



**PDE**

THE PLAN FOR THE DEVELOPMENT OF  
**EDUCATION** =  
REASONS, PRINCIPLES AND PROGRAMS

Ministério da  
Educação





# PRESENTATION

The following pages present a synthesis that goes far beyond mere accountability. In those pages, the Minister of Education, Fernando Haddad, show – in dialogue with society, particularly with educators – the political principles, the theoretical basis and the administrative steps that have guided his work at the head of the Ministry.

Instead of simply praising the achievements of his team, he seeks to present in a transparent and accessible way the public logic that inspires our government's endeavors, with a view to establishing an exchange of views with all those committed with education, no matter their political or ideological backgrounds.

It is not by chance that the wide array of social actors, going from workers to businessmen, from teachers to students, from private to public schools, across all Brazilian regions, recognizes the consistency of the public policies in the field of education: PROUNI, Open University, FUNDEB, a nationwide minimum wage for teachers, IDEB, REUNI, IFET, among other initiatives. Much was already accomplished, and we ought to do much more.

The concept behind this book, thus, is not the proclamation of achievements. Its purpose is different: to invite all educators with the most varied viewpoints, teachers, students, in brief, all the Brazilian society, to better know the pillars of the work that is being done, with a view to its greater improvement.

Education, as we always said, is a solid path that favors Brazilian growth for the benefit of all our people. The Plan for the Development of Education (PDE) is a big step toward this end.

All those who wish to understand the basis of this work will find in the following pages many answers to their questions, concerns and interests.

**Luiz Inácio Lula da Silva** – *President of the Republic*





# 1.

## **REASONS AND PRINCIPLES OF THE PLAN FOR THE DEVELOPMENT OF EDUCATION**





**T**he concept that inspires the Plan for the Development of Education (PDE), within the Ministry of Education, and that guides the execution of all its programs, recognizes that education is one feature of the dialectic process that takes place between socialization and individualization. It aims at developing the autonomy of the self, that is, developing skills that make individuals capable of adopting a critical and creative attitude to the world. Formal public education is the State's responsibility in this broader social effort that does not only unfold at public schools, but has its place in the family, in the community and in all forms of interaction in which individuals participate, particularly in the workplace. The public school and, at a general level, the national education policy, require organization methods that favor individualization and socialization directed at building this autonomy. The PDE is one more step towards the construction of an institutional answer supported by this educational concept. The programs that make up the Plan are the expression of this conceptual orientation.

Furthermore, the objective of the national educational policy must be in accordance with the fundamental objectives of the Republic itself, as per the Federal Constitution of 1988: to build a free and fair society bound by ties of solidarity; to ensure national develop-



ment; to eradicate poverty and marginalization, to reduce social and regional inequalities and to promote the well-being of all, without prejudice of origin, race, sex, color, age and any other forms of discrimination<sup>1</sup>. A free and just society, based on solidarity, cannot be built without an education based on democratic and egalitarian principles, shaped by the building of individual autonomy, through inclusion and respect for diversity. The only possible way to ensure national development is to upgrade education to the level of structural axis of State action so as to maximize its effectiveness. Reducing social and regional inequality means equalization of the opportunity to gain access to quality education. The PDE offers an educational concept aligned with the objectives constitutionally determined for the Federative Republic of Brazil. This alignment requires the building of the unity of the educational system as a true national system – which presupposes diversity and not uniformity. Moreover, it requires us to think about the stages, categories and educational levels not only in its unity, but also from the perspective of the necessary links between education and the ordinance of the territory and economic and social development. This is the only way to guarantee to each and all the right to learn according to one's capabilities and willingness.

The links between education and territorial ordinance are essential inasmuch as it is in the territory where the cultural and social cleavages, caused by geography and by history, are established and reproduced. Any discrepancies in educational opportunities can be territorially delineated: center and periphery, city and country, urban and city areas, capital city and villages of the interior. These are cleavages can also be found between districts of the same municipality, between municipalities, between states and regions of the country. The *raison d'être* of the PDE is precisely the need to structurally challenge the inequalities of educational opportunities. To reduce social and regional inequalities, in education, requires it to be envisaged in the national perspective. The PDE intends to respond to this challenge by overlapping the educational and territorial dimensions by means of the concept of educational arrangement. It is not possible to seek equity without promoting this link.





The link between education and development is essential for it is through this link that the interfaces between education as a whole and the other areas of State activity are visualized and composed. The width of the territory considered is unimportant, whether it be a district or the country as a whole. Reciprocal relations between education and development only take place when the State's actions are aligned and the links between them are strengthened, maximizing their mutual effects. This search for harmonization of public policies affects the multiplier effect of the sectorial plans, including the educational plan. Those plans are thus upgraded to the level of fundamentals of social and economical development, ensuring that the whole is greater than the sum of the parts.

In this connection, the PDE intends to be more than just the instrumental translation of the National Educational Plan (NEP) which, to a certain extent, presents a fair diagnosis of the educational problems, but leaves open the issue of actions to be taken to improve the quality of education. It is true to say, as will be seen in greater detail below, that the PDE may also be presented as an executive plan, a set of programs that seek to implement the quantitative goals established in the NEP. Nevertheless, the proposed conceptual links make it clear that, in terms of quality, its execution is not marked by neutrality. This is because, on the one hand, the PDE is anchored in a substantive concept of education that pervades all educational levels and categories; on the other hand, it is based in historically saturated fundamentals and principles aimed at the fulfillment of the democratic and egalitarian objectives found in the Constitution, mainly in respect of what we will define as a systemic vision of education and of its relation with territorial organization and economic and social development.

Contrary to the systemic vision that characterizes the PDE, a fragmented vision of education was predominant in Brazil, until recently, as if different levels, stages and modalities were not moments in a process, each one with its specific goals, integrated into a broad unity; as if they were not links in a chain that should provide mutual strength. Such a fragmented vision resulted from managerial and fiscal principles that regarded investment in education





as mere expenditures in an alleged context of fiscal constraint.

False oppositions were created. The most undesirable was the opposition between basic and higher education. Given the lack of resources, it was alleged that the public administrator should opt for basic education. The Federal government did not increase investment in basic education, and the argument served as pretext for stifling the federal higher education network, whose funding was reduced by 50% over ten years, making it unviable a significant expansion in the network. On this point, one should remember the annulment, in 1996, of the paragraph of article 60 of the Transitional Provisions Act of the Constitution, which established: "During the first ten years from the entry into force of the Constitution, the public universities will decentralize their activities, in order to spread their poles of higher education to the cities of large population density". The result for basic education: lack of qualified teachers to perform their educational duties and high school students without motivation by the insufficient supply of free education in public universities. It was, above all, an irrational opposition. How can one think about strengthening basic education if the higher education, weakened, cannot offer support through the graduation of good teachers in sufficient numbers?

The second opposition, no less damaging, was established at the basic education level, comprising infant, elementary and high school education. The almost exclusive emphasis on elementary education resulted in a certain neglect, we might say, of the other two levels, damaging what it was supposed to protect. Without having significantly expanded the already high attendance at the elementary level, a decline was noted in the average performance of students at that level. Since infant education and high school are pillars of the elementary school, without them, the latter, without both of the above said levels, cannot succeed. All recent studies on education show, without doubt, that the learning and development of elementary education students, mainly the children of less literate parents, depend on access to infant education<sup>2</sup>.

