

National Education Plans: hopes and contradictions

Planes Nacionales de Educación: esperanzas y contradicciones

Planos Nacionais de Educação: esperanças e contradições

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Abstract: This paper is the result of studies carried out in the masters in education. It aims to discuss the trajectory of educational plans, gathering important elements that explain its historical constitution and the importance of the participation of society in the choice of public educational policies implemented in the different periods delimited in this text. This research, based on documentary sources, has shown a contradictory link between economic planning and educational plans, which are important documents for the organization of education systems. The National Education Plans, as a state policy, did not take place, remaining like another document that expresses intentions for educational area.

Keywords: National Education Plan; history of education; educational public policies.

Resumo: Este artigo é resultado de estudos realizados no mestrado em educação. Tem por objetivo discutir a trajetória dos planos de educação, reunindo elementos importantes que explicam a sua constituição histórica e a importância da participação da sociedade na escolha das políticas públicas educacionais desenvolvidas nos diferentes períodos delimitados neste texto. A investigação, com base em fontes documentais, mostrou um vínculo contraditório entre os planejamentos econômicos e os planos de educação, que são documentos importantes para a organização dos sistemas de ensino. Os Planos Nacionais de Educação, como uma política de Estado, não se efetivaram, permanecendo como mais um documento que expressa intenções para área educacional.

Palavras-chave: Plano Nacional de Educação; história da educação; políticas públicas educacionais.

Resumen: Este artículo es el resultado de estudios realizados en la maestría en educación. Su objetivo es discutir la trayectoria de los planes educativos, reuniendo elementos importantes que explican su constitución histórica y la importancia de la participación de la sociedad en la elección

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de las políticas públicas educativas desarrolladas en los diferentes períodos delimitados en este texto. La investigación, basada en fuentes documentales, ha demostrado un vínculo contradictorio entre la planificación económica y los planes educativos, que son documentos importantes para la organización de los sistemas educativos. Los Planes Nacionales de Educación, como política estatal, no se materializaron, cayendo como otro documento que expresa intenciones para el área educativa.

Palabras clave: Plan Nacional de Educación; historia de la educación; políticas públicas educativas.

1 INTRODUCTION

The concept of a plan comes from the idea, as Cury says (1998, p. 164), of “[...] an action guide of a government, a company, an entity, a family or even a person”. According to the author, a plan has also the purpose to gain “[...] investment inside sectors that are considered priority”, to do so, those plans need to have goals.

A plan must be measured considering the goals setted to it, and if these will have the power to be accomplished. Goals translate the intentions and guidelines for the actions. Guidelines orient the paths which should be followed. Targets indicate where and the timing which things intend to go. Strategies define how to overcome limitations and for accomplishing goals and targets (BRASIL, 2011). To Alvarenga and Mazzotti (2017, p. 183), a plan is likely to be understood as a deliberation which “[...] sums up what groups acknowledge as preferable in the educational context of public policies during the decade, by the alignment between administration, education and political matters [...]”, which is discussed by civil and political societies.

Therefore, it will be considered, still according to Alvarenga and Mazzotti (2017), that an education plan, as a State policy, is a document that expresses future decisions referring to Brazilian education, planned to standardize those actions, which reflect a group of opinions commonly accepted by society. For this reason, a plan has the strategic function of settling the State before society, in a way that it explains what kind of education and society the government wants to arrange for the country’s future.

2 HISTORICAL MOVEMENT OF NATIONAL EDUCATION PLANS

The Pioneer Manifest of New Education of 1932, stated by Saviani (2009, p. 25, author's quotation), although it was elaborated through a technicist model, inside a more prescriptive concept and with the collaboration of government agents only, and with one concept, was the document path of the educational planning for Brazil, because "[...] it diagnosed the educational status in the country as being marked by the lack of "plan unity" and the absence of "continuity spirit [...]". The lack of integration between the economic and educational reforms, which were necessary for the creation of "[...] a school organization system that meets the modern needs of the country". That the document expresses the idea of planning, indicating the existence of a plan.

