



National education plan in Brazil (2014-2024): approach on the influence of economic policies of international organizations

Plano nacional de educação no Brasil (2014-2024): abordagem sobre a influência das políticas econômicas dos organismos internacionais

 **Marcus Vinicius Gonçalves da Silva**

Doutor em Administração
Pontifícia Universidade Católica do Paraná – PUCPR.
Curitiba, Paraná – Brasil.
marvin.gsilva@gmail.com

 **Letícia Aparecida Alves de Lima**

Mestra em Educação e Novas Tecnologias
Centro Universitário Internacional – UNINTER.
Curitiba, Paraná – Brasil.
lealveslima26@gmail.com

 **Vanessa Pagnoncelli**

Mestra em Educação e Novas Tecnologias
Centro Universitário Internacional – UNINTER.
Curitiba, Paraná – Brasil.
pagnoncelli.vanessa@gmail.com

Abstract: In June 2014 it was approved the National Education Plan (In Portuguese, PNE, Law 13,005), which provides guidelines and targets for national education for the next ten years. The World Bank Group (WBG), the International Monetary Fund (IMF) and the Organization for Economic Cooperation and Development (OECD) predict projects and guidelines for emerging market countries by means of educational policies as driving tools for economic development. This article aims to identify to what extent and in what ways was the PNE driven by educational policies issued by these international entities. It is possible to observe, in the PNE goals, a strong influence of educational policies based on privatization, fostering learning, development of skills and results-oriented evaluations, as well as of the guidelines imposed by those international organizations which foster economic development.

Keywords: Brazil; international organizations; national education plan; educational policy.

Resumo: Em junho de 2014 foi aprovado o Plano Nacional da Educação (PNE, Lei nº 13.005), que prevê as diretrizes e metas para a educação nacional para os próximos dez anos. Por outro lado, o Grupo do Banco Mundial (GBM), o Fundo Monetário Internacional (FMI) e a Organização para a Cooperação e Desenvolvimento Econômico (OCDE) preveem projetos e orientações para os países de economia emergente a título de políticas educacionais enquanto ferramentas propulsoras do desenvolvimento econômico. O objetivo desse artigo é identificar em que medida e em quais aspectos o PNE foi orientado por políticas educacionais emanadas desses organismos internacionais. Nas metas do PNE é possível observar forte influência das políticas educacionais fundamentadas na privatização, no fomento à aprendizagem, no desenvolvimento de capacidades e em avaliações pautadas em resultados, bem como das orientações impostas por aqueles organismos internacionais de fomento ao desenvolvimento econômico.

Palavras chave: Brasil; organismos internacionais; plano nacional de Educação; política educacional.

Cite como

(*ABNT NBR 6023:2018*)

SILVA, Marcus Vinicius Gonçalves da; LIMA, Letícia Aparecida Alves de; PAGNONCELLI, Vanessa. National education plan in Brazil (2014-2024): approach on the influence of economic policies of international organizations. *Dialogia*, São Paulo, n. 42, p. 1-19, e22169, set./dez. 2022. Disponível em: <https://doi.org/10.5585/42.2022.22169>.

American Psychological Association (APA)

Silva, M. V. G., Lima, L. A. A., & Pagnoncelli, V. (2022, set./dez.). National education plan in Brazil (2014-2024): approach on the influence of economic policies of international organizations. *Dialogia*, São Paulo, 42, p. 1-19, e22169. <https://doi.org/10.5585/42.2022.22169>.

1 Introduction

In the 90's education in Brazil gained relevance and prominence as a strong element of economic policy. This phenomenon, caused by globalization, emerged through the process of liberalization of the State, characterizing it as a profitable and attractive commodity of investments.

This liberalizing process in Brazil and, in a great part of Latin America, was strongly influenced by the World Bank (WB) and the International Monetary Fund (IMF) as a result of the loans granted by the Bretton Woods Institutions in exchange for the adoption of guidelines and policies developed in the Washington Consensus (1990s) and post Washington Consensus (after 2000), which intended to reduce the role of the State, including in the provision of public services, such as education.

In the same path, as a result of the rise of developing countries in recent years, the Organization for Economic Cooperation and Development (OECD) has developed public policies in order to promote the aggregation of countries in emerging economies, using education as a tool for this purpose.

In order to comply with these policies, Brazil introduced legislative plans for education in an attempt to unite the interests of the various social, business and public sectors, called the National Education Plan (PNE), the first being effective between 2001 and 2011 and, the second, valid between 2014 and 2024.

In this scenario, the main objective of this study is to analyze the current PNE elements that have been defined by the international development agencies (WBG, IMF and OECD) for economic development.

Methodologically, the article presents a descriptive and analytical approach, based on the use of documental and bibliographic procedures.

Given that descriptive studies are useful to accurately show the angles or dimensions of a phenomenon, context or situation (SAMPIERI et al., 2013), this research sought to base its assumptions on the historical format of Brazilian educational policies and on educational principles proposed by international organizations.

In order to respond to the research question raised, are presented first the OECD's role in strategies and briefly development. Subsequently, the elements of educational policies are discussed as tools of economic development, namely: (i) privatization and commercialization of education, (ii) learning and labor market capacities, and (iii) improvement of the evaluation by results. Finally, the goals of the current PNE are analyzed in the light of the economic bias.

