality and make up the largest share of tertiary institutions. Brazil has an encompassing [system](#) for quality assessment of higher education: the National System of Higher Education Evaluation (SINAES, 2004), which includes a test for assessing learning outcomes at the undergraduate level, and the National Exam of Student Performance (ENADE). Incentive systems and scholarship schemes aim to improve the equity and quality of private higher education institutions. Tertiary-educated individuals between the ages of 25 and 64 earn 2.5 times more than those with upper secondary education (above the OECD average multiple of about 1.6). Women with a tertiary degree earn about 62% of what their male counterparts earn (compared to the OECD average of 73%).

**The challenge: Further improving access to quality upper secondary education and initial vocational education and training, while ensuring the quality of public and private tertiary institutions.**

### Recent policies and practices

Brazil has implemented the National Pact for Strengthening of Secondary Education ([Pacto Nacional pelo Fortalecimento do Ensino Médio](#), 2013) and the Innovative Secondary Education Programme ([Programa Ensino Médio Inovado](#), ProEMI, 2009), a strategy to redesign the upper secondary education curricula.

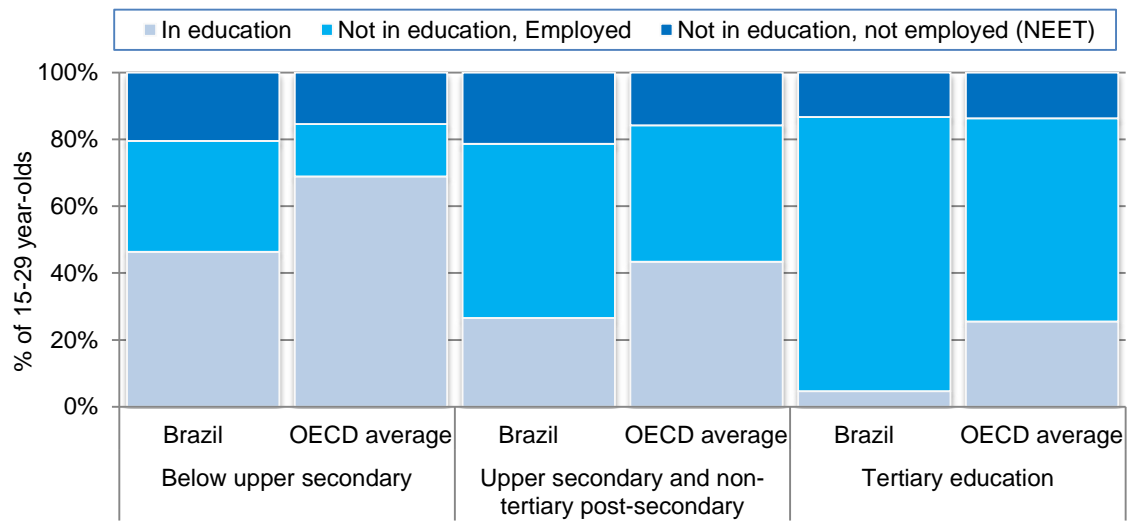
The National Vocational Education and Employment Programme ([Programa Nacional de Acesso ao Ensino Técnico e Emprego](#), PRONATEC, 2011) aims to consolidate various national VET initiatives, such as increasing the supply of VET courses in upper secondary education and for workers, and providing training grants ([Bolsa-Formação Pronatec](#)). According to national statistics, more than 8 million Brazilians took technical courses and Initial and Continuing Education (FIC) from 2011-14. The National Agenda on Decent Work for Youth ([Agenda Nacional de Trabalho Decente para a Juventude](#), 2011) aims to support school/work transitions for youth.

Tertiary education initiatives include the Secretariat of Regulation and Supervision of Higher Education ([Secretaria de Regulação e Supervisão da Educação Superior](#), SERES, under Decree No. 7480/2011) to regulate the quality of public and private higher education institutions, and the Unified Selection System ([Sistema de Seleção Unificada](#), SISU, 2010) to manage vacancies in public tertiary institutions.





Figure 4. Percentage of 15-29 year-olds in education and not in education, by educational attainment and work status (2014)



NEET: Neither Employed, nor in Education and Training (by higher education status)

Source: OECD (2015), *Education at a Glance 2015: OECD Indicators*, OECD Publishing, Paris, <http://dx.doi.org/10.1787/eag-2015-en>.



## SCHOOL IMPROVEMENT: FOSTERING TEACHING QUALITY

Brazil has more than 141 260 primary and lower secondary schools with almost 30 million students (2013). **Learning environments** are positive: students report good relations with their teachers compared to the OECD average. Brazil's school disciplinary climate is less positive, with more variance between schools than the OECD average (Figure 5). Brazilian teachers reported spending more time than their TALIS peers on administrative tasks (12.2%, compared to the TALIS average of 8%) and keeping order in the classroom (19.8%, compared to the TALIS average of 12.7%) and less time teaching (66.7%, compared to the TALIS average of 78.7%). Brazilian public schools have three sessions of four hours in the school day. The performance gap between private and public schools has narrowed across PISA cycles, although private schools performed 83 points higher on PISA 2012 than public schools after accounting for socio-economic background (compared to the OECD average of 28 score points difference). Private schools also have more positive reports than public schools in terms of class size, teacher shortages, infrastructure and educational resources.

