

POLICIES AND MANAGEMENT OF BASIC EDUCATION IN IBERO-AMERICAN CONTEXTS

POLÍTICAS E GESTÃO DA EDUCAÇÃO BÁSICA EM CONTEXTOS IBEROAMERICANOS

POLÍTICAS Y GESTIÓN DE LA EDUCACIÓN BÁSICA EN CONTEXTOS IBEROAMERICANOS

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Educational policies are part of a process marked by diversity, complexity, dispute and combinations about the mechanisms and strategies of the various interests of the subjects and groups involved. In this sense, the implementation of educational policies in education systems, and especially in schools, must be understood as a dynamic that reveals and builds trajectories, shaping a dialogue between temporalities, subjectivities and territorialities, in a way that translates into a historical, collective and social dimension in different contexts.

For Ball (1987), there is a subjective dimension in this process that is directed to the way in which subjects operate policies in the institutional dimension, in which take place decisions, meetings, budget resources, symbolic contents, behaviors and attitudes from individual, group and institutional actors associated with the policy, and among so many other variables, the interpretive and discretionary actions that will define how this process will occur (OLIVEIRA, 2019).

These aspects are evidenced mainly in policies and practices that materialize in education systems and in daily school life, but which are present in the elements underlying the New Public Management, through educational reforms that change the attributions and

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autonomy of school management, leading to administrative, pedagogical and *accountability* decentralization. These reforms reflect directly on school planning, so that educational agents need to rethink their own practice in its context, to account for the implementation of a new educational policy that conforms to the historical project of society conceived by the great agencies of global capitalism.

Since the second half of the 1990s there has been a “repoliticization” of politics, considering the prominence that some social phenomena have gained, among them, according to Neves (2005): the new citizenship; the new social participation; the notion of volunteering; active civil society; the idea of shifting from “conflict” to “social collaboration” and the managerial model of governance.

In this context, governments and civil society organizations began to realize the need for a common intervention, which would contemplate the performance of both institutions. Because of this interest, they started to defend a single project, with three important lines of action, which gained the name of *Movimento Todos pela Educação-MTE* (All for Education Movement).

This project, from the perspective of Giddens (2001), had as pillars the following actions: the first was aimed at redefining the sense of organization and participation historically constructed by workers; the second, addressed to the need to pacify and/or refunctionalize workers' organizations historically identified as a struggle for the expansion of social rights; and the third and last referred to the encouragement and strengthening of the proliferation of interest groups motivated by banners and demands that do not conflict with the central logic of the capitalist system.

As every cause has a certain effect, according to Martins (2007), this triple movement unleashed, in the society of that context, some consequences related to the difficulty for the critical understanding of capitalist social relations, the reduction of resistance and protests against the capitalist dynamic, and the incentive to pluralism without class identity, as well as the reduction of a bourgeois class and the emergence of "a right wing for the social", that is, a broad group of businessmen who start to raise the flag in favor of strengthening the intervention of companies in organization of educational policies.

After wide international dissemination of the *Todos pela Educação* movement, through exposure at conferences held in Thailand (1990), Senegal (2000) and during events coordinated by UNESCO and the World Bank, the aforementioned group, already organized in Brazil, constituted its identity in two distinct temporal contexts, through the development of three movements, mentioned below.

The first refers to the *Todos pela Educação* movement, which had a non-partisan and plural configuration. It brought together representatives from different sectors of society, such as public managers, educators, parents, students, researchers, media professionals, businessmen and all people or social organizations that had the support of business leaders, whose findings materialized through a project designed to drive action. Seeking affirmation for the project and wide dissemination in the international scenario, it was presented at the Congress on *Social Responsibility Actions in Education: best practices in Latin America*.

In this event, which gave the *Todos pela Educação*, gained wide dissemination, organized by three companies, namely: the Coleman Foundation, the Jacobs Foundation and the Gerdau Institute, the indication for the construction of a national pact in defense of basic education was born, whose financial sustainability, at first, was based on the raising of private resources, through resources from the sponsorship of the companies, the Gerdau Group, the Suzano Group, Itaú Bank, Bradesco Bank and Globo Organizations.

