

**STATE AND MANAGEMENT OF EDUCATION FOR SUSTAINABLE DEVELOPMENT: CAPITAL RECOMMENDATIONS EXPRESSED IN THE 2030 AGENDA**

***ESTADO E GERENCIAMENTO DA EDUCAÇÃO PARA O DESENVOLVIMENTO SUSTENTÁVEL: RECOMENDAÇÕES DO CAPITAL EXPRESSAS NA AGENDA 2030***

***ESTADO Y GESTIÓN DE LA EDUCACIÓN PARA EL DESARROLLO SOSTENIBLE: RECOMENDACIONES DE CAPITAL EXPRESADAS EN LA AGENDA 2030***

Eneida Oto SHIROMA<sup>1</sup>  
Isaura Monica Souza ZANARDINI<sup>2</sup>

**ABSTRACT:** This paper's aim is to analyze the trends announced in the 2030 Agenda regarding the implementation of its so-called sustainable development. Based on the analysis of two documents: Transforming our world: the 2030 Agenda for Sustainable Development e 2030 Education: Incheon Declaration and Framework for Action for the implementation of Sustainable Development Goal 4, we point out which are the tasks attributed to the State and the education reforms proposed in this project of development. The evidences indicate that the 2030 Agenda is set on transforming the sustainability into a vector of development and prioritize the alleviation of extreme poverty. Its proposals for education emphasize strategies of monitoring of results, of increasing the privatization process and the appreciation of best practices. The State's role is reoriented to support public-private partnerships, regulation, accountability, standardization and data sourcing to global governance.

**KEYWORDS:** Education policy. 2030 Agenda. Education for sustainable development. Education management. Incheon declaration.

**RESUMO:** *O objetivo deste artigo é analisar as propostas anunciadas na Agenda 2030 relativas à implementação do chamado desenvolvimento sustentável. A partir da análise dos documentos: Transformando Nosso Mundo: a Agenda 2030 para o Desenvolvimento Sustentável e Educação 2030 - Declaração de Incheon e Marco de Ação para a implementação do Objetivo de Desenvolvimento Sustentável 4, indicamos quais são as tarefas atribuídas ao Estado e as reformas da educação propostas nesse projeto de desenvolvimento. As evidências permitem afirmar que a agenda 2030 busca transformar a sustentabilidade em vetor de desenvolvimento e prioriza o combate a pobreza extrema. Suas propostas para a educação*

<sup>1</sup> Federal University of Santa Catarina (UFSC), Florianópolis - SC – Brazil. Full Professor at the Educational Sciences Center. PhD in Education (UNICAMP). Vice-coordinator of the Study Group on Educational Policy and Labor (GEPETO/UFSC). CNPq Research Productivity Scholarship. ORCID: <https://orcid.org/0000-0002-0506-7058>. E-mail: [eneida.shiroma@ufsc.br](mailto:eneida.shiroma@ufsc.br)

<sup>2</sup> Western Paraná State University (UNIOESTE), Cascavel - PR - Brazil. Associate Professor at the Education, Communication and Arts Center. Post-Doctoral Student (UFSC). Member of the Study and Research Group on Educational and Social Policy (GEPPES / UNIOESTE), the Study Group on Educational Policy and Work (GEPETO / UFSC) and Red Latinoamericana de Investigación em Evaluación - RELIEVA. PNPd / CAPES scholarship with the Postgraduate Program in Education at the Federal University of Santa Catarina. ORCID: <https://orcid.org/0000-0003-2226-3840>. E-mail: [monicazan@uol.com.br](mailto:monicazan@uol.com.br)

*ênfatizam estratégias de monitoramento de resultados, incremento da privatização, valorização de experiências exitosas. O papel do Estado é reorientado ao fomento às parcerias público-privadas, responsabilização pela regulação, estabelecimento de normas, fornecimento de dados para governança global.*

**PALAVRAS-CHAVE:** *Política educacional. Agenda 2030. Educação para o desenvolvimento sustentável. Gestão da educação. Declaração de Incheon.*

**RESUMEN:** *El propósito de este artículo es analizar las propuestas anunciadas en la Agenda 2030 con respecto a la implementación del llamado desarrollo sostenible. Desde el análisis de los documentos: Transformando nuestro mundo: la Agenda 2030 para el Desarrollo Sostenible y la Educación 2030 - Declaración de Incheon y Marco de Acción para la implementación del Objetivo de Desarrollo Sostenible 4, indicamos cuales son las tareas asignadas al Estado y las reformas de la educación propuestas en este proyecto de desarrollo. La evidencia nos permite afirmar que la agenda 2030 busca transformar la sostenibilidad en un vector de desarrollo y prioriza la lucha contra la pobreza extrema. Sus propuestas educativas enfatizan estrategias para monitorear resultados, aumentar la privatización, comercializar experiencias exitosas. El papel del Estado se reorienta para fomentar a las relaciones público-privadas, la responsabilidad de la regulación, el establecimiento de normas y el suministro de datos para la gobernanza global.*