On average, **school leaders** are younger than their peers in other countries and, while they may receive less training, they report a more active role. Two-thirds of Brazilian principals in lower secondary education are female, and 30% of school principals are under age 40 (compared to the TALIS average of 8%). School leaders in Brazil report focusing on school improvement and engaging in active leadership more than their peers in many OECD countries, with variations between schools (Figure 5). In PISA 2012 and TALIS 2013, school leaders in Brazil also reported that they frame and communicate their schools' goals, co-operate with teachers to resolve discipline issues, develop and promote instructional improvement and support professional development more than their peers in other participating countries. Almost all lower secondary principals (96.1%) have a university degree (ISCED 5A), compared to the TALIS average of 92.5%. Also according to TALIS 2013, school principals in Brazil have worked fewer years than average as teachers and participate less in professional development. More principals (33.4%) than the TALIS average (20.7%) reported lack of employer support as a reason for not participating in professional training opportunities.

Incentivising and developing **teachers** are important to improving the quality of the education system, particularly in hard-to-staff regions and difficult learning environments. With over 1.4 million teachers, Brazil has also focused recent efforts on improving teaching quality (see Spotlight 2). Teachers in Brazil are mostly female and younger than the OECD average: about 53% of primary and lower secondary teachers are under age 40, compared to the OECD average of 41% at primary level and 38% at secondary level. In Brazil, 82.6% of teachers with more than five years experience work in schools with higher proportions of students from socio-economically disadvantaged homes, compared to the TALIS average of 79.8%. More than 90% of lower secondary teachers in Brazil completed higher education, but nearly one-fourth did not complete a teacher-education programme. Teachers whose formal education included content, pedagogy and practical components for the subjects they teach reported in TALIS feeling better prepared than those whose formal education did not contain these elements. The minimum starting salary for teachers (USD 11 919) is about one-third of the OECD average of (USD 29 871 in primary education and USD 31 192 in lower secondary education). Only about 40% of teachers in Brazil reported being employed full time, compared to the TALIS average of 82%. In 2013, 89.5% of teachers reported participating in some professional development in the previous 12 months, above the TALIS average of 87.7%. A higher proportion of teachers in Brazil (14.7%) than the TALIS average (5.7%) undertook professional development without any type of support (such as financial or time compensation). Brazilian teachers have more teaching days per year (203 days, compared to the OECD average of 183 days in primary education and 182 days in lower secondary education). Fewer teachers in Brazil (69.7%, compared to the TALIS average of 77.4%) consider that the teaching profession is valued in society and that they would work as teachers if they could decide again.

### The challenge: Continuing efforts to develop quality in teaching and school leadership.

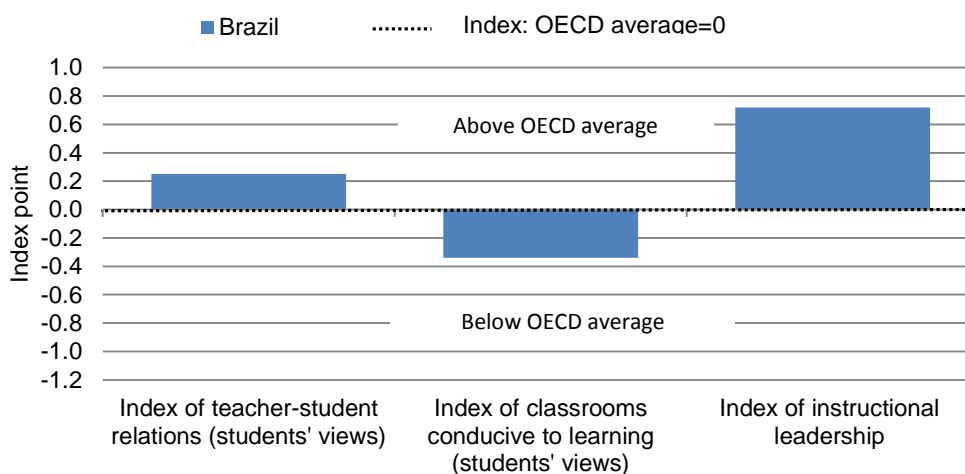
#### Recent policies and practices

Brazil has taken several steps since the mid-1990s to improve teaching quality (see Spotlight 2):

- The National Education Plan 2014-24 aims to provide full-day schooling in at least 50% of public schools for at least 25% of students in pre-primary to secondary education (see Governance, p. 14). Previous efforts used incentives provided by FUNDEB (see Spotlight 3) and More Education (*Mais Educação*, 2007).
- The National Pact for Literacy at the Right Age (*O Pacto Nacional pela Alfabetização na Idade Certa*, PNAIC, 2015) was a commitment by all levels of government to ensure that all children are literate by the end of their third year of elementary school, at age 8.
- Inclusive education (*Educação inclusiva*, 2008), introduced under the National Policy of Special Education, aims to enrol children and youth with disabilities in common classes in regular schools.



Figure 5. The learning environment, PISA 2012



Source: OECD (2013), *PISA 2012 Results: What Makes a School Successful (Volume IV): Resources, Policies and Practices*, PISA. OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264201156-en>.

