

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK
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BRAZIL

INFANT EDUCATION

(BR-T1104)

PLAN OF OPERATIONS

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N/A

BASIC SOCIOECONOMIC DATA

For basic socioeconomic data, including public debt information, please refer to the following address:

http://www.iadb.org/res/externallink_list.cfm?language=en&parid=1&item1id=1&detail=Box1#b1

INFORMATION AVAILABLE IN THE FILES OF SCL/SCL

PREPARATION:

Parâmetros Nacionais de Qualidade para a Educação Infantil. MEC. 2006.

Parâmetros Básicos de Infra-estrutura para Instituições de Educação Infantil. MEC. 2006.

Política Nacional de Educação Infantil: pelo direito das crianças de zero a seis anos á Educação. MEC. 2005.

Crítérios para um Atendimento que Respeite os Direitos Fundamentais das Crianças. MEC. 1997.

Pesquisa: Educação da Primeira Infância. Centro de Políticas Sociais, Fundação Gutulio Vargas. 2006.

EXECUTION:

[Terms of Reference](#)

ABBREVIATIONS

INEP	National Institute of Education Research
FUNDEB	<i>Fundo de Manutenção e Desenvolvimento da Educação Básica e de Valorização dos Profissionais da Educação</i>
FUNDEF	<i>Fundo de Manutenção e Desenvolvimento do Ensino Fundamental e de Valorização do Magistério</i>
LDB	<i>Lei de Diretrizes e Bases da Educação Nacional</i>
MEC	Ministry of Education
PNE	National Education Plan
SCL/EDU	Education Division

PLAN OF OPERATIONS For Nonreimbursable Technical Cooperation Programs

(BR-T1104)

EXECUTIVE SUMMARY

Beneficiary:	Ministry of Education (MEC); Municipal Secretaries of Education; State Secretaries of Education						
Team members:	Aimee Verdisco (SCL/EDU), Project Team Leader; Carlos Herrán, Ana Santiago, and Claudia Cox (SCL/EDU); Remi Castioni (CSC/CBR); and Cynthia Colaiacovo (LEG/SGO).						
Executing agency:	The Bank, through Education Division (SCL/EDU)						
Target Beneficiaries:	Children aged 0-6 throughout Brazil						
Financing:	<table> <tr> <td>IDB Social Fund (ORC-SOF):</td><td>US\$ 750,000</td></tr> <tr> <td>Local:</td><td>US\$ 250,000</td></tr> <tr> <td>Total:</td><td>US\$1,000,000</td></tr> </table>	IDB Social Fund (ORC-SOF):	US\$ 750,000	Local:	US\$ 250,000	Total:	US\$1,000,000
IDB Social Fund (ORC-SOF):	US\$ 750,000						
Local:	US\$ 250,000						
Total:	US\$1,000,000						
Objectives:	The overall objective of this operation is to critically examine the quality of infant education services and their impact on primary education.						
Execution timetable:	This operation will be executed in 12 months and disbursed in 18 months.						
Special contractual conditions:	None.						
Exceptions to Bank Policies and Procedures:	None.						
Environmental and social review:	The project was reviewed by the Environmental and Social Impact Review (ESR) Committee on April 28, 2008. No negative environmental or social effects were identified and the Technical Cooperation has been classified as a “C” according to the Safeguard Classification Tool.						
Coordination with Other Donors:	This operation is aligned with the ongoing work of UNICEF and the Van Leer Foundation in infant education.						

I. BACKGROUND AND JUSTIFICATION

- 1.1 The Ministry of Education (MEC), through the Secretary of International Affairs of the Ministry of Planning (*Secretaria de Assuntos Internacionais do Ministerio de Planejamento*, SEAIN/MP), has requested the Bank's support in developing a study on the reach and scope of recent reforms in infant education (educação infantil). In providing a detailed and critical examination of key factors affecting the quality of services provided and the impact of these services on primary education, this study will constitute a key input in the ongoing policy dialogue with Brazil on education and give guidance to the MEC as it implements the *Plano Nacional da Educação* (PNE). The PNE takes a results-based approach for overall sector reform and improvement, and stipulates a number of quantitative goals for all levels.
- 1.2 The Basic Law of National Education (*Lei de Diretrizes e Bases da Educação Nacional* [LDB]) stipulates that infant education covers all children from ages 0-6, with provision to the 0-3 cohort in crèches and provision to 4-6 year-olds in preschools. This same law stipulates that infant education constitutes the first phase of basic education. With the passage of the National Policy for Infant Education passed in 2005 (*Política Nacional de Educação Infantil: Pelo Direito das Crianças de Zero a Seis Anos à Educação*), infant education became formally integrated into the country's education system. Notably, however, due to historical circumstance, some crèches and preschools that emerged under the auspices of social welfare continue to function with financing from the Ministry of Social Development and the National Social Assistance Fund (*Fundo Nacional de Assistência Social*). An accounting of the volume of children served through these services remains a pending task.
- 1.3 Delivery of infant education services falls to the country's municipalities, and generally is delivered by one of three modalities: public, private and *conveniada*, which essentially consist of public support (e.g., teachers) to privately managed centers. There is considerable variation in the quality of services, characterized by teacher credentials, infrastructure, and pedagogy, within each of these three modalities.
- 1.4 Law 11,274 of February 2006 introduces some important changes to the LDB. It allows six year-olds to enroll in primary school and thus expands the compulsory cycle of education from eight to nine years. In line with this, a constitutional amendment passed in December 2006 reduces the infant education cohort to 0-5 years. It also establishes the Fund for the Maintenance and Development of Basic Education and Valuing of Education Professionals (*Fundo de Manutenção e Desenvolvimento da Educação Básica e de Valorização dos Profissionais da Educação* [FUNDEB]), which provides for federal transfers to the states and municipalities with the aim of increasing and improving the distribution of public resources allocated to basic education. Unlike its predecessor, FUNDEF (*Fundo de Manutenção e Desenvolvimento do Ensino Fundamental e de Valorização do Magistério*), which covered primary education only, FUNDEB creates a unified

fund for the entire basic education cycle, from infant through secondary education. By increasing coverage, FUNDEB raises the federal government's commitment to basic education by about ten-fold (from an average of US\$250 million per year under FUNDEF to about US\$2.5 billion per year at present).