The third opposition was established between high school and vocational education. In the 1990s, it was forbidden by legal de-





create the supply of high school places linked to vocational education; besides, the expansion of the federal network of vocational and technological education was prohibited by law, as follows: “The expansion of the supply of vocational education, through the creation by the Union of new teaching units, will only occur in partnership with states, municipalities, the Federal District, the productive sector or non-governmental organizations, which will be responsible for the maintenance and administration of the teaching establishments. The Union could even build new establishments, but funding and staffing would be the responsibility of the states, municipalities or private institutions. The National Congress inserted into the project a provision that played down the general rule, only providing an exception for the Union’s educational units where the works were already completed. The provision was vetoed. This resulted in the downgrading of the most valuable experiences of linkage between high school and professional education developed at the Federal network.

A fourth opposition may be mentioned: literacy teaching dissociated from youth and adult education (EJA). Literacy actions under the responsibility of the Union were never placed under the scope of the Ministry of Education and never were linked to EJA. Campaigns were promoted, but not structured programs of continued education in collaboration with the educational systems. Furthermore, the high educational debt to historically fragile social groups was lost from view. So the exclusion of the EJA from the Fund for the Maintenance and Development of Elementary School Education and the Valorization of Teaching (FUNDEF) was symbolic: it meant the rejection by the State of the social debt to those who did not claim in time, by reasons entirely beyond their will, their right to learn – an acquired right overtaken by an alienated right.

Finally, a fifth opposition. This fragmented vision also intensified the opposition between regular education and special education. In contradiction with the systemic concept of transversality of special education at the different teaching levels, stages and categories, education was not structured bearing in mind social inclusion through the fulfillment of special educational needs. Thus the







compliance with the constitutional principle that provides equality of conditions for access and permanency at school and continuity into the highest levels of education was restricted.

The PDE seeks to overcome these false oppositions by means of a systemic vision of education. Therefore, it needs to be emphasized that education, as a process of socialization and individualization aimed at building autonomy, may not be artificially segmented, at the whim of administrative or fiscal convenience. On the contrary, it must be treated as a unity, from childcare to post-graduation, thus broadening the educational horizon for each and everyone, regardless of the stage in which the educational cycle is to be found. Accordingly, the systemic vision of education appears to be the corollary to the individual's autonomy. Only it can guarantee to each and all the right to new formative steps and pathways. Moreover, such a concept implies not only understanding the educational cycle in its entirety, but, above all, promoting the linkage between policies specifically directed toward each level, stage or category as well as coordination of the available instruments of public policy. Systemic vision involves, therefore, recognizing the intrinsic connections between basic, higher and technological education and literacy teaching and, from these connections, empowering educational policies so that they may be reciprocally reinforced.

The initial and continued teacher training requires that public universities face (and do not turn their backs against) basic education. So, the improvement in the quality of basic education depends on the training of its teachers, which result directly from the opportunities offered to the teaching staff. Improvement at the higher levels is, in turn, linked with the capacity to receive those emerging from the basic level with better preparation, thus closing a cycle of mutual dependency, which is clear and positive among all the educational levels.

Our Constitution, nevertheless, not only organizes the territory in a federative form, but also organizes the competences of the Union, the States, the Federal District and the municipalities in educational matters, in order to translate the federative form into stages of education. The PDE proposals, therefore, require a sys-





tem of collaboration as an inexorable imperative. This system of collaboration means sharing the political, technical and financial competence for the execution of educational maintenance and development programs, in such a way as to articulate the action of the Federal entities without hurting their autonomy. This simple division of tasks, if established upon large axes (basic, higher, vocational and continued education), with clear rules and precise goals, capable of public monitoring and social checks, may set in motion perceptible and solid progress, as will be seen below.

In this sense, the fulfillment of the constitutional requirement according to which the Union must perform, “in educational matters, a redistributive and supplementary function, in order to guarantee more equitable educational opportunities and minimum standards in the quality of teaching by means of technical and financial assistance to the States, to the Federal District, and to the municipalities”, resulted in the revision of the Union’s position. Based on the PDE, the Union’s commitments were expanded – including in financial terms – so as to make available to the States, to the Federal District and the municipalities, efficient tools of assessment and implementation policies improving the quality of education, especially basic public education.

Two other imperatives derive from the Plan’s proposals: accountability and social mobilization. If education is defined, by the Constitution<sup>5</sup>, as a right entitled to all and the duty of the State and the family, both accountability – especially of political actors – and social mobilization must necessarily be taken into account as fundamental dimensions of a Plan for the Development of Education. Indeed, society will only mobilize itself to defend education if it assimilates it as a social value. This requires transparency in the handling of educational issues and in the debate over educational development policies. In this way, society will be able to track its performance, propose adjustments and verify the fulfillment of the State’s duties.

As can be seen, the PDE is based upon six pillars: i) systemic vision of education, ii) territoriality, iii) development, iv) a system of collaboration, v) accountability and iv) social mobilization. These





are the consequence of constitutional principles and objectives, with the aim of expressing the required link between education, territory and development on the one hand, and the link between quality, equity and empowerment on the other. The PDE seeks, from a systemic perspective, to execute, in a system of collaboration, educational laws and provisions<sup>6</sup> in close articulation with socioeconomic development which takes place in the territory, according to the logic of the educational arrangement – be it local, regional or national.

Moving on, the PDE goes from concept to action.







# 2.

## **THE EDUCATION DEVELOPMENT PLAN AS AN ACTION PROGRAM**





One must consider that the PDE comprises more than forty programs. It is not the intention here to simply list the set of proposed measures, just as it is not a question of presenting a summarized set of portfolio performance. The present text is neither a list of achievements nor a technical report. It has another objective. It intends, for the moment, only to present the most relevant connections between the PDE programs, considered reciprocally, and the more relevant assumptions of the programs already in progress at the Ministry of Education. Therefore, major initiatives will perhaps appear only marginally in this text, which is justified by the need to present the educational concept which is the basis for the PDE, translated into concrete proposals.





## 2.1 BASIC EDUCATION

### 2.1.1 TEACHER TRAINING AND THE NATIONWIDE MINIMUM WAGE FOR TEACHERS

One of the main features of the PDE is teacher training and the valorization of professionals in education. This question is urgent, strategic and demands a national response. Accordingly, the PDE promotes the execution of key initiatives recently designed, namely: the distinction given to education professionals, the only professional category with national minimum wage constitutionally guaranteed and the definitive and decisive commitment by the Union to the training of teachers for the public systems of basic education (the Open University of Brazil<sup>7</sup> – UAB – and the Institutional Program of Grants for New Teaching Staff – PIBID).

According to the 53<sup>rd</sup> Constitutional amendment, the Federal Law shall establish a nationwide minimum wage for teachers. This fulfills the historic commitment signed at the Presidential Palace (Palácio do Planalto) in 1994, between the Ministry of Education, the National Council of Secretaries of Education (CONSED), the National Union of Municipal Education Managers (UNDIME), the National Confederation of Education Workers (CNTE) and other social players.