### Spotlight 2. Improving student achievement through better teaching quality

In Brazil, the 1996 Law on National Education Guidelines and Framework (*Lei de Diretrizes e Bases da Educaçao*, No. 9.394, LDB) mandated that all teachers have a university qualification, with free tuition for initial and in-service teacher training and increased practice teaching days. In addition, the LDB mandated development of teacher career paths by states and municipalities. The Fundamental Education Development Fund (*Fundo de Desenvolvimento do Ensino Fundamental*, FUNDEF, 1996) also aimed to improve teacher quality, through other initiatives such as increasing teachers' salaries and promoting higher enrolment of teachers in rural areas (see Spotlight 3). More recent reforms include:

- *Law No. 11738/2008*, which established a national minimum wage for primary and lower secondary education teachers in public schools and a maximum of 40 hours per week.
- The *PARFOR Presidential Decree No. 6.755* (2009-14), which established the National Policy for the Training of Basic Education Teachers and the National Plan for the Training of Basic Education Teachers (PARFOR). This plan has provided training to 79 060 teachers without a tertiary teaching degree in 3 294 municipalities.
- The Institutional Programme for Scholarships for Initiation in Teaching (PIBID, 2009) targets future teachers during their initial teacher training. In public school placements, future teachers are supported by mentors from tertiary education institutions and the placement school. PIBID promotes closer links between theory and practice and between higher education institutions and public schools to raise the quality of education. In 2014, PIBID worked with 284 partner institutions and 90 254 future teachers.
- The *System of Open University of Brazil* offers distance education and aims to expand the offer, primarily for initial and continuing training of basic education teachers. Around 120 000 students have completed their training via the Open University of Brazil, and 32 000 of them graduated with a tertiary teaching degree (*Licenciatura*). The *Prolind* (2008) is a programme to support teachers working in basic education schools with a majority of students of indigenous background.
- The Programme to Support Higher Education Degrees in Rural Education (*Procampo*) supports implementation of regular degree courses in the field of education in public higher education institutions across the country. These courses are specifically tailored to training teachers for positions in the final years of elementary school and middle school in rural schools.
- The National Network of Continuing Professional Training (*Renaform*, 2011) supports teachers with professional development.

Brazil has also set new goals and targets to improve teaching quality under the National Plan for Education (2014-24). Among the initiatives: by 2016, each teacher should have a career plan including professional development activities; all teachers should have specialised subject training at the tertiary level; 50% of primary and secondary teachers should receive training at postgraduate level; and the average salary of teachers will be equivalent to the average salary of other professionals in Brazil with university-level degrees.



## EVALUATION AND ASSESSMENT TO IMPROVE STUDENT OUTCOMES: DEVELOPING ACCOUNTABILITY

Defining **evaluation and assessment strategies** is important to improve student outcomes and develop a better and more equitable school system, particularly within a decentralised education system. Brazil has made considerable efforts over many years to develop an innovative evaluation and assessment system for students, teachers, schools and the system as a whole (Figure 6). The Law on National Education Guidelines and Framework (*Lei de Diretrizes e Bases da Educação*, No. 9.394, 1996) set up evaluation and assessment approaches to improve the Brazilian education system. Under this law, the National Institute for Educational Studies and Research (*Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira*, INEP) became an independent organisation responsible for national assessment and evaluation of education.

**System evaluation** uses international assessments, national standardised assessments and the Basic Education Development Index (IDEB) to generate public information on Brazil's school and system performance. International assessments include PISA, TALIS, and the Third Regional Comparative and Explanatory Study (TERCE). The National Assessment of Basic Education (SAEB) is a sample-based assessment system which assesses students every two years in public and private schools in rural and urban areas, in Grades 5, 9 and 12. The IDEB index integrates student achievement data from assessment results and from annual school census data, which include student grade progression, repetition and promotion. The index aims to enable schools, municipalities and states to identify improvement areas, set targets and create improvement plans.

**School evaluation** is based on schools' IDEB index scores. A school's development is measured on progression towards its own targets as well as a national end target (i.e. the OECD average PISA score in year 2021). Schools, municipalities and states develop school improvement plans based on IDEB targets. These targets are set and published every two years for all schools. *Evidence* suggests that parents and community members are aware of their school's IDEB index score, which can garner support for school improvement. Schools that improve and reach their targets receive financial resources from the federal government and more autonomy. Low-performing schools receive additional support and assistance.

**Teacher appraisal** seems less frequent in Brazil than in other countries, although the positive effects of appraisal reported by Brazilian teachers in TALIS 2013 are larger. About 13.4% of Brazilian teachers reported on TALIS 2013 that they were not formally appraised (compared to the TALIS average of 7.4%). Analysis of student test scores (98.1%), direct observation of classroom teaching (92.9%), as well as discussions about feedback received from parent/guardians (91.6%) are the most common appraisal methods for Brazilian teachers, as reported by Brazilian lower secondary principals in TALIS. A larger share of Brazilian teachers reported positive effects of receiving feedback than among their peers in other TALIS countries. About 80.3% of Brazilian teachers reported moderate-to-large positive change in terms of job responsibilities (compared to the TALIS average of 55.1%), 85.8% reported confidence as a teacher (compared to the TALIS average of 70.6%), and 71.3% reported greater public recognition (compared to the TALIS average of 60.6%).