2 Problematization

Evangelista and Seki (2017) consider that education plans, such as those materialized in the PNE (2014), by Lula and Dilma, do not occur by chance, on the contrary, they are part of a broader project of social policies, implemented in Latin America by the dominant bourgeois fractions that reference the guidelines of international financial organizations.

These organizations, such as the World Bank, place as a requirement for investments in these countries the need to adapt education systems to economic adjustment policies, demanding the increasing deregulation of labor laws and the naturalization of business quality standards for education.

The current PNE (2014-2024) has promoted important advances, even though the political situation that began in June 2013, with popular demonstrations, the impeachment process of former president Dilma Rousseff (2016), and the rise of the current government in the elections of 2018, composed the triad that resulted in the suspension of most of the plan's actions.

Although the PNE was discussed with society, it was conceived from a political perspective within the scope of these social rights, being far from guaranteeing education as a public social right. Motta et al. (2015, p. 6) describe that

Continuing with the process of hegemonization of the economic, utilitarian, privatizing and alienating conception of education, now, more than ever – intending to criminalize the teaching manifestations -, on June 26, 2014 the FNE-government in its 24th Public Note in Commemoration of Law 13.005/2014 that established the PNE 2014-2014: [...] commemorates and congratulates the maturity reached by Brazilian democracy, which was expressed in the intense and fruitful debate, in the three years of the processing of PL n. 8035/2010, between the Ministry of Education, the National Congress and the entities, movements and sectors that work in the educational field (MOTTA et al., 2015, p. 6).

However, the “intense and fruitful debate” celebrated by the government, did not have the expected effectiveness in favor of the struggle for public education. The delay in approving the PNE (2014-2024) was due to the lack of interest in voting on the plan according to the initial proposal or, in postponing the discussions, making the agreements unfeasible in a shorter period. The observed inertia denoted the existence of indications about the dispute of economic and political interests, as well as the lack of understanding of the congressmen regarding the urgency in defining the directions of education.

The problem, which has been recurrent, is that the educational agenda has been subordinated to the political agenda. The Ministry of Education (MEC) is an inducer, but political instabilities do not give it the necessary support for its exercise of leadership. Saviani (2014), rescues

the historical process of the 2001-2010 PNE, a context in which there was a strong correlation of forces between the federal government (Fernando Henrique Cardoso, in the Presidency, and Renato de Souza, in the MEC) and the National Forum in Defense of Public School (FNDEP).

In view of this correlation of forces, there was an expectation that Lula's government would rescue the "PNE-Sociedade Brasileira", but in addition to not having rescued it, the government did not advance in the debate, opting to implement a plan of goals that privileges dialogue with the business (SAVIANI, 2013 apud MOTTA et al., 2015, p. 4).

Saviani et al. (2014) cited by Medeiros et al. (2020, p. 5), establish that

the comings and goings in the PNE project evidence a dispute between antagonistic fields. On the one hand, the defenders of public investments exclusively for public schools, on the other, the privatists, concerned with expanding private initiatives in education.

In other words, the PNE encourages public funding for private institutions, indicating the privatization of education which, by law, is a duty of the State, making this right a profitable enterprise, which aims only at profit, inaugurating a period of commodification of the Brazilian Education.

The assessment is that the PNE does not offer possibilities of protection against the influences of particularist interests by entities of a business technical nature that traces the dismantling of public education and crystallizes privatists interests. Despite the PNE having the same power of a law, political and economic instability meant that most of what was "planned" was not carried out.

In this context, international economic organizations have defended that education is a means of promoting poverty reduction, however, in an ideological way, it seeks to hide its origin in order to perpetuate the existing inequalities in the capitalist system.

Clearly, the Brazilian government has sought to align itself with the strategies of international economic organizations and facing the problems arising from the privatization of education, increasingly dominated by the interests of big capital, is a crucial challenge for all those who are aligned in the defense of public education.

Added to this context, on January 25, 2022, the 38 members of the Council of the Organization for Economic Cooperation and Development (OECD), unanimously, decided to invite Brazil to begin the formal process of joining the organization. As published on the institutional website of the Civil House of the Presidency of the Republic, Brazil's accession to the OECD will "contribute to promoting the competitiveness and dynamism of the Brazilian economy

and attract investments, generating employment, income and business opportunities, as well as deepening the international integration of Brazil” (BRASIL, 2022, n.d.).

Given this context, this study is guided by the following question: What goals of the National Education Plan (2014-2024) were stipulated under the guidelines of international organizations?

3 Theoretical framework

3.1 *The OECD and the strategy for development education*

The Organization for Economic Cooperation and Development (OECD) has emerged as the most influential international organization in the field of education in high-income countries. However, it was not until 2002 that education became a separate and permanent directory within the organization (MARTENS; JAKOBI, 2010).

The OECD capacity building strategies started to promote policy actions for these countries on how to invest in job creation training and to stimulate economic growth. In the context of the global economic crisis, the OECD Education and Training Directory (DEC) attempts to protect public spending on education and training by putting training policies at the center of national strategies for economic recovery.