The UAB and the PIBID, in turn, change the present regime of teacher training, by establishing a permanent link between higher education and basic education. It is the embryo of a future national public system of teacher training, in which the Union, through the Coordination for the Improvement of Higher Education Personnel (CAPES)<sup>8</sup>, finally assumes the responsibility that, strictly speaking, was always its.

In the case of UAB, states and municipalities on the one hand and public universities on the other, establish cooperation agreements according to which the Federated members maintain onsite support centers to welcome teachers without undergraduate degrees or to guarantee continued education of teachers who have already appropriate academic qualification. Public universities, for their part,





offer licentiate and specialization courses, especially where there is no provision of onsite courses. When all the centers are in place, all teachers will be able to join a training center near their schools. Thus the UAB dialogues with the PNE goals: “To expand, through cooperation between the Union, the States and municipalities, the in-service training programs so as to assure to all teachers the possibility of reaching the minimum qualification required by the LDB (Directives and Basis of Education Law), observing the curriculum directions and parameters; besides, to “Develop programs for distance education that may be also used in courses in semi-presential modules in order to enable the fulfillment of the previous goal”.

For its part, the PIBID offers teacher training grants to those who study in undergraduate presential courses, make internship in public schools and commit themselves with teaching in the public network, once they get their degree. The priority areas will be Physics, Science, Biology and Math, in which one can see a lower presence of qualified teachers with specific training.

CAPES will foster not only the training of personnel for higher education, but also the training of personnel with higher education, for all levels of education. There is a world of difference between what the LDB states and what the PDE proposes. The LDB reads: “The Federal District, each State and municipality and, on a supplementary level, the Union, must offer qualification programs for all working teachers, also employing for this purpose resources of distance education”. On its side, the PDE affirms: “The Union, the Federal District, the States and the municipalities, also in a system of collaboration, must promote the initial and continued training, and the qualification of teaching professionals<sup>9</sup>. To fulfill these responsibilities, the Union needs a fostering agency<sup>10</sup> to improve teacher training in basic education and to expand the actions already in progress<sup>11</sup>.

## 2.1.2 FINANCING: THE EDUCATION-WAGE AND FUNDEB

As far as basic education is concerned, thanks to the coordinated action of the education authorities in the three levels of govern-







ment – municipal, State and Federal –, it was possible to prepare a minimum agenda for the strengthening of basic education. The progresses achieved so far deserve to be considered.

Compulsory schooling, in line with international experience and the PNE, was expanded from 8 to 9 years. Tax revenues for Government transfers to the states and municipalities related to education-wages jumped from US\$ 1.8 billion in 2002 to US\$ 3.5 billion in 2006. Government's voluntary transfers reached a larger number of municipalities enabling broader access to Federal projects focused on teacher training, remodeling and building of schools, equipment, teaching material etc. The minimum investment per student in elementary school, still under FUNDEF control, had an increase of 26% above inflation. School meals, which value received a 70% re-adjustment after a decade without any increases, were extended to childcare centers, while school books were, for the first time, offered to high school students. Digital inclusion programs were also stepped up<sup>12</sup>.

The FUNDEB, in turn, after replacing the FUNDEF, brought at least two advantages: 1) it substantially raised Union's commitment to basic education, extending its contribution, by way of subsidies, from US\$ 250 million (FUNDEF average) to around US\$ 2.5 billion investment per year; and 2) established a unified fund for all basic education, not just for elementary schooling. It is, in terms of basic education, the expression of the systemic vision of education, with the funding all its stages, from childcare to high school, still providing a significant portion of resources for young and adult education. It is also the expression of a vision of territorial ordinance and of social and economic development inasmuch as Government transfers are directed towards those regions in which the investment per student is lower than the national average.

Three innovations were incorporated into the FUNDEB: 1) the different remuneration coefficients for enrollment does not only take into account stage or modality of basic education, but also by the extension of the school day: fulltime schools receive 25% more per student enrolled, 2) childcare centers associated with Government entities were taken into account in the distribution of Fund resource-





es<sup>3</sup>; and 3) attention to child education is increased by the ProInfância program, that finances the expansion of the physical network of centers that provide public education for infants.

### 2.1.3 ASSESSMENT AND ACCOUNTABILITY: THE IDEB

The PDE promotes a profound change in the assessment of basic education. It also establishes new connections between assessment, financing and management based upon a concept so far missing from our educational system: accountability and, as a result, social mobilization.

Any educational process requires assessment. There is no teacher that does not submit his students to assessment. The individual assessment of a student aims at verifying the acquisition of skills and capabilities which build his/her subjectivity, for dialogical relationships with one another, so as to critically assimilate increasingly complex knowledge. The assessment of the educational institution is quite a different case. Here, the objective is to verify whether the school components are well structured to offer quality education.

Since individuals change more quickly than institutions, the frequency of student and institutional assessments does not necessarily need to coincide in terms of timing, nor does it need to be the same. Student's performance may change over a period of two months, while an educational institution rarely changes over two years. When the assessment of educational institutions is based on student performance, an external assessment procedure is applied to a representative sample. For example, all students in the same grade or the same year. The result is an indicator of quality.

Until 2005, the Basic Education Assessment System (SAEB) was just an examination applied every two years to a sample group of students from each State, accompanied by a questionnaire. Although limited, it served as a useful tool that allowed for the follow-up of average student performance and for the establishment of statistical correlations between this performance and a set of variables assessed through the questionnaire.





However, what was taken to be a system of assessment, in addition to being restricted to an exam and a questionnaire, presented other limitations. Since the sample was not representative of the students from each municipal school system or each individual school, it didn't allow the mayors to determine whether the education system in the city was progressing adequately. Neither did it allow school principals to know whether or not their efforts to improve teaching conditions in their schools were producing the expected results.

In 2005, SAEB was redesigned with the carrying out the first universal public basic education assessment. More than 3 million students from the fourth to the eighth grade in urban public schools took the Brazil Exam, thanks to the cooperation of State and municipal governments. Those were aware of the difficulties in developing their own assessment system<sup>14</sup> and the need for a national assessment system that would monitor the teaching and learning conditions of contents that would ensure a common basic training, particularly in Portuguese language and Mathematics. Let it be noted that the LDB had already determined that States should “integrate all elementary educational establishments<sup>15</sup> in their territories into the national school performance assessment system.”

Data from SAEB, previously sample data, were thereafter also published per network and per school, which significantly increased the accountability of the community of parents, teachers, directors and politicians with regard to education. Here, accountability and social mobilization make the school less a state school and more a public school. Publication of data allows for the identification of good practices that should be disseminated, as well as fragilities, making it possible to be dealt with in an effective manner.

Initially, SAEB did not provide a clear view of the reality of each school system and even less of each school in the system. The Brazil Exam sharpened the x-ray image of the quality of basic education. The previous perception was that no school or public school system could guarantee the right to learn – an unfair cliché imposed on basic public education as a whole. The Brazil Exam revealed that this was not true, and confirmed the existence of enormous regional inequalities often within the same system. But, at the same time, it





also revealed good practices at schools and teaching networks that resulted in satisfactory learning.

The movement involved risks. The data about education are worrisome, but one should not forget that equally worrying are the high dropout and repetition rates. The disclosure, per school, of data on average student performance, may bring about a movement to hold students back in their grades in order to improve the indicator for quality in relation to performance, which would harm the flow even more. The assessment could, at worst, produce effects contrary to those intended. The PDE started from the diagnosis that the “business of automatic passes” is as pernicious as the “business of repeated grades”. This concern gave way to the idea of combining school performance results (Brazil Exam) and student performance results (flow determined by the school census) into a single quality indicator: the Basic Education Development Index (IDEB).