**Student assessments** include multiple summative assessments and the teachers' own assessments. All public school students in Grades 5 and 9 participate in the *PROVA Brasil* assessments every two years, which measure competencies in Portuguese and mathematics. The Annual National Assessment of Alphabetisation (*Avaliação Nacional da Alfabetização*, ANA) for students in Grade 3 includes reading, writing and mathematics. The ANA assesses students in urban and rural areas. Students also have assessments at the end of key educational stages, such as the National Youth and Adult Competency Certification Exam (*Exame Nacional para Certificação de Competências de Jovens e Adultos*), which certifies completion of primary and lower secondary education, and the National Upper Secondary Exam (*Exame Nacional de Ensino Médio*), which certifies completion of upper secondary education. Almost all lower secondary education teachers (93.4%) reported in TALIS 2013 that they develop and administer their own assessments (compared to the TALIS average of 67.9%). More Brazilian teachers (61.7%) than their TALIS peers (54.5%) reported providing written feedback on student work in addition to a mark. Student assessment should put students at the centre, by promoting their engagement in learning and enabling them to assess their own progress.

**The challenge: Ensuring that key stakeholders, such as school leaders and teachers, have the capacity to use evaluation and assessment results to improve student outcomes.**

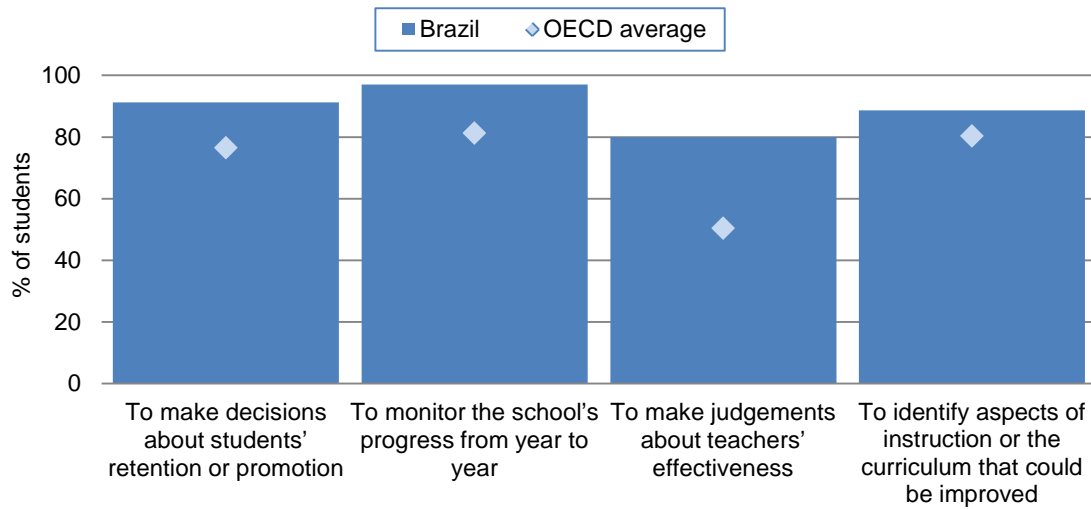
### Recent policies and practices

Science assessments are being piloted (2013) on a sample of students in Grade 9 and in their third year of upper secondary education. The National Upper Secondary Education Exam (*Exame Nacional do Ensino Médio*, ENEM) is to be implemented twice (or more) per year.

Since 2010, Brazil has been working on an assessment to evaluate and certify teachers (*Prova Docente*).



Figure 6. Percentage of students in schools where the principal reported the following uses for student assessments, PISA 2012



Source: OECD (2013), *PISA 2012 Results: What Makes Schools Successful (Volume IV): Resources, Policies and Practices*, PISA, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264201156-en>.



## GOVERNANCE: DECENTRALISED SYSTEM IN WHICH ALL LEVELS OF GOVERNMENT DRIVE EDUCATION POLICY

With the exception of tertiary education, Brazil's education system is largely decentralised to the states and municipalities. The Ministry of Education (*Ministério da Educação*, MEC) defines the guiding principles and framework and co-ordinates **national education policy** for all education levels, in collaboration with states and municipalities. MEC is organised into various secretariats, including the Secretariat of Basic Education; the Secretariat of Continuing Education, Literacy, Diversity and Inclusion; the Secretariat of Technical and Vocational Education; the Secretariat of Higher Education; the Secretariat of Regulation and Supervision of Higher Education; and the Secretariat for Education Systems Articulation (SASE), which aims to support regions and implementation of public policy. Other bodies which help shape education policy:

- The National Council for Education is an independent advisory body for all basic and tertiary education, which co-ordinates drafting of the National Education Plans and supports states and municipalities.
- The National Institute for Educational Studies and Research (*Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira*, INEP) carries out evaluations to identify challenges in the education system and to develop and implement education policies. It also collects and disseminates reference information and statistics on the education system in Brazil.
- At the tertiary level, the National Committee for the Evaluation of Higher Education (*Comissão Nacional de Avaliação da Educação Superior*, CONAES) evaluates and supports the development of tertiary education. It is also responsible for supervision and co-ordination of the National System of Higher Education Evaluation (*Sistema Nacional de Avaliação da Educação Superior*, SINAES). Co-ordination for the Improvement of Higher Education Personnel (*Coordenação de Aperfeiçoamento de Pessoal de Nível Superior*, CAPES) is responsible for evaluation of graduate programmes.
- Other key stakeholders include ministries, such as the Ministry of Health, military ministries, the Ministry of Communication and the Ministry of Social Development, as well as non-governmental organisations and unions representing teachers and school leaders, such as the National Confederation of Education Workers (CNTE). The private sector can be involved at all educational levels, with government approval. Conferences have been held at the national, state and municipal level from 2010-14 to mobilise and engage key stakeholders.