The "Educational Planning in Brazil" document, published by the National Education Forum (2011) also considers this manifest as the first idea of a plan. Even though embryonic, according to the document, it might be "[...] considered as the starting point of concerns for a national education project, with a systemic vision of totality" (BRASIL, 2011, p. 3). Another fact that proves the idea that the manifest was the first idea of plan is the education chapter of the Constitution of 1934, which, by its influence, determined the teaching systems and the education councils and attributed the competence of elaborating the National Education Plan to the National Education Board (BRASIL, 2011). However, the obstruction to the approval of the plan by the congress occurred, besides the extinction of the constitutional binding of financial resources to education, which was prescribed in Art. 152 of the Federal Constitution of 1934 (BIGARELLA, 2015).

The government of Getúlio Vargas (1930-1945), in 1937, shut down the Brazilian Congress and inflicted the Federal Constitution of 1937 (CF/1937). While it used of the statizer and centralizer logic (maximum state) for education, it also aimed to encourage private schools to make agreements with the government so that the gratuity of primary education, nowadays called fundamental, the second step of basic education, could only happen for those whom, at the time of registration, proved "[...] lack of resources [...]", the others would have to contribute monthly, even if modestly, with the "[...] school cashier" (BRASIL, 1937, p. 33).

The Juscelino Kubitschek government (1956 and 1961), distinguished by the action plan "fifty years in five", acted based on diagnosis made by the previous

government. In the education area, the concern was the Law of Directives and Bases of National Education n. 4.024/1961 (LDB n. 4.024/1961) approval, which took thirteen years to occur after the beginning of the project processing. In 1963, the “trienal education plan (1963-1965)”, abandoned in 1993, was elaborated, and it suggested a modest expansion and improvement of Brazilian school services, focusing on the development of the human resources of Brazilian society (BRASIL, 2011).

Due to the referred law, in 1962, a text called National Education Plan was presented, which referred to national funds for primary school, high school and higher educations, in October of 1962. According to Cury (2007), the elaboration of this plan is due to the LDB n. 4.024/1961. Cury (1998, p. 167) also emphasizes that this plan provided resources which “[...] would be linked to specific plans that contain quantitatives and qualitatives targets”. Despite the elaboration of this document, in the author analysis, it cannot be considered as the definitive National Education Plan.

Through military government (1964-1985), the education policy was oriented by three National Development Plans (PNDs) and by the creation of adaptation conditions to a new technical-bureaucrat and political-institutional order, which demanded guidelines for training technicians and specialists considered of need for the country’s modernization. Therefore the emphasis in technical training for the working class, which reaffirmed the distance between different social forces (capital and labor) (SAVIANI, 1998).

In 1967, the Federal Constitution of 1967 was granted, conceived in a context of authoritarianism and restriction of political freedoms. The constitutional text defined Union’s competence to establish national education plans (BRASIL, 1967, Article 8, XIV), taking decisions about educational planning from educators and handling them to the economic area, “[...] which, in organizational matters, expressed the subordination of the Ministry of Education towards the Ministry of Planning, whose governing and technical bodies were, as a rule, from economic sciences forming areas”, with no information about the educational sector (SAVIANI, 2010, p. 390).

Law n. 5.540/1968, which determined organization and functioning norms to the higher education sector and the Law n. 5.692/1971 which prescribed guidelines for teaching towards primary and secondary education, created legal

conditions, amongst other things, to enable the transference of public resources to the private sector (BIGARELLA, 2015).

In the early 1980s, multiple civil society sectors gathered to open and expand spaces for political actions made by groups that claimed rights and fundamental individual guarantees and also, specifically, the right to participate in political decisions, during the context of fighting for the return of democracy. The New Republic National Development Plan (I PND/NR- 1986-1989), in the chapter for education, had as its main goal the universalization of primary education and the improvement and enlargement of secondary education, seen nowadays as elementary, middle and high school.

At the end of the 1980s, civil society sectors asked for the creation of public participative places. In education, the participation was related to educational administration and also to the making of public policies. In 1989, the Federal Constitution of 1988 (CF/1988) was enacted, and there it began the process of democratization of Brazilian public education.