This new assessment system required an additional measure: a significant change in the method of carrying out the school census. The census can no longer be made by school, but by student. The change allows for the dataflow to no longer be estimated by mathematical models, but be based on individualized data about promotion, failure and dropout on a student-scale. That is, a system that, as much as possible, is error and fraud-proof. The school census performed on the basis of a little more than 200,000 forms filled in by hand, was transformed, through the Educacenso Program, into an online database with more than 50 million records. Instead of an estimated flow, an actual flow – student by student.

The Brazil Exam and Educacenso provided conditions to create the IDEB, expressed on a 0 to 10 scale. With the new indicator, the PDE seeks to overcome certain difficulties in the PNE regarding a central issue: quality treatment. When referring to teaching quality, the PNE sets forth the need to establish assessment systems and standards of quality, but maintains attendance as its yardstick, a metric that ignores quality. The PNE establishes a goal for the correction of school flow, but when dealing with actual learning, it only determines that “the progressive elevation of the performance levels of students by implementing, in all teaching systems, a monitoring





program that uses SAEB indicators” shall be assured, but only in abstract terms. Only for special education needs does the PNE establish a timeframe for determining the “basic quality indicators”.

The creation of the IDEB, calculated by school, by network and by the country as a whole, made it possible to design medium-term educational development goals for each of these levels, with short-term intermediate goals that enable the visualization and monitoring of qualitative reform in the educational systems.

The published data refers to a snapshot taken in 2005. The calculated IDEB for the country as a whole, for the initial years of elementary school, was 3.8 compared to an estimated average for developed countries of 6, which becomes the national goal for 2021. Our challenge is to raise the level of basic education development up to the average of the OCDE (Organization for Cooperation and Economic Development) countries in the year when Brazil celebrates 200 years of independence – a goal that may be deemed to be very bold. However, what is more impressive is the enormous IDEB scattering among schools and networks. In the networks, indices were found from 1 to 6.8. In the schools the variation is even greater, from 0.7 to 8.5. Once again the imperative need to build links between education, territorial ordinance and economic and social development is made clear.

In the same way that the PDE’s actions in the spheres of higher and vocational education, as will be mentioned later, consider the geographic space and regional inequalities as dimensions inseparable from educational reform, in the sphere of basic education the same concept applies when it is a question of organizing the proposed programs for the municipalities. This does not mean limiting the PDE actions to the spheres of priority activity in the municipalities, which would result in a return to the fragmented view of education. In addition, in each state, there is a strong correlation between the IDEB in municipal school systems and IDEB in the State network in each municipality, which requires attention to the school systems as a whole. However, it should be noted that the strong correlation does not get away from the fact that, in the vast majority of cases, the IDEB in the State network in each municipality is





higher than the IDEB in the municipal system. This suggests that the desired process of municipalization was not monitored with sufficient care.

The published data makes it clear that the problem of quality will only be solved if the problem of equality is also faced. Data analysis on voluntary transfers from the Union reveals that the municipalities that most need technical and financial support were those that, as yet, receive least funds. As we saw, article 211 of the Federal Constitution sets forth the following: “The Union, the States, the Federal District and the municipalities shall organize a regime of collaboration among its educational systems.” It is up to the Union to exercise, “in educational matters, a re-distributive and supplementary function in order to ensure equal educational opportunities and a minimum standard of teaching quality through technical and financial assistance to the States, the Federal District and the municipalities.” How can one give effect to this command without an indicator such as the IDEB?

The IDEB makes it possible to identify the more fragile public schools and networks based on objective criteria. Besides, it obliges the Union to respond immediately to the most dramatic cases by organizing the voluntary transfer of funds based on substantive criteria instead of subjective criteria. The objective is to immediately cater to the 1,242 municipalities and the 7,085 schools with the lowest indicators and in the short run all of those that are below the national average. This will require the Ministry of Education to make a radical change in the service provided to these States and municipalities. Instead of waiting for responses to its resolutions, selecting the “best” projects submitted, often prepared by hired consultants, it is a question of going out to meet those that are most in need, thus in practice developing a system of collaboration. The Ministry of Education needs to get out of Brasilia and become acquainted with its partners. Only by doing this will the relationship between governments, mediated by the trafficking of influence, political party pressure or personal interests, give rise to a relationship between the Federal Government and the State entities mediated by the student’s right to learn.





## 2.1.4 THE TARGET PLAN: PLANNING AND EDUCATIONAL MANAGEMENT

This relationship standard requires legal instruments that allow for the creation of a new cooperation regime. A commitment based on directives and materialized into a plan with concrete, effective goals, aimed at improving the quality of education.

Immediately after disclosing the results of the Brazil Exam in 2006, two studies were made in partnership with international organizations in the schools and teaching networks whose students had had higher than expected scores, considering the social and economic variables. Their main purpose was to identify a set of good practices to which the students' good performance could be attributed to. These good practices were translated into 28 directives that guide the actions of the Target Plan Everyone's Commitment for Education, a strategic PDE program<sup>16</sup>.

To establish learning as a focus; to provide literacy schooling to children of 8 years of age at the latest; to monitor each student individually in the school network; to counter failure grades with recovery studies or partial progression; to fight school dropout; to lengthen the school day; to strengthen educational inclusion for the handicapped; to promote early childhood education; to implement educational programs and plans for career, jobs and salaries for education professionals; to value the merits of education staff; to set clear rules that take into account merit and performance to appoint or dismiss school headmasters; to encourage participative management in the school network; to stimulate and support school boards, etc. Such directives were supported by empirical evidence that validated them. Adherence to the Target Plan also means more than acknowledging these directives. It means a commitment from city administrators with their effective implementation on the local scale.

The Target Plan, in its turn, adds new elements to the collaboration regime, thus ensuring sustainability of the actions included in it. One-dimensional and ephemeral agreements are replaced by the Joint Action Plans (PAR), with a multi-annual horizon, developed with the participation of local managers and educators. The PAR are





based on a participative diagnosis prepared with the use of the Field Assessment Tool, which allows a four-dimensional shared analysis of the educational system: educational management, teacher training and training of school staff and support professionals, pedagogical and assessment practices, physical assessment, and physical infrastructure and pedagogical resources. The PAR is therefore multidimensional and its timeliness protects it from that which has been the greatest impediment to developing the collaboration regime: the lack of continuity of actions, destruction of the memory of what has been adopted, re-creation, at every change of staff, of what was already invented. In other words, intermittence. Only in this way it will be possible to establish long-term quality goals for each school or teaching network to take as a parameter and find support for its institutional development.

In addition to actions in the school network, the PDE allows even more specific actions: it will allow the Public Authority, based on the IDEB, to act on more fragile schools. This is the School Development Plan (PDE-School), a former action of the Ministry of Education that started in a small scale and then expanded nationwide. The PDE-School is an action designed to improve school management based mainly on community participation. In the PDE-School the school community is directly involved in a self-assessment plan that diagnoses the school's weak points. Based on this diagnosis a strategic plan is developed in four dimensions: management, community relations, pedagogical project, and infrastructure. The strategic plan sets goals and objectives, and as the case may be, identifies the need for supplementary financial support.