Brazil, although not part of the OECD's thirty four permanent members, mostly composed of developed countries, is part of a strategy called enhanced engagement, which establishes a link with emerging countries, in this case, Russia, India, China, South Africa, Indonesia and Brazil (DAROS Jr, 2013).

For the OECD, education and its training system contributes to renew the national economy and provides policy guidance on how to do it effectively. In this context, education policies should contribute to the following strategies: (i) development of relevant skills to the knowledge economy; (ii) encouraging the participation of inactive individuals in the job market, through the re-qualification and improvement; and (iii) stimulating entrepreneurship and supporting employers in the creation of highly specialized jobs (VALIENTE, 2014).

The central premise of human capital theory is that investment in education and training is the guiding thread of economic growth. With regard to economic development, investment in human capital has become a recurring theme for the implementation of educational policies in OECD-assisted countries.

OECD strategies point out that specialization has become the currency of twenty-first century economies, and that without adequate investment in capacity building, people stifle the

edge of society, preventing countries from becoming competitive in the growing global society based on knowledge. In this way, investing in capacity building is seen as the most effective way, not only in promoting growth, but also in the distribution of its benefits equally through employment (OECD, 2012).

In the OECD view, education has a central role in responding to the search for the restructuring of emerging capitalism, especially from the neoliberalism of the 1980s and 1990s, but also to the recurrent social impacts of capitalism. Therefore, it is necessary to emphasize the need to prepare the individual for an economy that requires professional training that is qualified for the challenges, including the flexibility of employment (DAROS Jr, 2013).

3.2 Elements of educational policies as economic development tools

3.2.1 Privatization and commercialization of education

The private sector development strategy, implemented by the WB, aims to involve the private sector with 40% of its loans to the poorest countries (BALL; YOUDELL, 2008). This perception is present in the 1995 recommendations of the World Bank for Higher Education, its document “Higher Education: Lessons from Experience” was sent to countries that borrowed money in those years, containing some very clear premises, such as (i) privatization of higher education, especially in Brazil, which had not been able to establish policies to expand quality educational opportunities; (ii) implementation of new forms of regulation and management of state institutions, seeking new sources of funds from the private sector; (iii) the application of public resources in private institutions; (iv) creation of educational loan plans for low-income students in private education; (v) diversification of higher education by increasing the number of non-private institutions; (vi) promotion of short training courses for companies or individuals; and (vii) redefining the role of government in higher education, with a greater transfer of benefits to the private sector (BANCO MUNDIAL, 1997).

In another World Bank document, “The Financing and Management of Higher Education: A Status Report on Worldwide Reforms” (1998), higher education is defined as a good, rather private than a public one, a kind of commodity in the educational marketplace (SGUISSARDI, 2004).

An economist reductionism can be perceived in the proposals for the educational field of the World Bank, which focus only on the cost-benefit relation, moving away from the intrinsic social values of education. From a public investment of crucial importance to development,

education, in the neoliberal state and in globalization, is considered as part of the economic problem of each country.

For Ball and Youdell (2008), privatization can be divided into two types, the intrinsic one that is executed within public education, and concerns to the transfer of practices and ideas as the new management in the school environment, and the extrinsic one that is about the involvement of the private sector in the provision of service to public education for profit. This form of privatization expands and reaches educational policy planning through consulting, designing proposals, assessments and surveys.

Gentili (1998) reveals that privatization dynamics in the educational field involves three modalities: (i) public provision with private financing (privatization of financing); (ii) private provision with public funding (privatization of supply); and (iii) private provision with private financing (total privatization).

Regarding the kind of public provision with private financing, Voutsas et al. (2014) emphasize that in many cases it is done through public-private partnerships. This form of privatization, in particular, is becoming increasingly promoted on the allegation that it reduces public spending on education.

In the meantime, an IMF study of the public-private partnership showed that public-private partnerships support lies in the relative efficiency of the private sector. While there is extensive literature on the subject, the theory is ambiguous and the evidence is contradictory because the consequence of the promotion and implementation of privatization is the commercialization of education (IMF, 2004).

Privatization turns education into a private commodity, marketable in a positional good, which exists for the benefit of individuals, and it is evaluated only on the basis of its extrinsic value, that is, according to the opportunities it provides by the access to the job market, under the standard qualification conditions and certificates (VOUTSA et al., 2014).

People are considered as a perception of technocratic, utilitarian, functional and materialistic human capital. Privatization, combined with marketing, distorts the social values of education and promotes competitive individualism by modifying the way students, teachers and family members think, act, and make decisions about education, while altering the mode of operation within of the educational process.

With the emphasis on the privatization of education, in Brazil some educational policies focused on the injection of public resources into private institutions were developed. Although these projects have as a background the extension of free education, it is perceived that its true

scope has been the adoption of the banner of privatization, especially the projects of the University for All Program (PROUNI), the Student Financing Program (FIES) and the National Program for Access to Technical Education and Employment (PRONATEC).

PROUNI aims to provide full and partial scholarships (50%) in private higher education institutions, in undergraduate and sequential courses of specific training, to Brazilian students without a higher education certificate (BRASIL, 2015). The FIES is intended to finance undergraduate higher education students enrolled in non-free institutions, with interest of 3.4% per year. While PRONATEC is a public policy for the provision of courses financed by the federal government, free of charge, by Federal institutions of Professional, Scientific and Technological Education, and of the state, district and municipal networks of professional education and S System, such as SENAI, SENAT, SENAC and SENAR.