3 DEMOCRATIZATION OF BRAZILIAN PUBLIC EDUCATION

The Federal Constitution of 1988 classifies education as one of the social fundamental rights and guarantees, as it is predicted in Article 6:

Art. 6: Education, health, food, work, housing, leisure, security, social security, protection of motherhood and childhood, and assistance to the destitute are social rights, as set forth by this Constitution. (BRASIL, 1988, p. 20).

The constitutional text indicated another social and political targeting for the Brazilian State and opened new dialogue perspectives between the State and the civil society, allowing the participation of some segments of civil society in the administration and definition of public policies within the State. The right to education is still seen in section I, named Education, especially the article 205 of the Federal Constitution of 1988.

Art. 205. Education, which is the right of all and duty of the State and of the family, shall be promoted and fostered with the cooperation of society, with a view to the full development of the person, his preparation for the exercise of citizenship and his qualification for work. (BRASIL, 1988).

Therefore,

[...] schooling education, in all levels and teaching terms, now aims to propagate and anchor, between main and future generations, business culture, which means conform them, technically and ethically, to qualitative changes occurred in worldwide levels in social relations of capitalist production. (MELO, 2007, p. 212).

It is important to notice that the guarantee to the right to education inside the constitutional text was due to the participation of the National Forum to Public School Defense (FNDEP), which was committed to the fight towards education, since 1996, the year of its foundation.

The first action, after the Federal Constitution of 1988 enactment, was the Ten-Year Education For All Plan (1993-2003), destined to meet the resolutions established by the World Conference on Education for All, held in Jomtien, Thailand (1990) with the participation of the United Nations Education, Science and Culture Organization (UNESCO); United Nations Children's Fund (UNICEF), United Nations Development Program (UNDP); United Nations Development Program (UNDP) and Worldwide Bank (WB). This document aimed the recovery of primary education through series of political guidelines.

Influenced by the Ten-Year Education For All Plan, academic discussions and social movements turned their attention to the defense of universalization of quality education, another struggle to magnify the access and the improvement of primary education quality, in a way of “[...] securing, until 2003, to children, young ones and adults, minimum learning [...] contents that meet the elementary needs of the contemporary way of living (BRASIL, 2011, p. 20).

In 1996, the Law of Directives and Bases of National Education 9.394/1996 (LDBEN 9.394/1996) established guidelines and bases for education, according the Article 87, paragraph one, determining to the Union the action of forwarding the National Education Plan to the National Congress, with guidelines and targets for the next ten years.

Art. 87: The Education Decade is implemented, a year after the publication of this Law.

§ 1º The Union, in the deadline of a year to the publication of this Law, will forward, to the National Congress, the National Education Plan, with guidelines and targets for the next ten years, in line with the World Declaration on Education for All. (BRASIL, 1996).

To Vieira and Farias (2007, p. 168), although the contradictions, on this same decade, the LDBEN n. 9.394/1996 brought reconstructions in the organization of basic education, adding and conceptualizing teaching forms and bringing “[...] wide repercussion over the school system [...]”, assuming the definition of “[...] educational policy as a task of its competence, decentralizing its execution to all the states and municipalities”.

The search for equality expressed in these conferences were not compatible to the internal political negotiations designed by Fernando Henrique Cardoso. According to the authors Vieira and Farias (2007, p. 155), “[...] his administration brings the merit of monetary stabilization [...]”, however, providing to the country a “[...] recessive framework and the remaining of deep social inequality [...]”.

After ten years since the promulgation of the Federal Constitution of 1988 and an intense mobilization of the civil society, organized by the FNDEP, it was presented the bill n. 4.155/1997, which consisted of a National Education Plan, later transformed into the Ordinary Law n. 10.172/2001, which “[...] established guidelines and targets to Brazilian education, referring to the 2001-2010 decade” (PERONI; FLORES, 2014, p. 182). In this matter, Dourado (2010, p. 683) explained that the passing of this plan resulted from the “[...] governmental hegemony in National Congress, which aimed to translate the logic of governmental policies in action.”