Finally the SAEB gained aspects of an assessment system. It is at first formed by the combination of the universal assessment results for school performance (Brazil Exam) with real school progress (Educacenso). One cannot understand the new SAEB design if one does not consider the Field Assessment Instrument formulated from the 28 directives in the Target Plan Everyone's Commitment for Education. The SAEB, in its present state, in establishing links between its three basic elements, overcomes the fragmented view of assessment and helps to guide the financial support (voluntary transfers)







from the Federal Government and the technical support from the Ministry of Education to the education systems (education management)<sup>17</sup>. Assessment, financing and management are combined in an innovative way creating a chain of responsibility for quality teaching that implies managers, from the headmasters to the Minister of Education, as well as the political actors, from city administrators to the President of the Republic.

## 2.2 HIGHER EDUCATION

Within the framework of the PDE, higher education is based on the following supplementary principles: i) increasing the number of places, since it is unacceptable that only 11% of the youngsters between 18 and 24 have access to higher education; ii) guaranty of quality since it is not enough to only expand – it must be done with quality; iii) promoting social inclusion through education, reducing our tradition of human talent waste, considering the proven existence of a competent and creative youth who has been systematically excluded by a filter of economic nature; iv) territorial ordering that allows quality teaching to be accessible to the farthest regions of the country; and v) economic and social development, making higher education a key element of national integration and constitution, whether by training highly qualified human resources or as an indispensable part of scientific and technological production.

These principles being settled, the PDE provided Federal higher education institutions with a tool that, respecting university autonomy, made possible a comprehensive restructuring of the federal universities.

However, certain background events should be noted.

The National Congress received a draft bill on university reform<sup>18</sup> that establishes the transfer of at least a minimum level of funds in order to guarantee stable financing for federal universities (recovering a provision that had been vetoed in the PNE), a dynamic system that rewards institutional merit – without which the university





autonomy set forth in the Federal Constitution and outlined in the LDB does not have material support. It also sets forth regulations for the private sector, which, without appropriate legal framework, goes through a chaotic expansion and a growing process of de-nationalization. At the same time, the budgets for Federal universities were fully reinstated, civil service selection and hiring was re-started, while the institutions' ability to invest was restored so as to allow for the expansion of public higher education and its access to the Brazilian countryside, with the creation of ten new federal public universities and 48 new university campuses. Moreover, various legal provisions that inhibited the exercise of university autonomy by the higher education Federal institutions were revised or revoked.

### **2.2.1. RESTRUCTURING AND EXPANSION OF FEDERAL UNIVERSITIES: REUNI AND PNAES**

After reorganizing the level of financing in accordance with the availability of places through enrolment, it was necessary to provide institutions with conditions to rethink their academic structures and institutional design. The Federal University Support Programme for Restructuring and Expansion (REUNI)<sup>19</sup> has the immediate purpose of increasing enrolment numbers and reducing the high drop out rates in undergraduate presential courses. In line with a 1997 proposal from the Brazilian Association of Presidents of Federal Institutions of Higher Education (ANDIFES), REUNI intends to improve, through heavy investments in higher education, the indicators of Federal higher education institutions, with a view to achieving one million undergraduate enrolments. REUNI allows a democratic expansion and access to higher education that will significantly increase the number of students from lower-income classes at public universities. The actions needed for such democratization include national student assistance policies that also support affirmative policies. The National Student Assistance Plan (PNAES) consolidates the REUNI.

Nevertheless, it is wrong to think of it as only an opening of budget space for each institution to improve its quantitative indica-





tors, although this is an important response to the persistent critics of Brazilian public free universities. Certainly, in this aspect, there is room to advance and REUNI is an instrument that allows expansion and defends the public university. However, REUNI goes further and provides each institution with the possibility to find, within its autonomy, its development path at a time when, in the context of a scientific revolution, the borders between knowledge areas become tenuous and new educational possibilities arise. Therefore, the exact understanding of the programme's purpose requires attention in relation to the means to be used: expanding night classes, broadening student mobility, revision of the academic structure and diversification of undergraduate modalities. Rigid itineraries, waste of credits, immobility and early specialization are incompatible with a university structure capable of meeting the new scientific challenges. Thus, the expected restructuring is academic and, as such, qualitative

### 2.2.2 ENTRANCE DEMOCRATIZATION: PROUNI AND FIES

As regards the need to increase the access to private higher education one must consider that the PDE promotes considerable innovations in the financing mechanisms for students of paid higher education courses. This was made by a change in the operation of the Higher Education Student Financing Fund (FIES)<sup>20</sup>, thoroughly in line with the student grant contained in the University for All Programme (PROUNI)<sup>21</sup>.

One remark is needed on this initiative, given the persistent conflict of information. With a delay of 16 years PROUNI regulated the tax exemptions granted by the Federal Constitution to private higher education institutions, guaranteeing access to higher education to more than 300,000 youngsters. From 1988 to 2004, non-profit higher education institutions, which account for 85% of the private sector enrolment, supported by Articles 150, Item VI, alinea c, and 195, §7 of the Federal Constitution, were able to take advantage of tax exemptions without any regulations from the Public Authority. That is, providing no benefit in return. A decision handed down by the





Federal Supreme Court (STF) in 1991, acknowledged the legislative gap, but due to this omission it guaranteed the exemptions as long as that gap would persist<sup>22</sup>.

Until 2004, non-profit institutions awarded scholarships, but it was they who determined the beneficiaries, the courses, the number of scholarships and the discounts granted. The result: It was rare for a full scholarship to be granted and almost never for courses highly demanded. The tax exemption did not result in any increase in access to higher education.

PROUNI establishes that the institutions benefited by tax exemptions will then provide scholarships in the proportion of paying students per course and period, without exception. It was established that there would only be two types of scholarships, full and partial (50%), and that the beneficiaries would be selected by the ENEM. The granting of scholarships would have merit as its only criterion. In addition, the socioeconomic profile of eligible students was defined: those from public schools with household per capita income of up to one minimum wage (US\$ 285); partial scholarship would be granted for those coming from families with up to three minimum wages (US\$ 570).

The results are known, but worth repeating: in the first three years of the program approximately 300,000 scholarships were granted, 40% of which to Afro-descendants and Indians, including in high-demand courses such as Medicine, Law, Engineering, Dentistry, etc. Approximately 60,000 scholarship students attended teacher degree courses in several areas. In-service teachers in basic public schools have privileged access to the program. Due to their status, they need not fulfil the socioeconomic requirements set for other students – a clear example of a policy aimed at granting access to higher education with positive consequences on the qualification of basic school teachers. The minimum grade at the ENEM to obtain an exemption was set at 45, but the average grade of the beneficiaries was over 60, and has always been above the marks obtained by students from private schools. Beneficiaries enrolled in full-time courses are entitled to a special scholarship since they are unable to work while they are studying<sup>23</sup>.