- 1.5 FUNDEB is being implemented in a gradual manner, with full implementation expected by January 2009. Access to FUNDEB funds is based on enrollment data from the Education Census, with resources allocated on a per-student basis. There is considerable variation by state and by modality. For example, full-day preschool commands a per-student value almost equal to that of secondary education. At present, public infant education centers are eligible for inclusion. The *conveniadas* will be eligible as of January 2009, assuming their sole source of public financing is MEC and their enrollments are absorbed by the respective municipality. FUNDEB resources are controlled by each respective municipality, and each municipality decides how resources are spent. There is no guarantee that resources received for infant education are actually allocated to this level of education, a reality that likely contributes to the under-financing of infant education across the country. By most estimates, FUNDEB resources are insufficient to cover most municipalities with greatest need.
- 1.6 Increased coverage of infant education is a key goal of the PNE. By the year 2010, 50% of the 0-3 cohort should be enrolled in a crèche and 80% of 4-5 year-olds should be enrolled in pre-school. Recent estimates (2005) suggest that the country is close to meeting the second of these goals (72%), but is far from reaching the first (13%). Moreover, most children not enrolled in a crèche or preschool come from low income families.
- 1.7 The PNE further obligates MEC to establish and enforce parameters for quality in the provision of infant education and to use these parameters as a means for evaluating and improving services. Within this framework, the MEC elaborated a National Policy for Infant Education (discussed above) and National Parameters for Quality in Infant Education (*Parâmetros Nacionais de Qualidade para a Educação Infantil*, three volumes, 2006), the purposes of which are expand the supply of infant education and ensure a basic level of quality in all services. The Parameters speak to key aspects of infant education services, including pedagogical and administrative approaches to be implemented in crèches and preschools, teacher competencies and credentials, infrastructure and use of space, regardless of modality of provision or governance structure. MEC has expressed a keen interest in determining the extent to which these Parameters have been implemented in the nation's infant education centers.
- 1.8 Infant education differs from other levels of education in that there are comparatively few available data. The National Institute for Educational Research (INEP), a dependency of MEC, undertakes studies and applied research on issues related to the state of Brazilian education and the implementation of education policies. It also retains primary responsibilities for the collection of achievement and other primary data on all levels of education. Until recently, its data on infant

education were collected on a per center basis, largely limited to enrollment rates and some information on infrastructure and teachers collected as part of the annual Education Census. As of 2007, such data are collected on a per student basis, thus increasing the possibility of doing more sophisticated analyses of infant education.

- 1.9 Following the Ministry's request, this operation will provide a detailed study of infant education in Brazil. It will cover all modalities, examine the reach of national policies and standards and means for expanding coverage and quality, and estimate the impact of infant education on primary education.
- 1.10 Justification for Use of Resources from the Social Fund. The findings of this proposed operation will be an important input for the MEC, the municipalities and the state secretaries of education as they implement the PNE and seek to improve the quality of infant education services across the board. This proposal is in line with the Social Fund's objectives (GN-2426-3) insofar as it will enhance upstream investment lending opportunities in Brazil, particularly those related to improving the quality, equity and relevance of infant education at municipal level.

II. PROGRAM DESCRIPTION

A. Program goal and purpose

- 2.1 The overall objective of this operation is to critically examine the quality of infant education services and their impact on primary education. For the purposes of this study, quality is understood as a function of infrastructure, teacher credentials, the pedagogical approach applied in the classroom, and materials and other inputs, and how these interact with child/family characteristics. Four hypotheses will be tested: (i) expansion in enrollment in infant education has been at the cost of quality; (ii) at the center level, the National Parameters for Quality remain partially implemented; (iii) there is considerable variation in the quality of infant education and this variability relates to institutional factors (e.g., public, private, *conveniada*); and (iv) quality of service impacts performance in primary education.

B. Components

- 2.2 **Component 1. Development and validation of instruments.** To test these hypotheses, three instruments will be developed to collect primary data: one for centers, one for families, and one for the municipal secretaries of education. Each will draw on key policy documents (including the National Parameters for Quality for Infant Education, and LBD), the Education Census, and existing research and research protocols (e.g., instruments, surveys).
- 2.3 The instrument for centers will include a large battery of questions on service delivery and be a key tool for determining the degree of implementation of the National Parameters for Quality in Infant Education. Consistent with and building

from the national parameters, it will inquire into the state of infrastructure and its appropriateness for children aged 0-5; teacher characteristics; administration inside the center; the pedagogical approach applied in the classroom; and the existence of materials and other inputs and their appropriateness for young children. This instrument will be based on observation and applied in the formalized system of infant education only (e.g., center-based). It will build from others currently in existence (e.g., from the *Instituto de Pesquisa e Economia Aplicada* [IPEA]). It will be validated in a limited sample of centers.

- 2.4 The instrument for families will inquire into basic characteristics of the household and its members and be used as a tool for controlling, among other factors, the socioeconomic status of children attending or not infant education, and for determining the impact of infant education on primary education. This survey will collect demographic data on each family member, as well as whether each child received any level of infant education and where the service was received, whether each child repeated a grade, the highest level of education achieved by all family members, and basic opinions regarding the quality of education received and expectations of the education trajectory of each child. The instrument also will collect information of basic household characteristics, including the number of books in the home, its infrastructure and income. It will build from other instruments in existence and be validated in a limited sample of families.
- 2.5 The third instrument to be developed will be applied in the municipal secretaries of education. This instrument will be used to collect information on the political economy of infant education, including information on how resources (e.g., FUNDEB) are allocated, how and where new spaces are created, and the relationship at the municipal level between the secretaries of education and social assistance. This instrument will also be used to collect data on the results of the *Provinha* which, in turn, will be used to construct an evaluation of the impact of infant education on primary education. This instrument will build on others that currently exist to look at issues of resource management in the municipalities (e.g., UNICEF, World Bank) and will be validated in a single municipality.
- 2.6 **Component 2. Sampling matrix, application of instruments, and collection of data.** The instruments developed in Component 1 will be applied in a sample of centers (crèches and preschools) and families in three large municipalities (likely to be Belem, Fortaleza, and Sao Paulo, to ensure regional variation). The following criteria will be used to create the matrix: (i) large city or metropolis that has significant variation in the modalities of infant education (public, private and *convenidada*); (ii) significant variation in the Human Development Index (HDI) or the Index of Infant Development (IDI), created by UNICEF; and (iii) application of the *Provinha*. A minimum of 25-30 centers (with representation of each modality) will be chosen per municipality, as will a minimum of 4-5 families per center (the exact number of each will depend on logistics of instrument application). Data from the 2007 Education Census will be used to create two pools of children: those who attended the centers studied through this operation and those who did not attend any level of infant education.