**PALABRAS CLAVE:** *Política educativa. Agenda 2030. Educación para el desarrollo sostenible. Gestión educativa. Declaración de Incheon.*

## Introduction

Education is a long-term project. Formation of the citizen, preparing the workers of the next generation has become, throughout history, a question of the State, given its importance for the construction of the nation. In times of major crises, multilateral organizations took the front leading emergency plans for the recovery of economic development with consequences for educational planning. The twentieth century is rich in examples: post-crisis of capitalism with stock market crash, post-war, post-oil crisis, among others. Particularly in Latin America, the actions of the Economic Commission for Latin America and the Caribbean (ECLAC) during the developmental period of the 1950s, of Unesco during the Marshall and Macarismism plan (EVANGELISTA, 2003), of the United States Agency for International Development (USAID) during the period of dictatorships. In the 1980s, social movements stood out in the political scenario of redemocratization, in Brazil, fueling the debates on social projects held in the discussion of the Constituent Assembly. At the international level, the fall of the Berlin wall opened the way for proposing macroeconomic adjustment to developing countries outlined in the Washington Consensus. In the 1990s, the World Bank (WB) (LEHER, 1998), the Inter-

American Development Bank (DEITOS, 2001) and again ECLAC stand out as mentors for educational reforms on the continent, proposing education and knowledge as axes of the project of Productive Transformation with Equity (1990; 1992).

In 1990, the World Conference on Education for All (EFA) promoted by WB, United Nations Development Program (UNDP), United Nations Educational, Scientific and Cultural Organization (Unesco) and United Nations Children's Fund (UNICEF) held in Jomtien, brought together education ministers from more than 150 countries to agree on goals for the next decade. Education became a supranational issue. Representatives of countries signatory to the World Declaration EFA have taken on the responsibility of implementing ten-year plans that would make it possible to achieve these goals. Ten years later, they met again in Dakar to assess progress and update targets. At the same time, in September 2000, world leaders gathered at UN headquarters discussed the growth of poverty in the world and pledged to build a new global partnership to achieve eight Millennium Development Goals (MDGs), including reducing extreme poverty in a 15 years time.

In 2012, during the United Nations Conference on Sustainable Development, the MDGs were succeeded by the Sustainable Development Goals (SDGs) which constitute 17 objectives for poverty reduction, social promotion and protection of the environment to be achieved by 2030. This set of objectives and measures for implementation was published in 2016 in the document "*Transforming our world: the 2030 agenda for sustainable development*"<sup>3</sup> (ONU, 2016) in which is highlighted the need to maintain a balance between the three dimensions of sustainable development: economic, social and environmental. In 2015, another World Education Forum promoted by UNESCO, Unicef, the World Bank, the United Nations Population Fund (UNFPA), UNDP, UN Women and the United Nations High Commissioner for Refugees (UNHCR) was held in South Korea. At this event, the signatories to the Incheon Declaration agreed goals for Education 2030 linked to the proposition of a new development model.<sup>4</sup>

Our objective in this article is to analyze the trends for education announced in the 2030 Agenda, seeking to identify which tasks are assigned to education in this sustainable development project and to analyze the trends in education management announced in the Incheon Declaration.

<sup>3</sup> Hereafter, we will refer to the goals and propositions of this document as "2030 Agenda".

<sup>4</sup> Regarding the proposals for education at the Jomtien, Dakar and Incheon conferences, we suggest reading Souza and Kerbauy (2018).

We have chosen for analysis the main documents for studying the global agenda for Education 2030: 1) *Transforming Our World: the 2030 Agenda for Sustainable Development* (UN, 2016) and 2) *Education 2030 - Incheon Declaration and Framework for Action for the implementation of Sustainable Development Goal 4* (UNESCO, 2016). Regarding the methodological procedures, we opted for content analysis and the document analysis methodology developed by GEPETO/UFSC (SHIROMA; EVANGELISTA, 2018). We seek to make analyzes guided by the categories of historical materialism, working, especially, with the categories of totality, contradiction, reproduction and hegemony.

Based on the method of criticism of political economy, we assume that under pressure from the capital that seeks to contain the tendency of the falling rate of profit in countries, particularly in Latin America, they are called to review their development model for the 21st century without, however, losing its condition of dependence on central countries. To this end, they are led to adopt international recommendations for reviewing the tasks of the State and education with a view to sustainable economic and social development.