Due to a lack of regulation, between 1988 and 2004, while the exemptions were being taken advantage of, more than one million





scholarships failed to be granted. Today the situation is different. The advance may be seen by the number of students that have begun taking the ENEM exam each year – almost three million. The PROUNI scholarship students in the National Students' Performance Exam (ENADE), one of the components of the National Higher Education Assessment System (SINAES)<sup>24</sup>, has been systematically higher than the performance of paying students, which fully demonstrates that the issue of access was dealt with correctly: students did not enrol in higher education institutions due to economic reasons and not for lack of merit. The impact of PROUNI on the quality of higher education does not stop there. Other positive effects will soon be noted. The law that created PROUNI establishes that the College courses that receive an unsatisfactory grade in two SINAES assessments are removed from the program; the corresponding scholarships in the following selection processes are moved to for courses that obtained a satisfactory grade.

The PDE, stimulated by the performance of the PROUNI scholarship students in both the ENEM and the ENADE, expands the PROUNI through structural articulation with FIES. The PDE proposes a reformulation of FIES<sup>25</sup> so as to allow for the extension of the financing repayment deadline, the increase of the percentage of the tuition fees that may be financed (up to 100%), the reduction of interests, the payroll deduction and the joint guarantor. Those innovations, in combination with PROUNI, allow an even greater increase of the access to higher education. Both PROUNI and FIES also have SINAES assessments as their parameters, thus contributing towards the consolidation of this unique assessment system, currently in its final stage of implementation.

### 2.2.3 ASSESSMENT AS THE BASIS FOR REGULATION: SINAES

It is necessary to consider what has been done until now in this area. SINAES harmoniously consolidates the three previous assessment experiences, taking the best from them<sup>26</sup>. All assessment instruments were discussed, reviewed or re-elaborated, and ap-





proved by the National Higher Education Assessment Commission (CONAES). The INEP Assessment Panel was recomposed based on experience and academic merit, so that the local assessment commissions started to be formed according to a draw (no longer by appointment), and with very rigid criteria regarding the academic profile of the evaluators.

ENADE, in turn, shows advantages in relation to the General Test. The General Test was carried out annually with students completing certain undergraduate courses. After eight years in existence it evaluated only one-third of the courses. ENADE, in three years, has evaluated all of them. The General Test was gradually being transformed into the only indicator used to evaluate courses and the assessment tool for students, a role for which it is not intended. ENADE is presented as one element, among others, for the evaluation of courses and, in measuring the performance of the students enrolled, allows one to calculate an indicator of the aggregated value that isolates the institution's effect on the general and specific education of its students.

Here again one breaks with the fragmented view of assessment. The three components of SINAES (institutional evaluation, course assessment and student performance) dialogue with each other; assessment became the basis for regulation in an institutional design that created a coherent regulatory mark, ensuring the Public Authority greater ability, including from a legal point of view, to oversee the Federal higher education system, opening to the good institutions the necessary conditions to build a reputation and achieve autonomy<sup>27</sup>.

The increased access to higher education, as well as the possibility of restructuring the Federal university system with actions such as the PDE, can only be fully understood when seen as additional links in a set of projects for higher education which articulate, focusing both on basic education and on post-graduation, elements such as access expansion and permanence, academic restructuring, budgetary recovery, assessment and regulation. All of this allows for the university, beyond its role in the field of professional and technical qualification fulfils its function of creating, spreading and popularizing the Sciences and the Arts.





## 2.3 VOCATIONAL AND TECHNOLOGICAL EDUCATION

Perhaps it is in professional and technological education that the ties between education, territory and development become more evident and the effects of their articulation are more notable.

However, before going any further, some background information.

The resources aimed at paying the current expenditures and personnel of the Federal Professional and Technological Education Network were reinstated, similarly to what has been done with higher education. In 1998, the system's budget reached approximately US\$ 428 million at 2005 prices. In that same year, the system's budget, already recovered, reached more than US\$ 600 million. From 1995 to 1989, not a single teacher or technician hiring was authorized for a system with 140 units. From 2003 to 2006, the hiring of 3,433 teachers and administrative technicians was authorized. The greatest expansion process was carried out in the Federal Vocational Education Network. A simple figure gives the dimension of what has been done in vocational education. From 1909 to 2002, that is, in almost one century, 140 Federal vocational and technological education units were authorized in the country, a little over one per year. From 2003 to 2010, 214 new federal units will be opened, that is, we will have expanded by 150% the federal vocational and technological education system in only eight years.

### 2.3.1 VOCATIONAL EDUCATION AND SCIENTIFIC EDUCATION: THE IFET

In view of this unprecedented expansion, the proposal of the federal education, science and technology institutes (IFET)<sup>28</sup>, as a model for reorganizing the federal institutes for vocational and technological education with a view to performing integrated actions and achieving the status of regional reference, clearly shows the desirable ties between systemic education, development and territoriality.

The institutional mission of the IFETs, as regards the relation between education and work should be guided by the following





goals: to offer vocational and technological education as an educational and investigative process in all levels and modalities, particularly on secondary education; to guide the offer of courses in line with the consolidation and strengthening of local production arrangements; to stimulate applied research, cultural production, entrepreneurship and cooperative work, supporting educational processes that lead to creating jobs and income, especially by self-managed processes. As regards the relation between education and science, the IFET should: become a centre of excellence in providing Science teaching aimed at empirical research; be qualified as a reference centre to support the offering of science courses in public schools; offer special programmes for initial and continued pedagogical education, with a view to training teachers for basic education, particularly in the areas of Physics, Chemistry, Biology and Mathematics, according to local and regional demands; and offer extension programmes giving priority to scientific publicizing.

This is an educational arrangement that combines, in an innovative institutional experience, all the principles contained in the formulation of the PDE. This arrangement may open excellent perspectives for secondary education, which today is undergoing an acute crisis. The virtuous combination of teaching Natural Sciences, Humanities (including Philosophy and Sociology) and vocational and technological education – which should include the study of forms of production organization – may replace, on a new basis, the debate about poly-technical schools, thus overcoming the opposition between preliminary and vocational education. Without harming the indispensable Federal support to the restructuring of State networks, IFETs may help to restore the backbone of public secondary education: in the preliminary education aspect, the academic model should leave behind rote learning – so much a part of high school education – that is nothing more than “conserving what the memory has been given to store”; in the vocational education aspect, it must leave behind the mechanical and objective teaching that narrows, instead of broadening, the student’s horizons, today taken as simply a cog in the gears of an obsolete production system that has not yet incorporated science as a production factor.







Systemic view of education, territory and development are fully merged in the IFETs. A network comprised of 354 units cannot maintain the characteristics of the previous period. The maturity of the federal vocational and technological education network and the scale and dispersion of the units throughout the different regions of the country require a new working model that involves the development of a bold political-pedagogical project, the verticality in the offering of vocational and technological education, the articulation with regular school teaching, an increase in the average worker's schooling, the interaction with the labour market and the Sciences and the support to public schools. Once again, educational levels and modalities in close connection<sup>29</sup>.

### 2.3.2 LEGAL ASPECTS

On the legal sphere, the PDE promotes consistent advances in vocational and technological education.

Education in the workplace, with or without employment ties, gains force with the new training regulations and the new trainee law. The educational factor was valued to the detriment of the precariousness of formal work. As much as possible, we have to incorporate the productive units into the local educational arrangements.

The trainee period, as a supervised educational period developed at the workplace, should be part of the ongoing pedagogical project, in addition to integrating the trainee's educational itinerary. The trainee period should also aim to provide the learning of specific capabilities for professional activities or for curricular adjustments, with a view to developing citizenship and work skills in general.