The family instrument will be administered in a sample of families from both pools.

- 2.7 The instruments will be applied in the municipalities, centers and families included in the sampling matrix. In each case, data will be collected using the same school/child codes as the Education Census, thus facilitating the incorporation of these new data into existing databases and allowing the possibility of associating the new data with existing data.
- 2.8 **Component 3. Interpretation of data and preparation of report.** The data collected from the three instruments will be integrated with existing data on enrollment, teachers, infrastructure and other factors and used to test the four hypotheses outlined in paragraph 2.1. Data generated from the instrument applied to centers will be used both descriptively and analytically to provide an estimation of the degree to which the national parameters find concrete reference at the center level. An index from these data will be created that describes compliance with each set of standards (e.g., infrastructure, teachers, materials and other classroom support, pedagogical approach, and managerial approach of the center). Variation in these data will be explained by modality, locality and other characteristics deemed appropriate by the MEC. Results will be referenced with information from the instrument applied to the municipal secretaries of education. For example, information on financing of infant education, including FUNDEB, will be used to estimate (e.g.,) the level of investment in the sector and the destination of public resources and existing institutional and financial capacity to meet demand for more services and ensure that such services are delivered in line with the Quality Parameters. To determine the impact of infant education on primary education, student, family, and center characteristics will be used to explain *Provinha* results.
- 2.9 Results will be summarized in a report that provides a general overview of the state of infant education in the country and then enters into detail on the testing of each hypothesis. This report will make concrete policy recommendations for the MEC and the state/municipal secretaries of education, and comment on future sector analytical work and operations.
- 2.10 **Component 4. Dissemination.** The results of this research will be disseminated at various levels. Municipal level reports will be prepared and disseminated at seminars in each municipality and at the federal level, each with participation from the MEC, INEP, the secretaries of education, academia, national research institutions, and other interested parties. A final report will be prepared and published based on the feedback received at these seminars. In addition, an international seminar to be held in Brazil will be organized to further disseminate the results of this study and to compare them to emerging practices and trends found elsewhere.

III. COST AND FINANCING

A. Summary cost table

TableIII-1: Cost table US\$

Description	IDB	MEC/INEP	Total
Component 1: Design and Validation of Instruments	75,000	50,000	125,000
Component 2: Sampling Matrix, Application of Instruments, Collection of Data	305,000	75,000	380,000
Component 3: Interpretation of Data and Preparation of Report	45,000	80,000	125,000
Component 4	190,000	45,000	235,000
Program Coordinator	90,000		90,000
Contingencies	45,000		45,000
Total	750,000	250,000	1,000,000

B. Description and composition of financing

- 3.1 Of the total amount, US\$750,000 will be charged against the resources of the Special Program for Employment, Poverty Reduction and Social Development in Support of the Millennium Development Goals; Social Fund, and US\$250,000 will be local contribution in kind, largely in staff time from MEC and INEP.

C. Sustainability

- 3.2 As noted in paragraph 2.7, all data will be collected using the same school/child codes as the Education Census, thus ensuring that the data generated by this study are incorporated into and aligned with existing databases maintained by INEP. In addition, the results of this study will be widely disseminated, both within Brazil and internationally.

IV. EXECUTING AGENCY AND MECHANISM

A. Executing agency

- 4.1 The government of Brazil has requested that the Bank, through SCL/EDU, execute this operation. Execution will be done in close collaboration with the MEC. The Bank will be responsible for all aspects of project management, including the administration of resources and the contracting of specialized consulting services in accordance with IDB Policies for the Contracting of Consultant Services (GN-2350-7).

B. Executing mechanism

- 4.2 **Technical oversight.** A program coordinator will be hired to provide technical oversight and quality control of all activities associated with this study. This consultant will provide technical assistance to the Bank and to the MEC, and serve as the interface them in all matters relating to this study.

- 4.3 **Coordination.** In addition, MEC and INEP will provide in-kind support to this operation. This support will include the technical review of all inputs associated with the study (e.g., instruments, interpretation of data, content of reports), as well as administrative and logistical support for the application of the three instruments.
- 4.4 **Development and application of instruments, data collection and analysis.** A national agency will be hired to undertake all activities associated with the development and validation of instruments, their application in centers, municipalities and in families, data collection, and interpretation of results. This agency will have a well-established record in cutting-edge research on infant education, primary data collection through the application of instruments, and the interpretation and analyses of data via sophisticated methods. Selection of this agency will be made on the basis of the following criteria: (i) submission of a technical proposal; (ii) CVs of researchers; (iii) experience with similar projects; and (iv) cost.

C. Program implementation readiness

- 4.5 A consultant will be hired by the Bank using administrative funds to ensure that all necessary inputs are in place by the time this operation is approved. This consultant will work with the Bank and the MEC on issues related to instrumentation; the sampling matrix; selection of municipalities, centers and families, and the identification of national agencies with the required profile for carrying out all tasks related to the development and application of instruments, data collection and interpretation.
- 4.6 INEP has undertaken a preliminary analysis of the 2007 Education Census and the data it contains on infant education. It has put together a set of descriptive statistics that speak to issues of enrollment by modality and locality, teacher credentials, and basic infrastructure. These data will be used as input to the sampling matrix and the development of instruments for primary data collection.

D. Execution period and disbursement schedule

- 4.7 This operation will be executed in 12 months and disbursed in 18 months.

E. Procurement

- 4.8 The procurement of goods and consulting services will be carried out in accordance with the Policies for the Procurement of Goods and Works Financed by the Inter-American Development Bank (GN-2349-7) and the Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank (GN-2350-7).

V. MONITORING AND EVALUATION

A. Monitoring

- 5.1 SCL/EDU will have responsibility for monitoring the progress of this operation.