For Peroni and Flores (2014), the option of allocating public resources to private programs points to a privatizing trend in education, which weakens Brazil's own constitutional principles of gratuity, quality and, above all, a commitment to democratic management in public education.

3.2.2 Learning and training for the job market

Within the WB formulation, the term education was gradually changed to the term schooling, and this in turn, by the term learning and, with the advent of the Washington consensus, the term learning became dominant.

For Voutsas et al. (2014) in the past, the main concern was participation in formal education in mass, whereas at present the objective is to learn to acquire knowledge, skills and competences. This is promoted through non-formal and informal education to a bastion of the new model of education or the infiltration of elements of this nature within the formal education system.

In Brazil, we can see the strong influence of the Washington post-consensus, since in 2000 the Learning Law (Law nº 10,097/2000) was approved and according to this legislation, apprentice is the young person who studies and works, receiving, at the same time, training in the profession for which he/she is training (BRASIL, 2015a).

The OECD capacity building strategies are focused on the orthodox theory of human capital, aggregated by the new economic policy of empowerment. Such a theory has been fostered by the emergence of knowledge economies, and one of the assumptions is that the market rewards the investment of individuals seeking specializations with better jobs and better wages, so that the problems of unemployment and underemployment are basically caused by the low quality or insufficiency of the qualifications provided by the labor force (VALIENTE, 2014).

On the other hand, the new economic policy of empowerment has brought constructive criticism as it recognizes that the development of education and skills will not protect individuals from the precariousness of their working conditions, and new social gaps will emerge in such a way that it shifts to countries to challenge the existing demand for these skills, that is, to create highly specialized and well-paid jobs.

In this sense, Santos (2014) emphasizes the need to understand education as a social and subjective right, and should not be thought only for the logic of forming a workforce adaptable to the market, in the perspective of “pedagogy of skills, employability”, which has led to a race for diplomas, as if training created jobs.

For the author, a development project should be based on education at all levels, which develop knowledge and values linked to the guarantee of social rights and the preservation of the bases of life.

It can be seen that the WB and OECD instructions on learning and the development of skills and abilities for the job market translate the utilitarian foundation by which one seeks to maximize their needs with the least effort. This contemporary economic model promotes growth, but it hampers development actions, since well-being does not depend only on access to material goods.

Muniz (2000) clarifies that training must take place in parallel with the production activity, since it requires high content of specialized knowledge, demands actions, investments, skills, experiences, teams and interrelations specially geared to the generation and management of change technological.

3.2.3 Evaluation by results

The evaluation is understood as one of the structuring axes of contemporary educational public policies and its processes are linked to the broader economic and political changes.

Dourado (2002) emphasizes that, contrary to an emancipatory evaluative process that induces institutional development, education evaluation policies are gradually implementing a process of education economics, altering values and intrinsic objectives.

The objective of these evaluations is being directed as a form of control, and the definition of policies that stimulate the competitive expansion in the teaching, especially in the graduation level, and the author emphasizes that

The LDB and the PNE reveal the logic intrinsic to the deliberate policy of privatization of higher education. Articulated with these legal instruments, a national evaluation system is developed that encourages the graduation level institutions to be operational, through standardized tests that metamorphose the institutions, alter the logic of academic work, redirect the structure and academic projects, which are marked by management policies, in accordance to the demands of the market, thus naturalizing the privatization of higher education (DOURADO, 2002, p. 246).

In this sense, WB invokes research demonstrating the level of labor competence, such as that measured in the international student assessment, the International Student Assessment Program (PISA) and, in the International Study of Trends in Mathematics and (TIMSS), which may constitute a more efficient prognosis of the economic growth rate than the average level of education (VOUTSA et al., 2014).

Brazil has not yet participated in TIMSS, but as for PISA, it has been a part since its first edition, and seeks to improve its results. In 2000, the focus was on reading; in 2003, mathematics; and, in 2006, science.

In 2009, PISA began a new cycle of the program, with emphasis once again on the field of reading and, in 2012, emphasis was placed on mathematics (INEP, 2015). Brazil's effort to improve its indexes in PISA is evident, as is the fact that it has introduced a gradual growth of this evaluation over the next few years as a goal in PNE.

The OECD, in 2013, developed another assessment tool, the International Adult Capacity Assessment Program (PIAAC), to assess literacy, numeracy, and problem-solving skills in risk environments in technology, with the purpose of collecting information about the antecedent and current results, in what refers to the development of abilities among the adult population (VALIENTE, 2014).

There is a trend in Brazil to implement and improve the evaluation systems focused on productivity and the labor market, measuring the number of apprentices and the development of techniques of practical application, different from the concern that surrounds and it is proper to education, that is, the social question.

4 Results and discussion

The National Education Plan, in Brazil, is not bound, except by analogy, to the planning of the economic order. This is a reference for the planning of the educational sector, in which it assumes the character of a supra-ordaining norm, in consonance, but not subordinated, to multi-annual plans. This understanding is compatible with Complementary Amendment No. 59/2009 (BRASIL, 2009), since the 10-year PNE will coexist with three multi-year plans (PPAs).