The analysis of Azevedo (2010, p. 30) fits this context, when it considers that an educational policy expressed in a plan, program or project, needs to be acknowledge as a “[...] series of beliefs, interests, conceptions of the world, representations of what a life in society needs to be, that will guide political actions of different individuals”. According to this author’s argument, political organization influences in the relation between public authorities and their “public action” in society, which “will be done through a determined pattern of straight (or indirect) intervention, regulating it: this is when a public policy is created.

4 NATIONAL PLAN OF EDUCATION (2001-2010)

The National Plan of Education (2001-2010), composed by 295 targets and 11 themes, with three sub items each: diagnosis, guidelines, goals and targets, so that the states, municipalities and Federal District could elaborate their ten-

year plans based of the referred Law, in a way to attend the Article 214 of the Federal Constitution of 1988, which prescribes that the Law will establish the national plan of education, integrating it with different public authority actions that would lead to:

- I- illiteracy eradication;
- II- universalization of school services;
- III- improvement of teaching quality;
- IV- labor training;
- V- humanistic promotion". (BRASIL, 1988, p.124)³.

The main goals of the PNE (2001-2010) were target to the universalization, guarantee of access and permanence and the "[...] reduction of social and regional inequality when it comes to the access and permanence, successfully, in public education [...]". Its priorities also aimed to secure the admission and permanence in school and the finishing of this type of education, specially in the compulsory primary education of eight years to all children from 7 to 14 years of age, as also to all the ones who weren't able to finish it for not having early access to this stage of education. In other words, this plan aimed to guarantee major crescent access to vacancies, formation opportunities that correspond to the needs of different age ranges, so that it can meet the needs of the society (BRASIL, 2001).

Through Hypolito's perspective (2015, p. 521), this plan is contradictory to some themes and also ambiguous to others, sometimes is unfinished and deficient in other many themes, for the fact that "[...] in one hand, the plan defines an increase of education fundings, on the other hand [...]", and "[...] shows countless targets that follow managerialistic policies of evaluation and public-private partnerships [...]", and that, in turn, results in promoting "[...] privatization policies and it doesn't indicate any kind of investment towards public education in its natural form". These contradictions, according to the author, highlight the distance between this education plan and the need of strengthening public education.

In Aguiar's analysis (2010, p. 708), this plan brought "[...] series of expectations and even hopes that are valid to all the ones who might be interested."

³ After the Constitutional Amendment n. 59, of 2009: V- humanistic, scientific and technologic promotion of the country; VI- establishment of a target for the application of public resources in education as a proportion of gross domestic product (BRASIL, 1988).

However, according to it, the deficits with education were huge and, for so, strict investments would be necessary, specially for decreasing inequality. Though, the major difficulties in reaching targets and goals were due to the text “[...] not corresponding to organized society sectors needs and claims”, since multiple states and municipalities didn’t meet the plan’s requirements and failed to elaborate their own plans (AGUIAR, 2010, p. 724).

Still according to Aguiar (2010, p. 724), the country had bigger issues than following the plan’s requirements, specially when it came to socioeconomic inequalities that much contributed to produce the “[...] educational inequalities map and, therefore, would be naive to presume that measures of bureaucratic-administrative matter would be enough to elevate the baseline of Brazilian population schoolarity.”

Through Mészáros point of view (2007, p. 118), social equality would only happen with a “[...] truthfully radical change that would provide levers that would break the mystifying capital logic”. Capitalist logic increases social inequality, creates wealth, poverty and misery. To education, the role of individual awareness as an alternative to the creation of a fairer, more human, more egalitarian society, which would respect everyone’s differences. In fact, this role is up to education as the only way to break with “[...] the vicious circle, institutionally articulated and protector of this self-interested capital logic” (MÉSZÁROS, 2007, p. 118).

In 2010, the National Conference of Education (CONAE) “[...] mobilized, nationwide, different society sectors towards the discussion about guidelines and strategies, with a view of consolidating “boundaries for the construction of a new National Education Plan” (BRASIL, 2010, p. 14).