B. Technical and basic responsibility

- 5.2 SCL/EDU will have the technical and operational responsibility for this operation.

C. Progress and final reports

- 5.3 The MEC will submit semester reports and a final report. The national agency hired to undertake all activities associated with the development and application of the instruments, data collection and interpretation will submit quarterly progress reports and a final report. In addition, the agency will submit to the Bank and to the MEC, for their review and approval, all instrumentation and analyses associated with the study.

VI. PROGRAM BENEFITS AND RISKS

A. Program benefits and developmental impact

- 6.1 The results of this study will help fill critical gaps in knowledge regarding the quality of services currently being provided, allowing for better targeting in the near-term and a more sustained impact in subsequent levels of education in the longer term. The benefits of quality infant education has long been substantiated, from positively influencing from the start how well children perform and how much they achieve throughout their lives, to ensuring that children entering primary school are ready to learn, and reducing repetition and dropout throughout their formal schooling. Infant education also can help minimize or prevent a number of social ills, including illiteracy, delinquency, and domestic and social violence. It can also help break the vicious cycle of poverty passed on from one generation to the next.
- 6.2 Targeting matters. Returns to investment are highest when quality services are targeted to low-income children, in that these services can offset observed cognitive and other developmental delays. By some estimates, most children not enrolled in a crèche or preschool largely come from low income families (*Centro de Políticas Sociais, Fundação Getúlio Vargas*, 2006). And, by most estimates, FUNDEB resources are not sufficient to cover more than a fraction of municipalities with greatest need. The results of this study will provide both a basis upon which resources can be better targeted and guidance to the MEC and the municipalities as they implement the PNE.

B. Target Beneficiaries

- 6.3 The primary beneficiaries are children aged 0-6 throughout Brazil. At present, there are more than 21 million children in the 0-6 cohort. Of these, approximately 72% of the 4-6 year-old cohort is enrolled in a preschool (nearly reaching the PNE goal of 80% by the year 2010), and about 13% of the 0-3 cohort accessing a crèche (far below the PNE goal of 50%). There is considerable variation by region:

Table VI-1: Infant education – Basic data

	Total			Enrollment Rates in Crèches or Preschools, %		
	Total	0-3 Years	4-6 Years	Total	0-3 Years	4-6 Years
Brazil	21,365,869	11,496,926	9,868,943	40.3	13.0	72.0
North	2,241,459	1,215,896	1,025,563	30.6	5.8	60.0
North-East	6,721,185	3,644,193	3,076,992	41.8	11.7	77.8
South-East	8,039,123	4,303,277	3,735,846	43.7	15.8	75.9
South	2,815,936	1,478,447	1,337,489	37.9	16.1	62.1
Center-West	1,548,166	855,113	693,053	33.6	10.0	62.8

Source: IBGE, *Pesquisa Nacional por Amostra de Domicílios*, 2005.

- 6.4 Although this present operation has been designed as a stand-alone activity, its results are expected to inform the preparation of future loans to support infant education at the federal and/or municipal levels.

C. Risks

- 6.5 The primary risk associated with this operation is logistical. The crux of the operation comes with the application of the three instruments and the collection of the primary data they will generate. Logistically, this will require that the centers are easily accessible (e.g., not in neighborhoods known to be problematic due to violence) and that the families to whom the family instrument will be applied are within a minimal travel distance to the center (they could be interviewed either at the center or in their home). Although issues such as proximity can be resolved through existing data in the Education Census (these data include addresses of centers and of children) and support from the respective municipality, others (e.g., resistance from families to answer the questions included on the survey) will not be known prior to the research team is in the field. Anticipating some logistical challenges, the number of centers and families per municipality has been kept relatively low. In addition, families will be over-sampled in order to ensure that the desired level of responses is achieved.

VII. ENVIRONMENTAL AND SOCIAL REVIEW

A. Date of ESR review

- 7.1 The project was reviewed by the Environmental and Social Impact Review (ESR) Committee on April 28, 2008. No negative environmental or social effects were

identified and the TC has been classified as a “C” according to the Safeguard Classification Tool.

VIII. APPROVAL

(ORIGINAL FIRMADO)

10/17/2008

Marcelo Cabrol
Chief SCL/EDU

Date

Vo.Bo.:

(ORIGINAL FIRMADO)

10/16/2008

José Luis Lupo
Representative CSC/CBR

Date

INFANT EDUCATION

(BR-T1104)

CERTIFICATION

I hereby certify that this operation was approved for financing under the Special Program for Employment, Poverty Reduction and Social Development in Support of the Millennium Development Goals Trust Fund (ORC-SOF) through an email dated October 14, 2008 and signed by Goro Mutsuura (VPC/GMC). Also, I certify that resources from the Special Program for Employment, Poverty Reduction and Social Development in Support of the Millennium Development Goals Trust Fund (ORC-SOF) are available for up to US\$750,000 in order to finance the activities described and budgeted in this document. This certification reserves resources for the referenced project for a period of twelve (12) calendar months counted from the date of signature below. If the project is not approved by the IDB within that period, the reserve of resources will be cancelled, except in the case a new certification is granted. The commitment and disbursement of these resources shall be made only by the Bank in US\$ Dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except in the case of local consultants working in their own borrowing member country who shall have their remuneration defined and paid in the currency of such country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this Plan of Operations. Amounts greater than the certified amount may arise from commitments on contracts denominated in a currency other than the Fund currency, resulting in currency exchange rate differences, for which the Fund is not at risk.