The educational issue is present in the economic and social development agenda of both central and peripheral countries, due to the importance of fostering a knowledge society that can support the new stage of internationalization of capitalism.

As Brazil's economic position progresses, it is no longer possible to depend on cheap labor. Companies can train workers for basic functions, but moving from one commodity economy to another based on adding value to raw materials requires more than a well-trained workforce (OECD, 2011).

The financing of public education in Brazil is consonant with the Federal Constitution (Brazil, 1988), which deals with the theme in its article 212, that is, "the Union will apply annually never less than 18% and, the States, the Federal District and municipalities 25%, at least, of income from taxes, including transfers, in the maintenance and development of education "(BRASIL, 1988).

With regard to the PNE (2014-2024), out of the 20 goals outlined, those that present an economic bias in the light of the approach of international organizations (WB, IBRD, IMF, OECD) will be addressed in the scope of their mechanisms and programs, in the aspects of quality, human capital, training, evaluation methods, employability and technical-professional education.

Exhibit 1 - Goals and Strategies of the National Education Plan (2014-2024) under the economic bias

Goals (G)	Description	Strategies (S)	Focus / Economic Relationship
G3	To universalize, by 2016, school attendance for the entire population from 15 (fifteen) to 17 (seventeen) years and to raise, by the end of this PNE period, the net enrollment rate in high school to 85% (eighty five per cent).	(S3.7). to promote the expansion of free secondary education integrated into professional education, observing the peculiarities of rural populations, indigenous communities, “quilombolas” and people with disabilities. [...] (S3.10). to promote educational and cultural programs for the rural and urban population, in the age group of fifteen to seventeen, and adults, with social and professional qualification for those who are out of school and with lags in the school flow.	Human capital
G7	Promote the quality of basic education in all stages and modalities, with improved school flow and learning, in order to reach the following national averages for Ideb: 6.0 in the initial years of elementary education; 5.5 in the final years of elementary school; 5.2 in high school.	(S7.11). to improve the performance of students in basic education in assessing learning in the International Student Assessment Program (Pisa), taken as an internationally recognized external reference instrument.	Quality/ Human capital



<p>G10</p>	<p>Offer at least 25% (twenty-five percent) of the enrollment of youth and adult education, in primary and secondary education in an integrated way to professional education.</p>	<p>(S10.6). stimulate curricular diversification of youth and adult education, articulating basic training and preparation for the market, and establishing interrelations between theory and practice in the areas of science, work, technology, culture and citizenship, to organize the pedagogical time and space appropriate to the characteristics of these students. [...] (S10.8). to promote the initial public offer of initial and continuing training for workers linked to the education of young people and adults, in collaboration with and supported by private professional training entities linked to the trade union system and non-profit organizations for the care of the disabled, with exclusive actuation in the modality.</p>	<p>Technical and professional education/ Employability/ Training</p>
<p>G11</p>	<p>To triple enrollment in technical professional education at the secondary level, ensuring the quality of the offer and at least 50% (fifty percent) of the expansion in the public segment.</p>	<p>(S11.2). to foster the expansion of the offer of professional technical education at the secondary level in the public state education. (S11.3). foster the expansion of the offer of technical secondary education in the distance education modality, in order to expand the offer and democratize access to free public education, ensuring a quality standard. [...] (S11.5). to expand the offer of knowledge recognition programs for professional certification purposes at a technical level. [...] (S11.7). to expand the offer of student financing to the technical secondary professional education offered in private institutions of higher education. [...] (S11.9). to expand free secondary education services integrated with professional training for rural populations, as for indigenous and “quilombola” communities, according to their interests and needs. [...] (S11.10). expand the provision of mid-level technical professional education for people with disabilities, global developmental disorders and high skills or giftedness.</p>	<p>Technical and professional education/ Employability/ Training</p>
<p>G12</p>	<p>Raise the gross enrollment rate in higher education to 50% (fifty percent) and the net rate to thirty-three percent (33%) of the population from 18 (eighteen) to twenty-four (24) years, ensuring quality of the offer and expansion to at least 40% (forty percent) of the new registrations, in the public segment.</p>	<p>(S12.1). to optimize the installed capacity of the physical structure and human resources of the public institutions of higher education, through planned and coordinated actions, in order to expand and internalize the access to graduation. [...] (S12.6). expand student funding through the Student Financing Fund (Fies). [...] (S12.18). stimulate the expansion and restructuring of state and municipal higher education institutions where education is free, through technical and financial support from the federal government.</p>	<p>Training/ Development/ Investment</p>
<p>G20</p>	<p>To increase public investment in public education in order to achieve a minimum of 7% (seven percent) of the Gross Domestic Product (GDP) of the Country in the 5th (fifth) year of this Law, and at least the equivalent to 10% (ten percent) of GDP at the end of the decade.</p>	<p>(S20.3). destined to the maintenance and development of education, in addition to resources linked under the terms of art. 212 of the Federal Constitution, in the form of the specific law, the share of profit sharing or financial compensation for the exploration of oil and natural gas and other resources.</p>	<p>Promotion/ Investment</p>

Source: Created by the authors based on Brazil (2014).