**States and municipalities** are largely responsible for the quality of early childhood education and care and primary and lower secondary education. They finance and manage these education levels, with the states also responsible for upper secondary education. They create their own education policy within the set national framework and are responsible for constructing schools, providing equipment, school lunches and transport, training and recruiting teachers and paying their salaries. Each state and municipality also has a secretariat that focuses on education. Under the National Education Guidelines and Framework Law (*Lei de Diretrizes e Bases da Educação* No. 9.394, 1996), the different stakeholders must work together to organise the education levels collaboratively.

The **institutional autonomy** allocated depends on the educational level. Schools are responsible for drafting and implementing their own pedagogical development plan. Management of resources, such as personnel and finances, is within the framework set by states or municipalities. **Tertiary education institutions** have institutional autonomy, although the national government can set tertiary education policy. Governance is the same for all types of schools – public (federal, state or municipal) and private. The Brazilian tertiary education sector is also characterised by a large number of public-private partnerships.

**The challenge: Ensuring alignment and co-ordination between the different levels of government and stakeholders to deliver quality education.**

### Recent policies and practices

The Articulated Action Plan (*Plano de Ações Articuladas*, PAR, 2012), introduced under Law 12695/2012, is a tool for states and municipalities to define goals, guidelines and actions to improve compulsory education. Under PAR, the national government provides technical or financial assistance to states and municipalities. The National Education Plan 2014-24 (*Plano Nacional de Educação*, PNE, Law 13005) includes the 20 goals of the national education system and the strategies that states and municipalities are to develop in their Educational Development Plans (PDE). INEP is responsible for evaluating progress towards achieving the goals and targets. Key goals include:

- achieving universal education for 4-17 year-olds by 2016, including children with disabilities
- raising the quality of compulsory education and teachers at all education levels
- increasing enrolment and attainment of secondary and tertiary education, particularly among students from specific populations
- improving enrolment rates in VET, including tripling enrolment in secondary VET
- increasing public investment in public education to 10% of GDP.



## FUNDING: INCREASED SPENDING AND EFFORTS TO DISTRIBUTE FUNDS MORE EQUITABLY ACROSS THE EDUCATION SYSTEM

Brazil's **public investment on educational institutions** is 5.6% of GDP for all levels of education combined, above the OECD average of 5.3% of GDP (Figure 8). Between 2010 and 2012, public expenditure on educational institutions as a percentage of GDP increased by 4% (compared to the OECD average decrease of 3%). Brazil has increased public expenditure on education as a percentage of total public expenditure by 7.7 percentage points between 2000 and 2012 to 17.2%, well above the OECD average of 11.6% and higher than in most OECD countries.

**Annual expenditure per student** on public institutions from primary to tertiary education (USD 3 441) was about one-third of the OECD average (USD 10 220) in 2012. Brazil continues to spend more on a tertiary education student than on a primary or secondary student (3.5 times more, the highest differential among all OECD and partner countries with available data). At the primary level, expenditure per student (USD 3 095) represents 38% of the OECD average and, at the secondary level (USD 3 020), 32% of the OECD average. Expenditure per tertiary student (USD 10 455) amounts to 70% of the OECD average (USD 15 028). Between 2005 and 2011, Brazil has greatly increased expenditure per student in primary, secondary and post-secondary non-tertiary education (by 110%, compared to the average of 21% in OECD countries). This is the result of increasing expenditure (by 82%) while enrolment decreased (by 13%). Over the same period, expenditure per student in tertiary education decreased by 7%, as enrolment grew faster (by 60%) than expenditure (by 49%).

**Funding for primary and secondary education** is the responsibility of state and municipal governments and varies across regions. Public school education is provided free of charge, and schools receive funding based on enrolment rates. Constitutionally, the federal government is required to set aside 18% of its tax revenue for education, while the states and municipalities must reserve 25% of their tax revenue for education. To help address unequal spending across states and municipalities, the Brazilian government set a student-based funding formula to guarantee a minimum of spending per student. The federal government can further support those states which have specific needs, such as rural schools or more indigenous groups. States and municipalities with more resources can spend above the minimum (see Spotlight 3). The federal government can also transfer funds directly to schools to improve physical infrastructure and pedagogical support.

**Funding for tertiary education institutions** depends on whether the institution is public or private. About 12% of tertiary institutions are public; the remainder are private. Public tertiary institutions are free of charge and can be financed by the federal, state or municipal governments. Private tertiary institutions charge fees and overall received a lower share of public funding (9.5%) than the OECD average (21.5%) in 2011. Financial aid to students includes scholarships and loans (8.7% of total public expenditure, compared to the OECD average of 19.6%). To attend private institutions, students can access means-tested loans through the Student Funding Programme (FIES, 1999), which was reformed in 2010. High-performing low-income students from public schools can be eligible for scholarships through the University for All Programme (ProUni, 2005) which gives universities a tax exemption. Some positive impact identified has been the increased probability of enrolment and low probability of dropping out among full-bursary students.