(ORIGINAL FIRMADO)

10/14/2008

Marguerite S. Berger
Chief
Grants and Cofinancing Management Unit
VPC/GCM

Date

**INFANT EDUCATION
(BR-T1104)**

**RESULTS FRAMEWORK
MATRIX OF INDICATORS**

Project Objective	The overall objective of this operation is to critically examine the quality of infant education services and their impact on primary education.		
	Base	Year 1	Target
Component 1. Development and validation of instruments			
<u>Outputs</u>		Three instruments for the collection of primary data completed. Three instruments validated.	The MEC has the tools necessary to undertake the collection of primary data required to test the main hypotheses of the study.
Component 2. Sampling matrix, application of instruments and collection of data			
<u>Outputs</u>		Sampling matrix completed. Three instruments applied as indicated by the sampling matrix.	
<u>Intermediate Outcomes</u>	Education census data (largely limited to enrollment and basic indicators of teachers and infrastructure).	The MEC and the municipal secretaries of education have more complete data, quantitative and qualitative, on the quality of infant education in a sample of centers. Primary data collected through the study merged with existing data in INEP databases.	Existing data on infant education expanded to include additional information on infrastructure, teachers and other inputs, and new information on pedagogy and center management, among other factors.
Component 3. Interpretation of data and preparation of report			
<u>Outputs</u>		Data from three instruments analyzed. Impact evaluation of infant education on primary education completed.	
<u>Intermediate Outcomes</u>	Few empirical studies on the impact of infant education on primary education used in decision-making.	MEC and the municipal secretaries of education have systematic and data-driven policy recommendations on how to improve	MEC and the municipal secretaries of education able to engage in evidence-based decision-making in the allocation

		<p>the quality of infant education.</p> <p>Impact of infant education on primary education estimated and explained by factors (e.g., modality of service provision) not previously examined in detail.</p>	<p>of resources to infant education.</p>
Component 4. Dissemination			
<u>Outputs</u>		<p>National seminars, both at the municipal and federal levels on the results of the study.</p> <p>International seminar to disseminate the results of the study and place them in a larger context of best practices in infant education.</p>	<p>Buy-in from all major stakeholders regarding the results of the study.</p>

**INFANT EDUCATION
(BR-T1104)**

DETAILED BUDGET

Description	IDB	Local	Total	%
1. Design and Validation of Instruments	75,000	50,000	125,000	12.5
1.1 Consulting Services: Design and validation of instruments	75,000	-	-	-
1.2 Local technical/Logistical support	-	50,000	-	-
2. Sampling matrix, application of instruments, collection of data	305,000	75,000	380,000	38.0
2.1 Consulting services: Creation of sampling matrix, application of instruments, and collection of data	305,000	-	-	-
2.2 Local technical/Logistical support	-	75,000	-	-
3. Interpretation of data and preparation of report	45,000	80,000	125,000	12.5
3.1 Consulting services: Interpretation of data and preparation of report	45,000	-	-	-
3.2 Local technical/Logistical support	-	80,000	-	-
4. Dissemination	200,000	45,000	245,000	24.5
4.1 Three seminars in the municipalities	60,000	-	-	-
4.2 One seminar at the federal level	40,000	-	-	-
4.3 One international seminar	100,000	-	-	-
4.4 Local technical/Logistical support	-	45,000	-	-
5. Program coordination	80,000	-	80,000	8.0
5.1 Program coordinator	80,000	-	-	-
6. Contingencies	45,000	-	45,000	4.5
Total	750,000	250,000	1,000,000	100.0

PROJECT PROCUREMENT PLAN

Model A - for specific projects

General information

Country: Brazil

Borrower: Government of Brazil

Executing agency: The Bank

Project name: Infant Education

Project number: BR-T1104

Brief description of the project's objectives and components: The overall objective of this operation is to critically examine the quality of infant education services and their impact on primary education. Four main hypotheses will be tested: (i) the observed expansion in enrollment in infant education has been at the cost of quality; (ii) at the center level, the National Parameters for Quality remain partially implemented; (iii) there is considerable variation in the quality of infant education and this variability relates to institutional factors (e.g., public, private, *conveniada*); and (iv) quality of service impacts performance in primary education. To test these hypotheses, three instruments will be developed to collect primary data (Component 1): one for centers, one for families, and one for the municipal secretaries of education. These instruments then will be applied in a sample of centers, families and municipal secretaries of education (Component 2). Results will be complemented with existing data and research and used to answer all four hypotheses (Component 3). The last component (Component 4) will be the dissemination of results. To this end, there will be three municipal-level seminars, one seminar at the federal level, and an international conference.

Estimated date of project approval: November 1, 2008

Estimated date of signature of the technical assistance: November 30, 2008

Estimated date of the final disbursement: May 15, 2010

A. Introduction

Procurements for the proposed project will be carried out in accordance with the *Policies for the Procurement of Works and Goods Financed by the Inter-American Development Bank* (GN-2349-7), of January 2005; and the *Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank* (GN-2350-7), of January 2005, and with the provisions established in this procurement plan.

B. Procurement plan

The procurement plan for Infant Education in Brazil covering 12 months of project execution¹ has been agreed between the Bank and Ministry of Education. The plan, which is summarized in Appendix 1, indicates the procedure to be used for the procurement of

¹ The first 18 months of project execution are counted from the date of publication of the general procurement notice, or the first specific procurement notice published following approval of the technical assistance, whichever is earlier.

goods, the contracting of works or services, and the method of selecting consultants, for each contract or group of contracts. It also indicates cases requiring prequalification; the estimated cost of each contract or group of contracts; the requirement for prior or post review by the Bank; and estimated dates for the publication of specific procurement notices and completion of the contracts included in this project. The procurement plan will be updated annually or whenever necessary or as required by the Bank. The detailed procurement plan is available from the Ministry of Education and on the Bank's website. The following documents can also be found on the Bank's website: [Project Procurement Information](#)

C. Project procurement

The following is a general description of the procurement planned for the proposed project.

Works procurement: N/A

Goods procurement: N/A

Procurement of non-consulting services: N/A

Procurement of consulting services: Consulting services for the project include:

1. Project Coordinator
2. The design and validation of instruments, their application, collection and interpretation of results

The consulting firms to be hired for the project will be selected using the standard request for proposals (RFP) issued by the Bank, or an RFP satisfactory to the Bank in cases where the standard RFP is not applicable. Individual consultants will be selected bearing in mind the provisions established in chapter V of the policy in document GN-2350-7.

Short lists of consultants for consulting services estimated to cost less than US\$1,000,000 equivalent per contract, may consist entirely of national firms.

Operating expenses: N/A

Others: N/A

Advance contracting and retroactive financing: N/A

D. Bank review of procurement decisions

All contracts will be subject to prior review by the Bank in accordance with Appendix 1 of the policies for the procurement of works and goods and the selection of consultants, respectively.