Contrary to Decree No. 2208 of April 14th, 1997, which dismantled important experiences in integrating regular teaching with vocational education, Decree No. 5154 of July 23<sup>rd</sup>, 2004, resumed the prospect for this integration. The PDE derives its legal basis from the LDB, which content will add a section specifically dedicated to the articulation between vocational and high school edu-





education called “On Secondary Technical Vocational Schooling”<sup>30</sup>. Vocational education, particularly if integrated with secondary education, presents the best pedagogical results as it encourages mutual reinforcement of the curriculum contents, including through distance learning<sup>31</sup>.

Concerning legal regulation, higher education technology courses, important frontier for the expansion of higher education gained a national catalogue that, following international experience, has a decisive role in the organization – which was lacking – of the course supply, by creating a standard of reference for the students that look for vocational training and for the labour market, allowing its assessment by SINAES. This catalogue will allow for the adjustment of student expectations regarding vocational training and for the significant expansion of higher technological education in the near future, a crucial element of the country’s development. Preparations are being made, with regard to this process, to develop a catalogue of intermediate level technical courses, making it possible for the student to visualize his/her effective training options.

### 2.3.3 VOCATIONAL EDUCATION FOR YOUNG AND ADULTS

The youth and adult education integrated with vocational educational has also gained importance. The National Programme for the Integration of Vocational Education with Basic Education for Young and Adults (PROEJA) guides State and Federal systems to offer vocational education integrated with secondary education directed at young and adults. On its part, the National Program for Youth Inclusion: Education, Qualification and Community Action (PROJOVEM) guides municipal systems in this same direction during the final elementary school grades. The good results from these programs encourages the proposal to incorporate the youth and adult education in professionalizing schools into the text of the LDB, according to the following terms: “Young and adult education should preferably be merged with vocational education”<sup>32</sup>.





## 2.4 LITERACY TEACHING, CONTINUED EDUCATION AND DIVERSITY

As regards continued education and diversity, the measures taken supplement the systemic perspective of education. Reiterating what has already been said and done: youth and adult education has been provided for in the FUNDEB, while the EJA in the final years of elementary school and high school began to be integrated into vocational education by the PROJOVEM and the PROEJA, respectively. These are huge and significant steps, but still insufficient. The Ministry of Education also faces its biggest challenge: to integrate the Brazilian Literacy Programme, remodelled in the PDE, with youth and adult education in the early years of elementary school.

Many educators recommend leaving aside the issue of young and adult illiteracy. The ineffectiveness of various Brazilian literacy programmes have given them motives until now (Mobral, Solidarity Literacy Teaching, and the first version of Literate Brazil). Nevertheless, the average illiteracy rates of the population aged between 15 and 29 it is 2.6% in the Central West regions, South, Southeast and North, while in the Northeast it reaches 12.5%. That is, almost five times the average of the other regions. With this in mind, the PDE warned: “All of the indicators point to the profound regional inequality of educational opportunities and the concentration of the illiterate or under schooled population in the large poverty areas that exist in the country. Approximately 30% of the illiterate population over the age of 15 is located in the North-eastern region of Brazil.” Among the one thousand cities with poorest IDEB, 80,7% are found in the North-East; of these, 86% have illiteracy rates over 30%.

Here, the territorial issue assumes critical contours and perhaps it is possible to say that no other aspect of Brazilian education is so marked by the characteristic features of our national education as this one. In the Northeast, particularly in the semi-arid region, the effects of our historical background – slavery, state patronage and religious reactionaries – are more visible than in any other region, although still those features are present in different degrees in all of them.





However, the figures and statistics are not enough to support what is at stake here. The Brazilian State has the moral duty to explore all of the possibilities to overcome the problem of illiteracy. The solution that the PDE offers with the new version of the Brazil Literacy Programme<sup>33</sup> is the broadening of the systemic perspective of education, integrating in each municipality a literacy programme with young and adult education. Literacy teaching rooms after each group that graduates should be transformed into continued education rooms for young people and adults. This will occur more frequently if the public school facilities and the teachers in the public school network are incorporated into the programme, particularly in the countryside. Obviously this does not mean ignoring the organized civil society, which may perform an important role in mobilizing the community and in training teachers specialized in literacy, thus giving concrete feature to fundamental dimensions of the PDE – accountability and social mobilization.

PDE guidelines also include strengthening educational inclusion, acknowledging that the organizational forms and pedagogical practices historically have formed a school culture of exclusion, thus creating a social debt to be redeemed. The PDE seeks to attend to this need with several actions<sup>34</sup>. Education means respecting the specificities of individuals and communities, including and preserving differences, accomplishing diversity in equality as the first pillar of education. This allows one to take into due consideration common regular teaching classes with inclusion – Indian reserves, settlements of slave descendants, landless settlements – as “citizenship territories” or specific educational arrangements in which the human development or each one and every one is carried out.

Indigenous populations are entitled by the Constitution to the right for appropriate education. The concepts that sustain the PDE allow for the arrangement, with the Indigenous communities, of ethnic-education agreements involving a new design in the collaboration regime, whose responsibilities are divided among all Government levels, besides the active participation of the communities and the organized society. Likewise, the slave descendants will be able to take part into a kind of education that values their traditions.





# 3.

## **EDUCATION DEVELOPMENT PLAN AS A PLATFORM FOR DEBATING THE NATIONAL EDUCATION SYSTEM**





In all of the guidelines set forth in the PDE (basic, higher and vocational education as well as literacy teaching), the ties between systemic education, territory and development are explained. On the other hand, the fragmented view of education does not allow discussions in the strategic field, while it gives rise to a dispute between stages, modalities and educational levels. That is, a dispute between education and education itself that produces a lack of articulation in the entire system. The systemic view of education is the only one compatible with the platform of a Brazilian education system, not only because it organizes the guidelines as links in a chain that should mutually reinforce each other, but also because it sets its institutional bases: national assessment system, national teacher training system and a collaboration regime.

Two related issues deserve final consideration: financing and autonomy.

Education scholars, particularly economists, have advocated a thesis according to which Brazil does not need to increase investments in education in proportion to the Gross National Product. They allege that the current level of 4% is close to the average of developed countries, the same value for the ratio between investment in basic and higher education (about four to one). However, this approach



misses two aspects: our low per capita GDP and our high educational debt. If we want to accelerate to overcome a century of delay in one generation, it is impossible to do it without investments in education amounting to 6% to 7% of the GDP. This endeavour, which must be of a national scale, the PDE will add US\$ 9,5 billion to the budget of the Ministry of Education after four years after its launching, corresponding to the Federal supplementary funding to the FUNDEB, which represents 0,7% of the GDP, only as the Federal part (that is, not taking into account the additional funding from States and municipalities).