**The challenge: Continuing investment in education and ensuring schools are equally and efficiently funded across all education levels.**

### Recent policies and practices

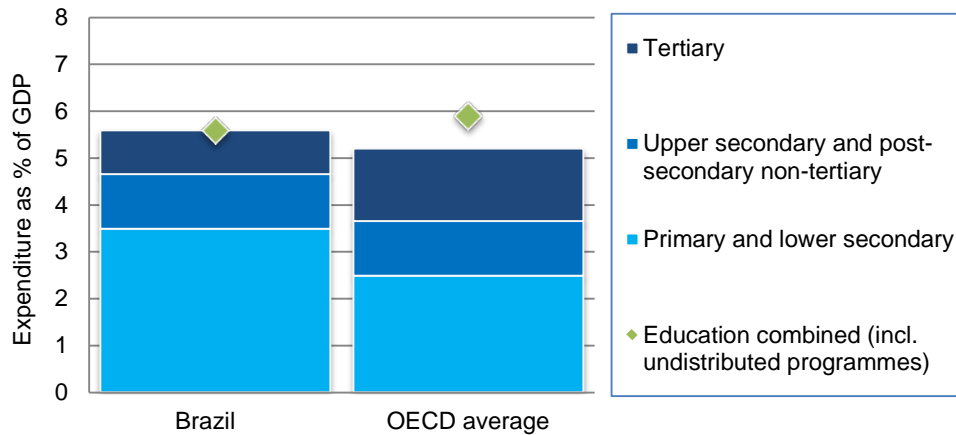
Efforts have been made to distribute education spending more equitably in Brazil (see Spotlight 3).

Various initiatives aim to increase the resources for education. Law 12858/2013 states that 75% of revenues from royalties from new oil exploration contracts will be invested in education, and [Law No. 12351/2010](#) established the Federal Social Fund. Until the National Education Plan goals are met, 50% of these funds are reserved for education. The National Education Plan (2014-24) aims to increase public investment in education to at least 7% of GDP by the first five years of the plan (2019) and to 10% of GDP by the end of the decade (2024).

Student Cost Initial Quality ([Custo Aluno Qualidade Inicial](#), CAQi, 2014) aims to set the minimum value for investment per student based on all levels and types of basic education. It is based on calculation and monitoring of expenditure indicators of teaching and other education staff, infrastructure, teaching and school material needs, food and school transport. It will be progressively implemented starting in the first two years of the National Education Plan.



Figure 7. Expenditure on educational institutions as a percentage of GDP, by level of education (2012)



Note : The OECD average includes both public and private sources of funding while Brazil data include only public expenditure. Source: OECD (2015), *Education at a Glance 2015: OECD Indicators*, OECD Publishing, Paris, <http://dx.doi.org/10.1787/eag-2015-en>.

### Spotlight 3. Distributing funds equitably through national education development funds

Brazil introduced the Fundamental Education Development Fund (*Fundo de Desenvolvimento do Ensino Fundamental*, FUNDEF, 1996) to improve equity in funding of the education system. Initially focused on primary and lower secondary education, the FUNDEF was reformed in 2006 through the Basic Education Maintenance and Development Fund (*Fundo de Manutenção e Desenvolvimento da Educação Básica*, FUNDEB) to include early childhood education and upper secondary education.

FUNDEF aimed to equalise funding in education through three key efforts: 1) setting a national minimum spending level per student in primary education that would follow the student; 2) redistributing state funds to ensure that all states could meet at least the minimum spending per student and providing federal additional resources to those states unable to meet the minimum spending; and 3) increasing teachers' salaries by ensuring at least 60% of the total per-student allocation. According to an *OECD review*, robust evidence shows that FUNDEF contributed to positive school and student outcomes, including increased teachers' salaries, enrolments and test scores.

Under Law 11494/2007 and Decree 6253/2007, FUNDEB reformed FUNDEF with the aim of redistributing funds more equitably to the education system, based on the number of students per educational level. FUNDEB introduced different spending floors based on specific student populations, such as indigenous communities, youth and adult education. Conditional cash transfers were expanded to cover 15-17 year-old students with the aim of further encouraging participation in upper secondary education. FUNDEB also increased funding by 25% to support the full-day schooling initiative. Spending was increased from 15% to 20% of total revenues from states and municipalities. In addition, both FUNDEF and FUNDEB led to development and implementation of a census of students and schools to gather and consolidate information. Wealthier states and municipalities with higher tax revenues are still able to spend more on their education systems than those in poorer regions.