E. Domestic preference: N/A

Appendix 1

Procurement plan²

Country: Brazil

Borrower: Government of Brazil

Executing agency: The Bank

Project name: Infant Education

Project number: BR-T1104

Brief description of the project's objectives and components: The overall objective of this operation is to critically examine the quality of infant education services and their impact on primary education. Four main hypotheses will be tested: (i) the observed expansion in enrollment in infant education has been at the cost of quality; (ii) at the center level, the National Parameters for Quality remain partially implemented; (iii) there is considerable variation in the quality of infant education and this variability relates to institutional factors (e.g., public, private, conveniada); and (iv) quality of service impacts performance in primary education. To test these hypotheses, three instruments will be developed to collect primary data (Component 1): one for centers, one for families, and one for the municipal secretaries of education. These instruments then will be applied in a sample of centers, families and municipal secretaries of education (Component 2). Results will be complemented with existing data and research and used to answer all four hypotheses (Component 3). The last component (Component 4) will be the dissemination of results. To this end, there will be three municipal-level seminars, one seminar at the federal level, and an international conference.

Estimated date of project approval: November 1, 2008.

Estimated date of signature of the technical assistance: November 30, 2008

Estimated date of the final disbursement: May 15, 2010

² All project contracts should be included, even if not financed by the Bank, indicating the source of funding in each case.

Project: Infant Education
Project number: BR-T1104: _____
Period included in this Procurement Plan:
November 2008 until May 2010

Ref. No. ³	Description and type Of the procurement contract	Estimated Contract Cost (US\$000)	Procurement method ⁴	Review (ex-ante or ex-post)	Source of financing and percentage		Pre-qualification ⁵ (Yes/No)	Estimated dates		Status ⁶ (pending, in process, awarded, cancelled)	Comments
					IDB %	Local/ Other %		Publication of specific procurement notice	Completion of contract		
	1. Consulting services										
	○ Consulting services 1 Project Coordinator	US\$80,000	NICQ	Ex-Ante	100%			No	December 09		
	○ Consulting services 2 Design and validation of instruments, their application, collection and interpretation of results	US\$425,000	QCBS	Ex-Ante	100%			Yes	September 09		

³ If a number of similar individual contracts were to be executed in different places or at different times, these can be grouped together under a single heading, with an explanation in the comments column indicating the average individual contract amount and the period during which they would be executed. For example, an education project that includes school construction might include an item “school construction” for a total of US\$20 million, and an explanation in the comments column such as: “This encompasses some 200 contracts for school construction averaging US\$100,000 each, to be awarded individually by participating municipal governments over a three-year period between January 2006 and December 2008.”

⁴ **Goods and Works:** **ICB:** International competitive bidding; **LIB:** limited international bidding; **NCB:** national competitive bidding; **PC:** price comparison; **DC:** direct contracting; **FA:** force account; **PSA:** Procurement through Specialized Agencies; **PA:** Procurement Agents; **IA:** Inspection Agents; **PLFI:** Procurement in Loans to Financial Intermediaries; **BOO/BOT/BOOT:** Build, Own, Operate/Build, Operate, Transfer/Build, Own, Operate, Transfer; **PBP:** Performance-Based Procurement; **PLGB:** Procurement under Loans Guaranteed by the Bank; **PCP:** Community participation procurement. **Consulting Firms:** **QCBS:** Quality- and Cost-Based Selection **QBS:** Quality-Based Selection **FBS:** Selection under a Fixed Budget; **LCS:** Least-Cost Selection; **CQS:** Selection based on the Consultants’ Qualifications; **SSS:** Single-Source Selection. **Individual Consultants:** **NICQ:** National Individual Consultant selection based on Qualifications; **IICC:** International Individual Consultant selection based on Qualifications

⁵ In the case of new Policies it applies only for Goods and Works. In the case Old Procurement Policies it applies for Goods, Works and Consulting Services.

⁶ This column “Status” should be used for retroactive procurement and for procurement plan updates.

TERMOS DE REFERÊNCIA

COORDINADOR NACIONAL

I. ANTECEDENTES

- 1.1 O Ministério da Educação (MEC) solicitou o apoio do Banco para o desenvolvimento dum estudo sobre a educação infantil no Brasil. Respondendo a esta demanda, o Banco no processo de preparar uma cooperação técnica para financiar o estudo.
- 1.2 O estudo terá como objetivo fornecer informações sobre a qualidade do atendimento da educação infantil e seu impacto no ensino fundamental. As hipóteses principais do estudo são quatro: (1) houve uma expansão da educação infantil nos últimos anos, mas foi uma expansão sem qualidade; (2) apesar do MEC ter desenvolvido Parâmetros Nacionais da Qualidade da Educação Infantil a maior parte dos centros da educação infantil os têm implementado parcialmente; (3) a qualidade no serviço da educação infantil é variável e depende das características institucionais do centro (entre outros, se público, privado conveniado ou privado não conveniado); e (4) a qualidade do atendimento tem impacto no ensino fundamental.
- 1.3 Para testar as hipóteses, se acordou que o estudo tomará como pontos de partida: (i) os documentos que orientam os parâmetros nacionais da qualidade da educação infantil do MEC pós a LBD; (ii) dados existentes no censo escolar do ano de 2007 coletados pelo INEP (base de dados que tem informações da educação infantil em nível nacional); e (iii) uma pesquisa de campo. Para realizar a pesquisa de campo, serão desenvolvidos instrumentos a serem aplicados numa amostra de estabelecimentos de educação infantil definida a partir de uma tipologia da oferta existente, incluindo centros públicos, particulares, privados conveniados e privados não conveniados, considerando o índice de desenvolvimento humano – IDH e/ou índice de desenvolvimento infantil - IDI. A amostra se limitará a metrópoles e municípios grandes porque são eles que têm os índices maiores de crianças não atendidos pela educação infantil e uma variância significativa na oferta de serviços. A amostra incluirá necessariamente municípios como São Paulo, Belém e Fortaleza, assegurando assim uma representação das grandes regiões do país.
- 1.4 Entre os instrumentos a serem aplicados haverá um que colherá informação nos estabelecimentos. Será baseado nos parâmetros nacionais e em informação não incluída no censo escolar sobre a infra-estrutura dos centros e sua adequação às crianças nas idades da creche (0-3) e da pré-escola (4-5), a existência de livros e matérias didáticos, e da proposta pedagógica adotada pela escola. O desenvolvimento deste instrumento se baseará também em outros desenvolvidos para medir e observar as condições dos centros de educação infantil.