In the perspective of the objective of this study, it should be pointed out that the goals 3 (G3), 7 (G7), 10 (G10), 11 (G11), 12 (G12) and 20 (G20) (2014-2024) could, in theory, foster economic development under the aegis of international organizations (WB, IBRD, IMF, OECD), from the following contextualization.

In relation to **Goal 3 (G3)**, in order to better understand this challenge, one can check the data from the 2011 School Census, which indicate that from 2007 to 2011, the number of students enrolled in high school, at the appropriate age, was 8.4 million, while the number of those aged 15 to 17 years was 10.4 million (BRASIL, 2014). The OECD estimates that in a scenario where all 15-year-olds are studying and achieving a basic level of education, it can contribute to Brazil's Gross Domestic Product (GDP) more than seven times over the next decades, influencing directly in the growth and socioeconomic development. It is also observed that some Strategies (S) of G3 focus on teaching aimed at professionalization, according to the orientation of international organizations, namely: i) the promotion of free enrollment in secondary education integrated with professional education, observing the peculiarities of rural populations, indigenous and “quilombola” communities and people with disabilities (S 3.7); and (ii) the promotion of education and cultural programs for the urban and youth population, aged between 15 (fifteen) and seventeen (17) years, and adults, with social and professional qualification for those who out of school and with a lag in the school flow (S 3.10).

Goal 7 (G7) establishes a prioritization of quality in basic education, in all stages and modalities, with improved school flow and learning, the scope of which has become of central importance in the last decade, taking into account the guarantee of the right to education, quality of life of the population and the production of greater equity and economic and social development of the country. With regard to evaluation, from a guiding perspective of international organizations, the Strategy (S 7.11) sets out to improve the performance of students in basic education in assessing learning in PISA, as an internationally recognized tool, according to the following projections: 438, 455, 473 (average of results in mathematics, reading and science), for the years 2015, 2018, 2021, respectively.

Goal 10 (G10) seeks to meet the policy recommendations that best equip the populations of low- and middle-income countries with the skills needed for the knowledge economy (WORLD BANK, 2011). In this sense, two G10 strategies, in compliance with the OECD vision, are aimed at the promotion of skilled workers: i) stimulate the curricular diversification of youth and adult education, articulating basic training and preparation for the world of work, and establishing interrelations between theory and practice, in the axes of science, work, technology, culture and

citizenship, in order to organize the pedagogical time and space appropriate to the characteristics of these pupils (S 10.6); and, ii) to promote the initial public offer of initial and continuing training for workers linked to the education of young people and adults, in collaboration with and supported by private professional training entities linked to the trade union system and non-profit organizations to the person with a disability, acting exclusively in the modality (S 10.8).

With regard to **Goal 11 (G11)**, according to art. 39 of the Law of Guidelines and Bases of 1996 (BRASIL, 1996), the professional and technological education integrates with the different levels and modalities and the dimensions of work, science and technology in order to enable the development of life skills to a productive life. In achieving the objective of G11, it must be considered that the construction of a proposal for the educational service of workers needs to be guided by a quality education, and can not be directed towards an education in which general education is detached from professional education. In order to guarantee this quality, it is necessary that the offer be based on the principles and understanding of unitary and universal education, aimed at overcoming the duality between general and technical cultures, ensuring the mastery of scientific knowledge regarding the different techniques which characterize the process of productive work today, and not only professional training “*stricto sensu*”. In this sense, it is necessary to return to the OECD's political view for the restructuring of capitalism in emerging countries, regarding the need to prepare the individual for an economy that requires professional training with the skills to face the various challenges, including the flexibility of employment.

As for **Goal 12 (G12)**, the model of privatization in higher education is revealed from the World Bank (WB), the International Monetary Fund (IMF), and the World Trade Organization (WTO), among others, in the definition of guidelines and subsidies implementation projects. In the meantime, the federal government has been deepening the privatization of higher education through measures such as: i) opening new private higher education institutions; ii) authorization to extend courses in existing institutions; iii) expansion of student financing (FIES); iv) implementation of the University for All Program (ProUni); and v) stimulation of distance education and post-secondary courses, in order to meet PNE's (2014-2024) goal of offering higher education to at least 33% of the age group from 18 to 24 years old. These measures find legitimacy in public power and correspond to the expectations of international organizations, such as the World Bank, in order to provide conditions of equality for public or private higher education institutions.

Finally, the **Goal 20 (G20)**, includes the goal of the whole PNE. It is the catalyst for all other goals to be met. The linkage of a percentage of GDP to the financing of PNE goals is

indispensable to guarantee access, permanence and processes of organization and management aimed at the implementation of quality public education in the country. In 2015, the flag raised in the three spheres of government was austerity, contingency and budget cuts, urging the need for fiscal reforms. In this sense, there is a bias of uncertainty in the economic scenario, since there is no guarantee - in spite of the legal forecast - that by the end of the next decade, 10% of GDP will be fully paid in to Education, since the question that arises in the first place, where resources will come, if the country is economically inclined to stagflation.