This pact had as a starting point for the reflections the discussion about some priorities, necessary for the quality of basic education in Brazil, which were converted into five goals, which then became a guide for the elaboration of the Plan of Goals in the context Brazilian, namely: Goal 1 - every child and young person between 4 and 17 years old must be in school by the year 2022; Goal 2 - every child must be fully literate up to age 8, by 2010: 80% or more, and by 2022, 100%; Goal 3 - every student with must have adequate learning for their year by 2022, 70%; Goal 4 – all 19-year-olds with high school completed by 2022, 95%; Goal 5 - by 2010, remaining until 2022, public investment in compulsory Basic Education should be 5% or more of the Gross Domestic Product (GDP).

It can also be said that in the second stage of the movement, “All” is represented by organizations linked to big business (World Bank, Organization for Economic Cooperation and Development/OECD, Ford Foundation, Open Society Foundation) and by national business entities (National Confederation of Industry, National Confederation of Agriculture, Brazilian Agribusiness Association), by their foundations and also by business coalitions.

For this reason, consequently, a common culture is inaugurated that refers to the special emphasis on public-private partnerships, signed between non-governmental organizations - NGOs, which are the private institutions, called Third Sector, non-profit, that have the purpose of generating public order services (society sector), and the First Sector, which is the government, and/or among the Second Sector, which are private companies.

Thus, in 2006 “*Todos pela Educação*” consolidates itself as a Civil Society Organization of Public Interest (Oscip), with the mission of contributing so that by 2022, the

year of the bicentennial of Brazil's Independence, the country ensures to all children and young people the right to quality basic education.

Given these arguments, it can be concluded that the Movement was not initially linked to government action, which is justified by two important arguments. The first is that it had its constitution linked “to a political network that brings together social agents, intellectuals, companies, public and private institutions and heterogeneous interest groups, articulated around a common discourse” (VOSS, 2011, p. 52, our translation). The second refers to the argument related to the inefficiency of the State that has been, according to Souza (2006), since the 1990s, used to justify the need for the intervention of entrepreneurs in social issues and, at the same time, for the visibility of the 'savior proposals' recommended by the private sector.

It is also worth mentioning a third moment for reflection, on the idea that the articulation of civil society drives in Brazil the institutionalization of government actions through Decree n. 6,094, of 24 April 2007, which culminates in a document that legitimizes a Commitment to the construction of policies, and the goals, flags and attitudes of *Todos Pela Educação* become benchmarks. Parallel to this process, the Education Development Plan (PDE, Portuguese initials) is simultaneously launched, which constitutes an attempt to ensure government action.

As a public policy that was born from the PDE, the "Plan of Commitments and Goals All for Education" is also an aggregating process of actions and encompasses practically all programs under development of the Ministry of Education - MEC, with the objective of improving the quality of education in the country. It uses practically the same supporting pillars as the PDE, as it is also based on a systemic view of education, territoriality, development, collaboration, accountability and social mobilization (BRASIL, 2015). After all, as previously mentioned, this policy is one of the PDE's flagships, together with the Basic Education Index - IDEB, and could not, therefore, be based on different principles.

The government institutionalization of the Commitment Program All for Education is also supported by the need to promote the mobilization and drive society to implement the PDE and, to this end, it systematizes several actions in the search for equitable and good quality education, which should be organized around four axes: basic education; college education; professional education and literacy.

In this sense, the Plan of Commitment and Goals All for Education establishes a set of guidelines for the Union, the states, the Federal District and the municipalities, in a

collaborative regime, to join forces to overcome the extreme inequality of opportunities existing in Brazil.

From this perspective, the discussion on the organization of public policies requires the understanding that the territory in which the contexts in which actions in the area of education are implemented constitute a stage where public policies are structured with strong influence of the local space articulated with the world, which according to Amabilie (2012, p. 390, our translation) demand,

[...] decisions involving wide-ranging public order issues that aim to satisfy the interests of a community. They can also be understood as public action strategies, structured through a decision-making process composed of complex variables that impact reality.

In light of these considerations, the dossier on **Policies and Management of Basic Education in Ibero-American Contexts** brings together articles from studies and research that punctuate the actions and interactions of policies and management of basic education, in its different stages and teaching modalities, in national and international contexts.

The set of texts pays attention to macro and micro-contextual political relations, concentrating on four main axes: a) strategies, indicators, plans and technologies for basic education; b) teacher appreciation and formation; c) education in the countryside; and d) special education.

The first axis – strategies, indicators, plans and technologies for basic education – comprises five articles.