- 1.5 Outro instrumento será desenvolvido e aplicado às Secretarias da Educação Municipais para levantar informações sobre a gestão da educação infantil. Incluirá itens sobre a gestão financeira, a integração dos centros à Educação e a transição dos centros da Assistência Social para a alçada da Educação e a implantação do FUNDEB na educação infantil, e as mudanças no perfil das creches e das pré-escolas provocadas por este ingresso. O instrumento também capturará dados da aplicação da Provinha Brasil, que serão usados para estimar o impacto da educação infantil no ensino fundamental.
- 1.6 Um terceiro instrumento será desenvolvido para levantar informações sobre as condições das famílias. Será aplicado a uma amostra de pais com crianças no segundo ano de escolaridade do ensino fundamental e que tiveram filhos participando ou que participarão da Provinha Brasil. O instrumento indagará sobre a trajetória educacional das crianças, onde freqüentaram a educação infantil se a freqüentaram, e fatores que a literatura relaciona, com uma educação infantil de boa qualidade e o impacto positivo da educação infantil no ensino fundamental (livros na casa, nível da escolaridade dos pais, participação dos pais no centro de educação infantil, as expectativas das famílias sobre a educação infantil, etc.).
- 1.7 A pesquisa de campo incluirá a aplicação dos instrumentos em aproximadamente 20-25 centros da educação infantil por município e na respectiva Secretaria e em 100 famílias com crianças freqüentando o ensino fundamental nas condições descritas anteriormente.

II. OBJETIVO DA CONSULTARIA

- 2.1 O objetivo destes termos de referência é apoiar ao Banco e ao MEC na coordenação do estudo da educação infantil.

III. ATIVIDADES

- 3.1 O consultor ou a consultora coordenará e supervisionará todas as atividades relacionadas ao estudo da educação infantil. Isso inclui, mas não se limita, à:
 - a) Ser a interface entre o Banco e o MEC e a agência nacional encarregada da pesquisa de campo.
 - b) Identificar insumos para a pesquisa como, instrumentos de avaliação realizados anteriormente sob o mesmo enfoque, documentos conceituais sobre a temática da educação infantil, pesquisas relevantes nacionais e internacionais que tenham abordado a mesma temática.
 - c) Elaborar, juntamente com o Banco e o MEC, os termos de referência para as distintas tarefas relacionadas com a pesquisa como a identificação da entidade executora, discussão de cronograma de execução, perfil dos membros da pesquisa, etc.
 - d) Coordenar a pesquisa de campo com a agência nacional, o MEC, as municipalidades e o Banco.

- e) Revisar todos os produtos e insumos relacionados ao estudo (instrumentos para a pesquisa de campo, relatórios, coleta de dados, amostra, tipologia de centros, etc.).
- f) Assegurar a qualidade de todas as atividades relacionadas com o estudo.
- g) Elaboração do relatório final que apresenta os resultados e as recomendações do estudo.
- h) Assegurar que o relatório final satisfaça as expectativas do MEC e do Banco.
- i) Coordenar e apoiar as atividades de disseminação dos resultados do estudo.

IV. QUALIFICAÇÕES

- 4.1 **Tipo de consultoria:** individual.
- 4.2 **Duração:** 180 dias.
- 4.3 **Lugar de trabalho:** Brasil.
- 4.4 **Qualificações profissionais:** Nível superior completo nas áreas de educação, ciências sociais, ou afins. Mínimo de 15 anos em atividades relacionadas à educação infantil no Brasil, avaliação e pesquisa, autoria ou co-autoria de textos, artigos ou publicações na área de educação infantil.

V. PRODUTOS ESPERADOS

- 5.1 Plano de operações final, contendo a sistematização dos resultados das atividades descritas na seção II:
 - 1. Identificação e coleta de instrumentos e documentos de base.
 - 2. Elaboração de todos os termos de referência pela pesquisa.
 - 3. Revisão e aprovação (com o Banco e o MEC) todos os produtos relacionados com o estudo da educação infantil (instrumentos para a pesquisa de campo, relatórios, coleta de dados, amostra, tipologia de centros, etc.).
 - 4. Elaboração do relatório final.
 - 5. Preparação das atividades de disseminação dos resultados do estudo.

VI. COORDENAÇÃO

- 6.1 O consultor ou a consultora coordenará seu trabalho com Aimee Verdisco (SCL/EDU).

TERMOS DE REFERÊNCIA

APOIO GERAL A PREPARAÇÃO DO PLANO DE OPERAÇÕES

I. ANTECEDENTES

- 1.1 O Ministério da Educação (MEC) solicitou o apoio do Banco para o desenvolvimento dum estudo sobre a educação infantil no Brasil. Respondendo a esta demanda, o Banco no processo de preparar uma cooperação técnica para financiar o estudo.
- 1.2 O estudo terá como objetivo fornecer informações sobre a qualidade do atendimento da educação infantil e seu impacto no ensino fundamental. As hipóteses principais do estudo são quatro: (1) houve uma expansão da educação infantil nos últimos anos, mas foi uma expansão sem qualidade; (2) apesar do MEC ter desenvolvido Parâmetros Nacionais da Qualidade da Educação Infantil a maior parte dos centros da educação infantil os têm implementado parcialmente; (3) a qualidade no serviço da educação infantil é variável e depende das características institucionais do centro (entre outros, se público, privado conveniado ou privado não conveniado); e (4) a qualidade do atendimento tem impacto no ensino fundamental.

II. OBJETIVO DA CONSULTARIA

- 2.1 O objetivo destes termos de referência é apoiar um pacote de atividades que permitam testar as hipóteses e coletar dados primários necessários pelo estudo.