According to Buarque (2014, p. 131), the current PNE emphasizes that "PNE-II, elaborated by the recent conference, focused on two aspects: intentional goals on where to reach and financial goals of how much to spend", arguing further that the plan presents 230 intentional targets, without the definition of how to fulfill each one, especially the commitment to reserve 10% of GDP for education at the end of the decade.

Thus, intense mobilization encompassed congressional approval and the no-veto sanction of Law No. 12,858, of September 9, 2013 (BRASIL, 2013), which allocated oil revenues to Health and Education, with priority for basic level. The law included the express provision for allocation of 50% of the Social Fund, until the PNE targets, one of the proposals defended by civil society.

However, there are several projections that increase the level of uncertainty. One of them is Petrobras' exploration capacity, the costs involved in pre-salt operations, and the price of oil on the international market. It is important, therefore, to highlight the increasingly solid relations between Brazil and the OECD in the field of education, having in mind that there are much more complex implications than merely calling for social justice through school access, given that the logic economic development forced to put this issue on the agenda.

It is a fact that the current National Education Plan (PNE 2014-2024) did not distance itself from the previous one, maintaining and improving its guidelines based on neoliberalism, in a trend of privatization, and that little or nothing, focused on the enhancement of public education itself.

5 Conclusion

The objective of this article was to identify to what extent and in what aspects, the PNE was guided by educational policies emanated by the international economic organisms.

Based on the analysis of PNE 2014-2024 guidelines and targets, it is observed that in some of them there is a strong influence of the educational policies emanating from the WBG, IMF and OECD, focusing on skills improvement and investment for learning for the job market, as well as

the focus on results assessments, which are recommended by international organizations, in order to better equip the populations of low- and middle-income countries for the knowledge economy.

The influence of these organizations to the PNE is also evident, as it links the quality of education to evaluations related to its practical application, as well as establishing in several goals and strategies the central objective of high school as a bridge to access the job market. The general and social knowledge is abandoned in part, and education is returned to the insertion of the young person into the stages and to practical learning.

Also, with regard to productivity assessments, it was found that adherence to PISA was strengthened, so much so that the PNE identified as a quality strategy to improve indexes in an increasing way in this evaluation, which shows a great effort of Brazil to fit in OECD policies.

There is concern about the increase in public investment in education, however, with some uncertainty about its efficiency. On the one hand there is a victory of Brazilian society, because it legitimized in the PNE the investment of 10% of GDP in education at the end of this decade, and the adoption of cost-quality-student (CCA) although, on the other, there is a development in private education and parallel learning institutions.

Projects such as ProUni, FIES and Pronatec, as well as strategies aimed at fostering and increasing private educational institutions, show that public education is not PNE's strongest intention, even though it focuses on free education, it is one of the kinds of privatization of education, which would be private provision with public funding.

It is noteworthy that these projects involve the financing of part of the private education with the use of public money, mainly by the low interest of loans, in the case of FIES.

Although it is explicit that educational planning is an action of responsibility of the governmental system, linked to the socioeconomic development of the country, on the other vertex, teaching is placed as a commodity of attraction of investments, in particular the opening for public-private partnerships, consolidating it as a segment of privatization, that is, the offer of public education with private investment.

Although an effort to link the state to educational investments in the coming years is evident, the ideology of the background is strongly based on the internationally (WB and OECD) orientations for economic development, still deeply marked by the reduction of the role of the State, arising from the reform of neoliberalism.

Both the WB and the OECD have as main tools of educational policy: privatization, job market learning and evaluation by results. It was possible, therefore, to identify that the use and

incentive of these three tools are evident in the PNE goals, especially when it comes to secondary and higher education, but it permeates all phases of schooling.

As a result of this influence, Brazilian education is increasingly thought of as a work force, with the enhancement of skills and the focus on employability.

In this context, the State moves away from the active articulating role of education, and places itself as a regulator of private education, always with a view to results and productivity, a policy that comes primarily from international organizations, that are concerned in the growth of its economic bias.

References

BALL, S. J.; YOUDELL, D. *Hidden Privatisation in Public Education*. Institution of Education, University of London, London. 2008. 112 p.

BANCO MUNDIAL. O ensino superior: as lições derivadas da experiência. *Plural*, São Paulo, v.6, n.9, p. 33-44, jan-jun, 1997.

BRASIL. Ministério das Relações Exteriores. *Nota à Imprensa nº 6*. Nota conjunta do Ministério das Relações Exteriores, da Casa Civil e do Ministério da Economia - Brasil é convidado a iniciar processo de acesso à OCDE, Brasília, DF, 2022.

BRASIL. Ministério da Educação. *Prouni*. 2015. Available at: <http://siteprouni.mec.gov.br/o_prouni.php>.

BRASIL. Lei da Aprendizagem. 2015a. Available at: <http://site.aprendizlegal.org.br>.