ANNEX B: STATISTICS

#	List of key indicators	Brazil	Average or total	Min OECD	Max OECD
<b>Background information</b>					
<i>Political context</i>					
1	Public expenditure on education as a percentage of GDP, 2012 (EAG 2015)	5.7%	4.8%	3.5%	7.7%
<i>Economy</i>					
2	GDP per capita, 2012, in equivalent USD converted using PPPs (EAG 2015)	12 583	n/a	16 767	91 754
3	GDP growth 2013 (OECD National Accounts)	m	1.3%	-3.9%	4.1%
<i>Society</i>					
4	Population density, inhab/km <sup>2</sup> , 2014 (OECD Statistics)	22.3	142	3.1	507
5	Population aged less than 15 as a percentage of total population, 2010 (OECD Factbook 2014)	25.6%	18.6%	13.1%	29.6%
6	Foreign-born population as a percentage of total population, 2011 or latest available year (OECD Factbook 2014)	0.4%	0%	0.3%	42.1%
<b>Education outcomes</b>					
7	Mean performance in mathematics (PISA 2012)	391	494	413	554
8	Annualised change in mathematics performance across PISA assessments (PISA 2012) <sup>4,5</sup>	4.1	-0.3	-3.3	4.2
9	Annualised change in reading performance across PISA assessments (PISA 2012) <sup>4,5</sup>	1.2	0.3	-2.8	4.1
10	Annualised change in science performance across PISA assessments (PISA 2012) <sup>4,5</sup>	2.3	0.5	-3.1	6.4
11	Enrolment rates of 3-4 year-olds in early childhood education and primary education as a percentage of the population of the same age group, 2013 (EAG 2015)	65%	81%	22%	100%
12	% of 25-64 year-olds whose highest level of attainment is lower secondary, post-secondary non-tertiary education or below, 2014 (EAG 2015)	54%	15%	0%	33%
13	% of 25-34 year-olds whose highest level of attainment is at least upper secondary education, 2014 (EAG 2015)	61%	83%	46%	98%
14	% of 25-34 year-olds whose highest level of attainment is tertiary education, 2014 (EAG 2015)	15%	41%	24%	68%
15	% of 25-64 year-olds whose highest level of attainment is vocational upper-secondary or post-secondary non-tertiary education, 2014 (EAG 2015)	m	26%	6%	67%
<b>Unemployment rates of 25-34 year-olds by educational attainment, 2014 (EAG 2015)</b>					
16	Below upper secondary	7.4%	19.1%	4.7%	55.9%
	Upper secondary and post-secondary non-tertiary	7.5%	10.2%	3.7%	36%
	Tertiary education	4.4%	7.5%	2.9%	32.5%
<b>Students: Raising outcomes</b>					
<i>Policy lever 1: Equity and quality</i>					
17	First age of selection in the education system (PISA 2012)	15	14	10	16
<b>Students performing at the highest or lowest levels in mathematics (%), (PISA 2012)</b>					
18	Students performing below Level 2	67.1%	23%	9.1%	54.7%
	Students performing at Level 5 or above	1.1%	12.6%	0.6%	30.9%
<b>Variance in mathematics performance between schools and within schools as a percentage of the OECD average variance in mathematics performance (PISA 2012)</b>					
19	Between-schools percentage of variance	31%	37%	6%	65%
	Within-schools percentage of variance	41%	63%	34%	90%
20	% of students reporting that they have repeated at least a grade in primary, lower secondary or upper secondary schools (PISA 2012)	36%	12.4%	0.0%	36.1%



#	List of key indicators	Brazil	Average or total	Min OECD	Max OECD
21	Percentage of variance in mathematics performance in PISA test explained by ESCS (PISA 2012) <sup>4</sup>	15.7%	14.8%	7.4%	24.6%
22	Score difference in mathematics performance in PISA between non-immigrant and immigrant students AFTER adjusting for socio-economic status (PISA 2012) <sup>4</sup>	63	21	-29	66
23	Score differences between boys and girls in mathematics (PISA 2012) <sup>4</sup>	18	11	-6	25
<i>Policy lever 2: Preparing students for the future</i>					
<b>Adjusted mean proficiency in literacy among adults on a scale of 500 (Survey of Adult Skills, 2012)</b>					
24	Among 16-65 year-olds (adjusted)	NP	270.7	249.4	293.6
	Among 16-24 year-olds (adjusted)	NP	278.0	260.0	297.0
<b>Upper secondary graduation rates in % by programme of orientation, 2013 (EAG 2015)</b>					
25	General programmes	61%	52%	19%	82%
	Pre-vocational/ vocational programmes	5%	47%	0%	0%
<b>First-time graduation rates, by tertiary ISCED level, 2013 (EAG 2015)</b>					
26	Short tertiary (2-3 years), ISCED 5	m	11%	0%	28%
	Bachelor's or equivalent, ISCED 6	m	36%	9%	61%
	Master's or equivalent, ISCED 7	m	17%	3%	40%
	Doctorate or equivalent, ISCED 8	m	1.7%	0.2%	3.6%
27	% of 15-29 year-olds not in education, employment or training, 2012 (EAG 2015)	20%	16%	7%	32%
<b>Institutions: Improving schools</b>					
<i>Policy lever 3: School improvement</i>					
28	Mean index of teacher-student relations based on students' reports (PISA 2012)	0.25	0.00	-0.42	0.47
29	Mean index of disciplinary climate based on students' reports (PISA 2012)	-0.34	0.00	-0.33	0.67
<b>% of teachers above the age of 50 by education level, 2013 (EAG 2015)</b>					
30	Primary education	15%	31%	16%	57%
	Lower secondary education	17%	34%	17%	63%
	Upper secondary education	19%	38%	26%	73%
<b>Number of teaching hours per year in public institutions by education level, 2013 (EAG 2015)</b>					
31	Primary education	m	772	569	1 129
	Lower secondary education, general programmes	m	694	415	1 129
	Upper secondary education, general programmes	m	643	369	1 129
<b>Ratio of actual teachers' salaries to earnings for full-time, full-year adult workers similarly educated, 2013 (EAG 2015)</b>					
32	Primary education	m	0.78	0.52	1.09
	Lower secondary education, general programmes	m	0.80	0.52	1.24
	Upper secondary education, general programmes	m	0.82	0.48	1.24
33	Growth rate of teachers' salaries between 2005 and 2013 in lower secondary education, 2013 (EAG 2015)	m	2%	-32%	31%
34	% of lower secondary education teachers who report a "moderate" or "large" positive change on their knowledge and understanding of their main subject field(s) (TALIS 2013)	77.2%	53.5%	26.7%	86.2%