Another common misconception is the proposal of an incentive system comprised of awards and punishments, generally of pecuniary nature, for schools and educational networks that do or do not comply with the quality goals that are generally pre-established. This perspective disregards the fact that restricting the financing of schools or educational systems due to low performance levels means punishing twice those whose right to learn has not been respected – the student. A collaboration regime should establish the increase in the automatic transfer of funds to the schools and educational networks that demonstrate the ability to advance with their own efforts. The increase in the fund transfers of will depend on the preparation and compliance with a work plan for the schools and educational networks that need technical and financial support. In other words, we should equalize the educational opportunities by increasing financing; only the type of support should be differentiated in order to ensure the expansion of the autonomy of schools and education networks. Nevertheless, the autonomy of schools and networks is not of origin; it stems from the autonomy of the student as a consequence of the process of socialization and individualization. When the latter is threatened by the first, there is a conflict between the school rights and student rights. Here there is an antinomy, rights against rights. In education there is precedence for the rights of the student: in this case, compensatory action is justified.

Therefore, public education aims at building autonomy. The rule applies for both educational institutions and individuals. However, the concept of autonomy has had some misconceptions with damag-





ing consequences for education. The understanding of the concept of individual autonomy requires the perception of the dialectic nature of the relationship between socialization and individualization. Educating autonomous men and women means the emergence of critical subjectivities against the backdrop of a cultural tradition generated by language and by work, which is only possible through the development of the ability to appropriate contents and to take a critical posture regarding them. Critical judgment is developed more by the method of teaching than by the content taught. But the lack of content or excess thereof, for example, contaminates the method. The relation between method and content is equally dialectic and it is this link that gives the student condition to, on the one hand, learn to act autonomously within a universal perspective, and on the other hand, qualifies the student to develop himself in a particular manner. It is this condition that allows the autonomous individual to obtain both self-determination and self-fulfilment, whether in an ethical perspective as a member of a community or by affirming one's own value through creative activities such as the Arts or Sciences.

Systemic education, territorial ordering and development are principles of the PDE. The bond between education, territory and development should be one of its results. Quality, equality and potential are its goals. Quality is understood as the enrichment of the educational process, participation of the subjects and appreciation of differences in order that educational opportunities become real understanding and development of potentialities, knowledge and competencies. Improvements in the quality of education and reduction in inequalities of educational opportunities – in other words, the right to learn – are its constitutive reasons.







## NOTES

- 1- Federal Constitution of 1988, Article 3.
- 2- According to a study prepared by the Anísio Teixeira National Institute for Educational Studies and Research (INEP), the chance of a child completing high school increases by 32% if he/she has access to early childhood education.
- 3- Article 3, paragraph 5, of Law No. 8,948 of December 8, 1994, with wording set forth in Law No. 9,649 of May 27, 1998.
- 4- Federal Constitution of 1988, Article 211, paragraph 10.
- 5- Federal Constitution of 1988, Article 205.
- 6- Essentially: Directives and Basis of Education Law – LDB – (Law No. 9,394 of December 20, 1996 and National Education Plan – PNE (Law No. 10,172, of January 9, 2001).
- 7- Decree No. 5,800 of June 8, 2006.
- 8- Law No. 8,405 of January 9, 1992, with wording set forth in Law No. 11,502 of July 11, 2007
- 9- Bill No. 7,515 of 2006.
- 10- The PDE cannot underestimate the importance of CAPES in assuming this new task without taking into account the advances in the field of its traditional institutional mission, as demonstrated by the increased number and the readjustment of the value of masters and doctoral degree scholarships (after nine years of being frozen), the launching of the Post-Doctorate Scholarship Program, the expansion of the Portal of Articles and the Research Incentive Act whose purpose is to translate Brazilian scientific production into technology (Law No. 11,487 of June 15, 2007).
- 11- Such as Pro-Literacy and Pro-Bachelor's Degree, for example.
- 12- It is worth mentioning the effort of the Federal government, within the PDE, to give new dynamics to the teaching-learning process, considering all the dimensions of the access to the digital world: electric light (Program Light to all in the school), equipments and training (National Program of Informatics in Education – Proinfo), connectivity (e-Government program: citizen support service – GSAC and School TV) and production of digital contents (Portal of Public Domain, CAPES Portal of Articles and program of Educational Digital Contents).
- 13- The present attendance rate of Infant education, especially childcare, taking into account the goals expressed in the PDE, justifies, in this case, the establishment of partnerships between the public system and the local organized communities.
- 14- Ideally, the state and municipal education system would overcome the difficulties and develop their own assessment systems to supplement the national system.
- 15- In the case of high schools, the almost universality of the National High School Exam (ENEM) allowed, with sophisticated statistical treatment unfortunately not well known in Brazil, the disclosure of the average grades, school by school, in high schools, similar to what is done in the fourth to eighth grades in elementary schools with the Brazil Exam.
- 16- Decree No. 6,094 of April 24, 2007.
- 17- Thus the importance of organizing the Educational Technology Guide, comprised of technologies developed by the Ministry of Education or pre-qualified by the same (and eventually certified) allowing society to monitor the effectiveness of each “input material” with regard to education.
- 18- Bill No. 7,200 of 2005.





- 19- Decree No. 6,096 of April 24, 2007.
- 20- Bill No. 920 of 2007.
- 21- Law No. 11,096 of January 13, 2005.
- 22- Writ of Mandamus No. 2,321/400-RJ, Judge Moreira Alves, in DJ on 3/27/1992.
- 23- Law No. 11,180 of September 23, 2005, Article 11.
- 24- Law No. 10,861 of April 14, 2004.
- 25- Bill No. 920 of 2007.
- 26- Institutional Assessment Program for Brazilian Universities (PAIUB), commissions of specialists and National Courses Exam (Overall Exam).
- 27- Decree No. 5,773 of May 9, 2006.
- 28- Decree No. 6,093 of April 24, 2007.
- 29- The IFETs are joint-effort elements in the regional education arrangement, in the same way that the CAPES Higher Studies School (Decree No. 5,801 of June 8, 2006) is a joint-effort element in the national education arrangement, thinking of the country as a route for world renowned foreign scientists. Or in the same manner that the More Education Program is a joint-effort element in districts for the local education arrangement related to the community. With regard to the More Education Program (Intern-Ministry Act No. 17 of April 24, 2007), it should be emphasized that the expression "more education" is more than a program and translates into a concept, that is, it translates one of the dimensions of the bonds between the systemic view of education and development that organizes around the public school actions in the area of culture, sports, human rights and local development by expanding the daily school period (More Education Program); in the area of health through an education and health program in the schools (Health in the Schools Program); in the area of Science and Technology through an important initiative to stimulate the production of digital education content (Digital Education Content Program); in the area of transportation with an innovation program that subsidizes the purchase of school vehicles (Road to School Program), etc.
- 30- Bill No. 919 of 2007.
- 31- Here one should remember the experiences that motivated the launching of the Brazilian Open Technical School (e-TEC Brazil), as a PDE program.
- 32- Bill No. 919 of 2007.
- 33- Decree No. 6,093 of April 24, 2007.
- 34- Continuing Education Program for Special Education Teachers and Program to Implement Multifunctional Resource Classrooms, Follow-Up and Monitoring Program for Access and Permanence in the School for Handicapped Students Receiving Continuous Benefits from the Social Assistance Program, Inclusion Program: Accessibility to Higher Education, Affirmative Action Program for the Afro-Brazilian Population in Higher Education Public Institutions, Higher Education Program and Indigenous Bachelor's Degrees, National Informatics Program for Rural Education (ProinfoRural), Land Wisdom Program and Projovem in the Countryside, Direct Funding for the Rural School Program (PDDERural), among others.





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