BRASIL. Lei nº 13.005, de 25 de junho de 2014. *Aprova o Plano Nacional de Educação - PNE e dá outras providências*. 2014. Available at <<http://www2.camara.leg.br/legin/fed/lei/2014/lei-13005-25-junho-2014-778970-norma-pl.html>>

BRASIL. Lei nº 12.858, de 09 de setembro de 2013. *Dispõe sobre a destinação para as áreas de educação e saúde de parcela da participação no resultado ou da compensação financeira pela exploração de petróleo e gás natural*. Available at: http://www.planalto.gov.br/ccivil_03/_ato2011-2014/2013/lei/l12858.htm

BRASIL. *Emenda Constitucional nº 59*. 2009. Available at: http://www.planalto.gov.br/ccivil_03/constituicao/emendas/emc/emc59.htm

BRASIL. Lei nº 9.394, de 20 de dezembro de 1996. *Estabelece as diretrizes e bases da educação nacional*. Available at: <http://www.planalto.gov.br/ccivil_03/leis/l9394.htm>

BRASIL. *Constituição da República Federativa do Brasil*. 1988.

BUARQUE, C. Proposta para a construção de um sistema nacional de conhecimento e inovação. In: DA CUNHA, C. et al. *O Sistema Nacional de Educação*, 2014, p. 126-181.

DAROS Jr., A. A Presença da ODE no Brasil no contexto da Avaliação Educacional. *Jornal de Políticas Educacionais*, v. 7, n. 13, jun. 2013. doi: <https://doi.org/10.5380/jpe.v7i13.29148>.

DOURADO, L. F. Reforma do Estado e as políticas para a educação superior no Brasil nos anos 90. *Educação & Sociedade*, v. 23, n. 80, p. 234-252, 2002. doi: <https://doi.org/10.1590/S0101-73302002008000012>

EVANGELISTA, O.; SEKI, A. K. *Formação de professores no Brasil: leituras a contrapelo*. 1. ed., Araraquara, Junqueira & Marin, 2017, 280 p.

GENTILLI, P. *A falsificação do consenso: simulacro e imposição na reforma educacional do neoliberalismo*. 3. ed. Rio de Janeiro: Editora Vozes, 1998.

INEP. Instituto Nacional de Estudos e Pesquisas. *Programa Internacional de Avaliação de Estudantes*. 2015. Available at: < <https://www.gov.br/inep/pt-br/areas-de-atuacao/avaliacao-e-exames-educacionais/pisa>>

INTERNACIONAL MONETARY FUND. IMF. *Public Private Partnerships*. 2004. Available at: <<https://www.imf.org/en/Home>>.

MARTENS, K.; JAKOBI, A. P. *Mechanisms of OECD Governance: International Incentives for National Policymaking?* Oxford University Press. 2010.

MEDEIROS, J. L.; SILVA FILHO, M. A. da; SANTOS, S. M. D. O Plano Nacional de Educação e a busca pela equidade educacional. In: VII CONGRESSO NACIONAL DE EDUCAÇÃO. Educação como (re)Existência: mudanças, conscientização e conhecimentos. *Anais do VII Conedu*, Maceió, 2020, p. 1-12.

MOTTA, V. C; et al. *Plano Nacional de Educação 2014: notas críticas*. In: VII Jornada Internacional de Políticas Públicas. São Luís, MA, 25 a 28 out., 2015.

MUNIZ, S. Investimento recente, capacitação tecnológica e competitividade. *São Paulo em perspectiva*, v. 14, n. 3, p. 98-107, 2000. doi: [10.1590/S0102-88392000000300015](https://doi.org/10.1590/S0102-88392000000300015)

OECD. Better Skills, Better Jobs, Better Lives. *Organisation for Economic Co-operation and Development*, Paris. 2012.

OECD. *Capítulo 8: Brasil: lições encorajadoras de um grande sistema federal*. Traduzido por Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira). Brasília, INEP, 2011.

PERONI, V. M. V.; FLORES, M. L. R. Sistema nacional, plano nacional e gestão democrática da educação no Brasil: articulações e tensões. *Educação*, v. 37, n. 2, p. 180-189, 2014. doi: [10.15448/1981-2582.2014.2.16342](https://doi.org/10.15448/1981-2582.2014.2.16342)

SAMPIERI, R. H; et al. *Metodologia da Pesquisa*. 5ª ed. Porto Alegre: Penso, 2013.

SANTOS, T. F. A. M. Educação e Desenvolvimento: que relação é essa? In: *Trabalho e Educação*. Belo Horizonte, v. 23, n. 1, p. 219-238, 2014.

SAVIANI, D. et al. Entrevista. *Revista Retratos da Escola*. Brasília, v. 8, n. 15, p. 221-564. jul./dez. 2014.

SGUISSARDI, V. *A universidade neoprofissional, heterônoma e competitiva*. *Universidade: políticas, avaliação e trabalho docente*. São Paulo: Cortez, p. 33-52, 2004.



VALIENTE, O. The OECD skills strategy and the education agenda for development. *International Journal of Educational Development*, n. 34, p. 40-48, 2014. doi: [10.1016/j.ijedudev.2014.08.008](https://doi.org/10.1016/j.ijedudev.2014.08.008)

VOUTSA, M. E.; et al. The Role of the Bretton Woods institutions in forming and spreading education policies. *Procedia Economics and Finance*, n. 09, p. 83-97, 2014. doi: [10.1016/S2212-5671\(14\)00010-0](https://doi.org/10.1016/S2212-5671(14)00010-0)

WORLD BANK. *Learning for all: investing in people's knowledge and skills to promote development* – World Bank Group education strategy 2020, 2011.