In this document, it is suggested a national mobilization for education quality and promotion, with a perspective built in inclusion, equality and diversity, and presents the systematization of offers to State policies expressed in the effectiveness of the social right to quality education for all (BRASIL, 2010).

Later to the expiration of this plan, it began the process of organization of Conae, which triggered an elaboration process to a new PNE, processing the bill n. 8.035/2010 which “created intense mobilization of society, being threatened by many deadline notices and reductions of democratic participation instances” (PERONI; FLORES, 2014, p. 152), added to the motto of social justice, education, labor, inclusion, equality and diversity (BRASIL, 2010).

Conae of 2010 embraced the relevance of the construction of a National Education System. The bill referred to the National Education Plan for the 2011-2020 decade was sent to the National Congress. Through 2011 to 2014, the bill “National Education Plan (2011-2020)” was processed in the National Congress for three years, upon many changes of this text, it became the Law n. 13.005, officializing the new National Education Plan (2014-2024).

6 NATIONAL EDUCATION PLAN (2014-2024)

The National Education Plan (2014-2024), passed as the Law n. 13.005 in June 25th of 2014, “[...] brings ten guidelines, among them illiteracy eradication, improvement of education quality, besides the valuation of education professionals, one of the biggest challenges in educational policies”. While in collaborative manner, in “[...] Article 7 of this new law, Union, states, municipalities and Federal District”, accountable for meeting the targets and implementing strategies (BRASIL, 2014b, p. 3).

This plan was processed in National Congress for four years, and was sanctioned by Law n. 13.005 of June 25th of 2014, with 20 targets that needed to be accomplished until 2024, as it is demonstrated by the next article: “Art. 1 The National Education Plan was approved and it is effective for ten years, counting the publication of this law, with this attachment, for the enforcement of what is disposed in Article 214 of the Federal Constitution”.

These targets are focused on the formation and the exercise of citizenship, to guarantee the right to qualified basic education and the enlargement of schoolarity and educational opportunities, which are, expanding access to education since infant education to higher education, in order to improve education quality; decrease educational inequality; to value the teachers with qualification actions and salary (BRASIL, 2014b).

For that, it cannot do without embedding the elements of respect towards human rights, socio and environmental sustainability, valuing diversity and inclusion, valuing professionals who are active in educating thousands of people everyday (BRASIL, 2014b). So that the strategies distributed among 20 targets can be accomplished in ten years, it is important that the Union, states, Federal District and municipalities take active roles, in collaborative manner, as it is exposed in Article 7 of the Law n. 13.005 of June 25th of 2014 (BRASIL, 2014b).

This plan was structured according to the document “Planning the next decade - knowing the 20 targets of National Education Plan”, of the Ministry of Education (MEC), in four axes that determines it as a legal and fundamental mechanism for the democratic contribution of many social sectors from which Brazilian society is made of. Which are:

Targets for guaranteeing the right to qualified basic education, which concerns to access, universalization of literacy and enlargement of schoolarity and educational opportunities (Targets 1, 2, 3, 5, 6, 7, 9, 10 and 11).

Targets that correspond specifically to decreasing inequalities and to diversity valorization, indispensable paths towards equity (Targets 4 and 8).

Targets that address the valorization of education professionals, considered strategic so that previous goals are able to be accomplished (Targets 15, 16, 17 and 18).

Remaining targets for higher education (Targets 12, 13 and 14).

Targets 19 and 20, of democratic administration and education funding, respectively, are brought separately in the document and presented as indispensable for the establishment of the National Education System (BRASIL, 2014a, p. 9-10).

PNE (2014-2024) targets pointed out a systemic vision towards education, containing every level, category, educational stage, as well as strategies for the decreasing of inequality and inclusion of minorities, and also the universalization and enlargement of access towards qualified education.

Article 5 of PNE (2014-2024) disposed that the execution and enforcement of all targets will be continuously monitored and evaluated by the Ministry of Education (MEC); Education Committee of the Chamber of Deputies and the Education, Culture and Sports Committee of the Federal Senate; National Education Committee (CNE); and by the National Education Forum.