#	List of key indicators	Brazil	Average or total	Min OECD	Max OECD
<i>Policy level 4: Evaluation and assessment to improve student outcomes</i>					
35	Percentage of lower secondary education principals who report that they use student performance and student evaluation results (including national/international assessments) to develop the school's educational goals and programmes (TALIS 2013)	87.3%	88.8%	58.5%	99.5%
<b>% of students whose school principals reported that assessments are used for the following purposes (PISA 2012)</b>					
36	To make decisions about students' retention or promotion	91%	77%	1%	98%
	To monitor the school's progress from year to year	97%	81%	48%	100%
	To make judgements about teachers' effectiveness	80%	50%	14%	88%
	To identify aspects of instruction or the curriculum that could be improved	89%	80%	49%	99%
<b>% of lower secondary education teachers reporting appraisal/feedback from the school principal on their work with this frequency (TALIS 2013)</b>					
37	Once every two years or less	25.5%	33.9%	3.2%	88.8%
	Once per year	39.9%	41.5%	9.5%	82.1%
	Twice or more per year	34.7%	24.7%	1.0%	49.6%
<b>Systems: Organising the system</b>					
<i>Policy level 5: Governance</i>					
<b>% of decisions taken at each level of government in public lower secondary education, 2011 (EAG 2012)</b>					
38	Central or state government	m	36%	0%	87%
	Regional or sub-regional government	m	6%	0%	36%
	Local government	m	17%	0%	100%
	School government	m	41%	5%	86%
<i>Policy level 6: Funding</i>					
<b>Annual expenditure per student by educational institutions, for all services, in equivalent USD converted using PPPs for GDP, 2012 (EAG 2015)</b>					
39	Pre-primary education	m	7 612	3 416	19 719
	Primary education	3 095	8 247	2 577	20 020
	Secondary education	3 020	9 518	2 904	20 617
	Tertiary education	10 455	15 028	7 779	32 876
<b>Relative proportions of public and private expenditure on educational institutions, 2012 (EAG 2015)</b>					
40	Public sources	m	83%	60%	98%
	All private sources	m	17%	2%	40%
	Index of change in expenditure on educational institutions, public sources, (constant prices, 2005=100)	182	114	75	165
	Index of change in expenditure on educational institutions, all private sources, (constant prices, 2005=100)	m	137	76	538
<b>Notes</b>					
1. The average, total, minimums and maximums refer to OECD countries except in TALIS and the Survey of Adult Skills, where they refer to participating countries.					
2. "m": included when data is not available.					
3. "NP": included if the country is not participating in the study.					
4. Statistically significant values of the indicator are shown in bold (PISA 2012 only)					
5. The annualised change is the average annual change in PISA score points from a country's/economy's earliest participation in PISA to PISA 2012. It is calculated taking into account all of a country's/economy's participation in PISA. See <a href="http://www.oecd.org/pisa/keyfindings/pisa-2012-results-overview.pdf">www.oecd.org/pisa/keyfindings/pisa-2012-results-overview.pdf</a> .					
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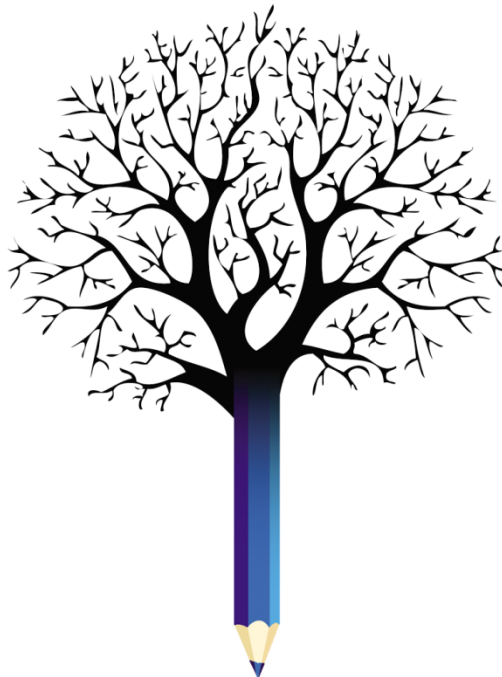
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