Written by Èlia Lopez-Cassà, Núria Rajadell-Puiggròs and Graça dos Santos-Costa, the text **Didactic strategies based on emotional education as a link between macropolitics and micropolitics in Catalonia**, after reviewing didactic and emotional education strategies, discusses policies in Catalonia, Spain, related to the construction of emotional competences, in view of the current pandemic context.

Then, the article **Basic education development index (proficiency and flow): why have we advanced so little?**, by Valéria Prazeres dos Santos, Ivanei Carvalho dos Santos and Arlete Ramos dos Santos, analyzes the Basic Education Development Index (IDEB) as a benchmark for the quality of basic education, relating it to the discussion of the Articulated Action Plan (PAR). The authors suggest critical analysis of the results of external evaluations, together with institutional evaluations and involvement of the school community.

In the wake of the discussion of external assessments, Adriene Bolzan Duarte-Antunes and Geovana Mendonça Lunardi-Mendes, with the article **Large-scale evaluation policies in**

the context of Santa Catarina state: seeking local translations, analyze, based on the Policy Cycle Approach and in the Theory of Actuation of Stephen Ball et al., the local translations constructed by Santa Catarina's municipalities within the scope of large-scale assessment policy. The authors argue that Santa Catarina's municipalities are interested in carrying out large-scale assessments and that the transformation is up to the actors via interpretation and translation of the policy.

With the text **Articulated plan of actions in education management in the municipalities belonging to the association of municipalities of the production area (AMZOP)-RS**, written by Silvana Maria Tres Cichelero, Elisiane Machado Lunardi and Carla da Luz Zinn, the analyzes are resumed for the Articulated Action Plan (PAR), focusing on the limits and possibilities of this plan for the management of education in municipalities in the state of Rio Grande do Sul belonging to the Association of Municipalities in the Production Zone (AMZOP). The authors point to the need for critical analysis of the plan and the investigated management, mainly under the prism of democracy and the principles of autonomy, decentralization of power and community participation.

Elena Maria Mallmann and Daniele da Rocha Schneider, authors of Public policies, educational technologies, and open educational resources (OER), based on universalizing premises – such as the right to education, the democratization of knowledge and lifelong learning – develop an interpretive-critical analysis on the micro-contexts of teacher education policies and practices to improve Technological-Pedagogical Fluency (FTP) with Open Educational Resources (OER).

The second axis of the dossier – teacher appreciation and formation – comprises four articles.

Daniela Oliveira Vidal da Silva and Cláudio Pinto Nunes sign the text **Public policies as instrument of teacher appreciation in Brazil**, and present a series of concepts, models, cycles and analyzes of educational policies to argue about the valuation of basic education professionals. The authors argue that this valuation should be based on four pillars: formation, remuneration, careers and working conditions.

Next, Grace Gotelip Cabral, author of the text **Teacher education policies and their repercussions on the quality of basic education in Acre: the unprecedented viable**, analyzes, in a historical perspective, the educational policies implemented in the state of Acre, from 1962 onwards, especially those that have teacher formation as their core. The author reveals that the initial formation policies had effects on school pedagogical practices, as well as on the quality indices of basic education.

The article **Public policies for the formation of basic education teachers: overview of extra class activities in Alto Jequitinhonha/MG**, by Ednéia dos Santos Cunha Neves and Mara Lúcia Ramalho, delimiting the temporal – 2013-2018 period – and spatial – micro-region of Diamantina region, located in the territory of Alto Jequitinhonha, Minas Gerais – cut analyzes the Extra-Class Activities (AEC), as a strategy for the continued formation of basic education teachers. The authors problematize that, although there was the participation of teachers in the formations, there is no guarantee of the existence of reflection on action – the focus of the AEC.

In turn, Mariangela Lima de Almeida, Rafael Carlos Queiroz, Maria Assunção Flores and Diana Alexandra Ribeiro Pereira sign the manuscript **Critical action research in the development of continuing formation policies for education professionals**. The text pays attention to the processes of teacher education articulated to a collaborative-critical research-action, especially by highlighting the collaboration between higher education and basic education in the state of Espírito Santo/Brazil. Finally, the authors argue that the formation of professionals based on critical action research constitutes a principle for the development of continuing education policies in local contexts.

The third axis of the dossier groups four articles that underline countryside education.