Art. 5 - The PNE execution and the enforcement of its targets will be continuously monitored and periodically evaluated, carried by the following instances:

I- Ministry of Education;

II- Education Committee of the Chamber of Deputies and the Education, Culture and Sports Committee of the Federal Senate;

III- National Education Committee- CNE;

IV- National Education Forum (BRASIL, 2014b).

Every two years during this PNE effectiveness (2014-2024), the National Institute of Educational Studies and Research Anísio Teixeira (INEP) “will publish studies to measure the evolution of the established targets in the Attachment of this Law, with informations funded nationwide and disposed by federal entities, using as reference studies and researches quoted in Article 4, with no damage towards other fonts or relevant informations” (paragraph 2, Article 5 of PNE), which is harmonized with Decree n. 6.317 of December 20th of 2007, enhancing INEP’s legal assignments to plan, coordinate and contribute to the development of educational studies and researches.

From the monitoring perspective, PNE (2014-2024) presented advances when compared to PNE (2001-2010), as it delimited a series of goals and deadlines for monitoring and measuring. The existent goals in targets offer “a reference to evaluating studies related to its execution” (BRASIL, 2016).

Therefore, the 20 targets will be followed in specific deadlines, with a chronological order defined by biennial stages, counting from June 25th of 2014 (PNE’s approval), as the first study presented in June 25th of 2016, and so on until 25th June of 2024.

Picture 1: The timeline would be represented



Source: Elaborated by Dired/Inep based on Law n. 13.005 of June 25th of 2014 (BRASIL, 2015, p. 16)

This PNE aims to enlarge the views towards Brazilian education and attribute ordinary commitments to different government spheres, so that they are accounted for the improvement of resources, planning, integration, collaboration,

and designation of “[...] built paths for the regularization of national federative pacts around educational public policies, establishing the first draft for the National Education System (BRASIL, 2014a, p. 9).

As a document that expresses a State policy, the PNE needs to provoke changes in the educational scenery. The contradiction is in the fact that this policy does not represent only the interests of social and educational segments, but also the interests of a hegemonic class, which many times uses education as a way to reach their social and economic goals.

A plan needs to help a community to build its education in a collective and inclusive way, by using dialogues with all citizens, so that those are able to build a new historical reality that can promote the mediator and transforming character of education. So that it can produce radical and emancipatory options.

7 FINAL CONCLUSIONS

The story of education plans developed since 1932, with the Pioneer Manifest, the National Education Plan (1962), the military government (1964-1985), the Education for All Plan (1993), the National Education Plan (2001-2010) did not have proper material conditions to be effective. With redemocratization in 1988, other legislations were approved, in which more democratic perspectives towards the educational area took place, once the education, as a social practice, needs to transpose the idea of competence, which attends only for the interests of the capitalist market and prevent the process of socialization of culture historically produced by society (BRASIL,2010b).

The PNE (2014) brought up problems evidenced historically by Brazilian education, which are: illiteracy, universalization of school services, educational inequalities, qualified education, labor formation, school as a space of citizenship, public resources, valuing professionals, education as a human right, diversity and social, economical and environmental sustainability. History shows that those plans done little to social transformation, even with the participation of social segments, charging the State the right to education for every individual. The struggles are found in the interests of some of the political and civil groups that seek to insert Brazilian education as a strategy, only for economic development, without thinking about social equality. This fact contributed and still acts to hamper the effectiveness of educational plans, programs and projects in Brazil.

Given the above, it is possible to affirm that, as a state policy, the effectiveness of the plans was always attached to a complex and contradictory context, which restrain its fulfillment, transforming them in projects with unreached goals. The significance of this act is up to the social mobilization, which fights for the right to education, determined by the Federal Constitution of 1988. Therefore, the role of a plan is to create political alternatives to the building of a fairer, more human, more egalitarian society, which is able to respect all differences.

It is right that educational policies are achievements made by historical fights, as an example, the education as a right to all, democratic administration, social inclusion, free education, among others. These achievements are hopes that happen among so many losses and contradictions.

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