III. ATIVIDADES

- 3.1 Os termos de referência incluem, mas não se limitam, às seguintes atividades:
- 3.2 Para testar as hipóteses, se desenvolverá e validará três instrumentos para coletar dados primários no campo. Para assegurar que os instrumentos estejam alinhados com as políticas nacionais e que a coleta de dados se oriente a nova informação, o desenvolvimento de cada um dos instrumentos tomará como pontos de partida: (i) os documentos que orientam os parâmetros nacionais da qualidade da educação infantil do MEC pós a LBD; (ii) dados existentes no censo escolar do ano de 2007 coletados pelo INEP (base de dados que tem informações da educação infantil em nível nacional); e (iii) pesquisa existente de campo e os instrumentos que foram aplicados nela. Entre os instrumentos a serem aplicados haverá um que colherá informação nos estabelecimentos, outro que colherá informação sobre as condições das famílias, e um terceiro que será aplicado nas Secretarias da Educação Municipais.
 - a) O instrumento a ser aplicado nos estabelecimentos da educação infantil será baseado nos parâmetros nacionais e em informação não incluída no censo escolar sobre a infra-estrutura dos centros e sua adequação às crianças nas

idades da creche (0-3) e da pré-escola (4-5), a existência de livros e matérias didáticos, e da proposta pedagógica adotada pela escola. O desenvolvimento deste instrumento se baseará também em outros desenvolvidos para medir e observar as condições dos centros de educação infantil. Isto instrumento será aplicado a base da observação e colherá informação sobre as seguintes características, entre outras:

- i) As condições da infra-estrutura, incluindo os espaços e sua adequação para crianças na idade da educação infantil, a organização espacial, os serviços básicos e sua adequação para atender às necessidades especiais de crianças na idade da educação infantil;
 - ii) A proposta pedagógica aplicada na sala de classe, incluindo as práticas de educação e cuidado na perspectiva da integração dos aspectos físicos, emocionais, afetivos, cognitivo-lingüísticos e sociais da criança; a complementação à ação da família e a interação entre o estabelecimento e a família; a inclusão dos direitos das crianças;
 - iii) A gestão do centro, incluindo informação sobre as turmas e a organização das turmas, a administração dos recursos humanos da instituição (direção, administração, coordenação pedagógica, coordenação geral), fluxo de informações dentro do centro, supervisão, implementação das normas e regras, ambiente de trabalho;
 - vi) Qualificações dos profissionais (dados não presentes no censo escolar);
 - v) Materiais didáticos aplicados na sala de classe e equipamento disponível para apoiar a administração do centro.
- b) O segundo instrumento será desenvolvido para levantar informações sobre as condições das famílias. Será aplicado a uma amostra de pais com crianças no segundo ano de escolaridade do ensino fundamental e que tiveram filhos participando ou que participarão da Provinha Brasil. O instrumento indagará sobre a trajetória educacional das crianças, onde freqüentaram a educação infantil se a freqüentaram, e fatores que a literatura relaciona, com uma educação infantil de boa qualidade e o impacto positivo da educação infantil no ensino fundamental (livros na casa, nível da escolaridade dos pais, participação dos pais no centro de educação infantil, as expectativas das famílias sobre a educação infantil, etc.).
- c) Outro instrumento será desenvolvido e aplicado às Secretarias da Educação Municipais para levantar informações sobre a gestão da educação infantil. Incluirá itens sobre a gestão financeira, a integração dos centros à Educação e a transição dos centros da Assistência Social para a alçada da Educação e a implantação do FUNDEB na educação infantil, e as mudanças no perfil das creches e das pré-escolas provocadas por este ingresso. O instrumento também capturará dados da aplicação da Provinha Brasil, ou de outro teste

parecido aplicado no estado respectivo, que serão usados para estimar o impacto da educação infantil no ensino fundamental.

- 3.3 Validação dos instrumentos em uma amostra limitada de instituições (instrumento para centros da educação infantil) e famílias (instrumento para famílias), e numa secretaria da educação municipal (instrumento para secretarias da educação municipais).
- 3.4 Aplicação dos instrumentos e coleta e organização dos dados primários. A pesquisa de campo incluirá a aplicação dos instrumentos em aproximadamente 20-25 centros da educação infantil por município e na respectiva Secretaria e em 100 famílias com crianças freqüentando o ensino fundamental nas condições descritas anteriormente.¹ A coleta de dados deveria ser num formato digital, como STATA ou SPSS. Cada uma das variáveis deveria estar etiquetada.
- 3.5 Testar as hipóteses do estudo usando os dados primários coletados pelos instrumentos e aplicando métodos apropriadamente sofisticados.
- 3.6 Preparar um relatório dos resultados dos análises.

IV QUALIFICAÇÕES

- 4.1 **Tipo de consultoria:** firma internacional.
- 4.2 **Duração:** 12 meses.
- 4.3 **Lugar de trabalho:** Brasil.
- 4.4 **Qualificações profissionais:** Mínimo de 10anos em atividades relacionadas à educação infantil no Brasil, avaliação e pesquisa, autoria ou co-autoria de textos, artigos ou publicações na área de educação infantil.

V. PRODUTOS ESPERADOS

- 5.1 Plano de trabalho e calendário de entrega de produtos, incluindo a logística para a pesquisa do campo e o método proposto para a avaliação do impacto.
- 5.2 Borradores dos três instrumentos para a coleta de dados primários.
- 5.3 Relatório que descreve o processo da validação dos instrumentos e os resultados.
- 5.4 Versão final dos instrumentos.
- 5.5 Aplicação dos instrumentos.

¹ A amostra de estabelecimentos de educação infantil, definida independentemente destes termos de referência, será feita a partir de uma tipologia da oferta existente, incluindo centros públicos, particulares, privados conveniados e privados não conveniados, considerando o índice de desenvolvimento humano – IDH e/ou índice de desenvolvimento infantil - IDI. A amostra se limitará a metrópoles e municípios grandes porque são eles que têm os índices maiores de crianças não atendidos pela educação infantil e uma variância significativa na oferta de serviços. A amostra incluirá necessariamente municípios como São Paulo, Belém e Fortaleza, assegurando assim uma representação das grandes regiões do país.

- 5.6 Relatório que descreve o processo da aplicação dos instrumentos e resume os resultados.
- 5.7 Borrador do relatório final que testa as hipóteses do estudo, os resultados e faz recomendações concretas da política e para pesquisa futura.
- 5.8 Relatório final.
- 5.9 Bases de dados em formato digital.

VI. COORDENAÇÃO

- 6.1 A firma consultora coordenará seu trabalho com Aimee Verdisco (SCL/EDU).