Written by Rosa López Valentín, Peter Michael Rosset, Lia Pinheiro Barbosa and Carla Andreia Lobo Castro, the text **Towards a pedagogical model for agroecological education from a peasant and indigenous perspective: advances, tensions and challenges in Brazil and Mexico**, presents concepts, conflicts, challenges and possibilities for the constitution of an educational-pedagogical model for agroecology, based on two indigenous and peasant educational experiences from micro-contexts in Mexico and Brazil.

The article **Education and contradiction in the countryside: how are the public schools?**, by Maria Antônia de Souza, based on research results in municipalities in Paraná, seeks to understand educational policies in relation to countryside public schools. The text raises questions related to the contradictions between large properties, agribusiness and the work of different countryside peoples, in order to point out the excluding processes that, among various effects, lead to the policy of closing public schools in rural areas.

Heloísa da Silva Borges, Carlos Augusto da Silva and Riulma Ventura Muller, with the article **Policy of the Sustainable Development Reserve (RDS) of Tupé, in Amazonas, and education in the Amazon context**, examine the documents that created the RDS and its policies for education. The results indicate that, although the political-normative

documentation has advanced with regard to the formal education of riverside communities, the investigated community is still only served by palliative policies.

The text **Policies of countryside education in the identity territory productive hinterland in Bahia-Brazil: research notes**, by the authors Tatyane Gomes Marques, Eugênia da Silva Pereira and Priscila Teixeira da Silva, addresses the effects of countryside education policies in a microcontext Bahia. Discussions center on the proposals implemented and/or claimed by different actors and actresses who lead the life and performance in the context of practice.

The fourth and last axis of the dossier deals with the special education modality, bringing together five articles.

The article **Common or special education? Analysis of Brazilian special education policy guidelines**, by the authors Marcia Denise Pletsch and Flávia Faissal de Souza, based on political-normative documents from the last three decades, discusses conceptual and terminological changes regarding the special education audience, as well as the educational support and teacher formation related to this type of education in Brazil.

Fabiane da Silva Ferreira, Andressa Santos Rebelo and Mônica de Carvalho Magalhães Kassar, with the text **Teachers, digital technologies and school inclusion: challenges of special educational policy in a Brazilian municipality**, present teachers' conceptions about the use of digital technologies in pedagogical activities, in the context of school inclusion of special education students, in a Brazilian municipality bordering Bolivia.

The text **Analysis of the scholar inclusion policy in municipality in teacher's perspective**, written by Vivian Santos and Enicéia Gonçalves Mendes, based on the Policy Cycle Approach, analyzes the context of influence and the context of practice in a Brazilian municipality with a view to offer subsidies to better equate the school inclusion policy for special education students.

Authored by Michele Aparecida de Sá, Kamille Vaz and Taísa Grasiela Gomes Liduenha Gonçalves, the article **Special education policy in the municipal school network of Belo Horizonte-MG** analyzes, based on national and municipal documentation and data from the School Census, the special education policy in the capital of Minas Gerais. The authors highlight the significant number of enrollments of students with intellectual disabilities and the existence of segregated special education environments, advocating in defense of the public school as a space for disseminating systematized knowledge, including to special education students.

Finally, the article **(Con)textualization of the special education policy in a municipality of Mato Grosso do Sul**, by Camila da Silva Teixeira Agrelos and Washington Cesar Shoiti Nozu, seeks to understand the configurations of the special education policy in the municipality of Maracaju. In this process, the authors show external influences, the offer of specialized educational services and the movement of textual production of municipal regulations on special education.

Altogether, the dossier **Policies and Management of Basic Education in Ibero-American Contexts** groups 18 articles, whose contents transit in analyzes of macro and micro-political relations, involving subjects, interest groups and entities that act in the contexts of influence, text production and practice (MAINARDES, 2006). The analysis of educational policies and management covered time-spaces in Brazil, Mexico and Spain, focusing on four axes for the discussion of basic education: educational strategies, indicators, plans and technologies; appreciation and teacher formation; countryside education; and special education.

It is hoped that the articles gathered here can contribute to an understanding of the forces, disputes and mechanisms at play for the provision of the right to basic education in Ibero-American contexts. Still, it inspires other possibilities of constructions, dialogues and struggle and resistance movements in favor of quality, inclusive and socially referenced education.

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