The article is organized in four parts. We started by discussing concepts of sustainable development and neodevelopment, in the second part we present an analysis of the Incheon Declaration. Then, we highlight the role of the State in the educational governance proposal and, in the last part, we address the role of partnerships in global coordination to carry out the tasks of Education 2030.

## **Sustainable development**

The notion of sustainable development has been discussed since the 1970s, produced amid the understanding that the world crisis at the time was caused by a supposed inefficiency in the way of managing natural resources accompanied by an exacerbated concern with meeting the needs of the without considering the needs of the future generation. Ignacy Sachs (1981, p. 23) designed the proposal to grow without destroying, known as ecodevelopment, seeking to harmonize “social and economic objectives of development with an ecologically prudent management of resources and the environment”<sup>5</sup>. Sachs (2008) advocates growth driven by employment, capable of advancing towards inclusive, sustainable and sustained development, referring, respectively, to social, environmental and economic development.

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<sup>5</sup> “objetivos sociais e econômicos do desenvolvimento com uma gestão ecologicamente prudente dos recursos e do meio”

This advance would demand to face the dilemma of unsustainability that would need to be revised by the paradigms of knowledge production that accompany it:

The transition from the current disintegrated world to one in which development is sustained (with its implicit improvement in the quality of life) requires a radical migration from the present situation of planetary unsustainability to another civilizing model. Such a transition depends, in large part, on profound changes in the theory of knowledge and in the sciences in general. In addition, the basic principles, premises and assumptions of the sciences and their paradigms, in short, have very important signs in terms of directing the economic approach of a sustained society (ROHDE, 1994, p. 25).<sup>6</sup>

Sustainable development has been recommended worldwide in order to contain the imbalance of production and a supposed increase in poverty for current and future generations, which, contradictorily, could compromise the production of the surplus value, essential to capitalism. However, we can understand that the recommendation of the Multilateral Organizations when addressing the “least developed” countries incorporates the concern with the alleviation of poverty not for humanitarian reasons, but for economic reasons. According to Brüseke (1994, p. 18):

The concept of sustainable development has an extremely positive connotation. Both the World Bank, UNESCO and other international entities have adopted it to mark a new philosophy of development that combines economic efficiency with social justice and ecological prudence.<sup>7</sup>

The concern with poverty also resides in the preventive action of the blocs in power, to avoid a social outbreak, as expressed in the excerpt below:

The concept of sustainable economic development when applied to the Third World [...] directly concerns the improvement of the living standards of the poor, which can be measured quantitatively in terms of increased food, real income, educational and health services, sanitation and water supply, etc., and it is not just about economic growth at the national aggregation level. In general terms, the primary objective is to reduce absolute poverty in the poor world by providing safe and permanent livelihoods that minimize resource

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<sup>6</sup> A passagem do atual mundo desintegrado para um em que o desenvolvimento seja sustentado (com sua implícita melhoria da qualidade de vida) exige radical migração da situação presente de insustentabilidade planetária para outro modelo civilizatório. Semelhante transição depende, em grande parte, de mudanças profundas na teoria do conhecimento e nas ciências em geral. Além disso, os princípios, premissas e pressuposições básicas das ciências seus paradigmas, enfim têm sinalizações muito importantes em termos de direcionamento da abordagem econômica de uma sociedade sustentada (ROHDE, 1994, p. 25).

<sup>7</sup> O conceito de desenvolvimento sustentável tem uma conotação extremamente positiva. Tanto o Banco Mundial, quanto a Unesco e outras entidades internacionais adotaram-no para marcar uma nova filosofia do desenvolvimento que combina eficiência econômica com justiça social e prudência ecológica.

depletion, environmental degradation, disruption of culture and social instability (BARONI, 1992, p. 17).<sup>8</sup>

In the late 1980s, the World Commission on Environment and Development created by the UN published the report “Our Common Future” (1988), popularizing the concept of sustainable development for public debate. In 1992, the United Nations Conference on Environment and Development, held in Rio de Janeiro, proposed Agenda 21 which, in addition to environmental issues, discussed development patterns, problematizing poverty and the countries' external debt; unsustainable patterns of production and consumption; demographic pressures and the structure of the international economy. In 2002, at the *Rio + 20 Conference*, the term environment was replaced by Sustainable Development. In 2015, the Sustainable Development Summit met in New York to discuss the objectives to be achieved in the next fifteen years.

The *2030 Agenda* reiterates the concern to alleviate poverty, end hunger, promote well-being, gender equality, empower women and the most vulnerable, ensure sanitation for all, and adds the need to promote employment, entrepreneurship or at least, decent work for everyone. Such priorities are related to a certain perspective of development within the limits of capitalism that needs to minimally ensure the reproduction of social conditions of production. Such conditions were not guaranteed by the destructive advance of neoliberal capitalism, which exhausted natural resources and worsened the social issue to the point of becoming an obstacle recognized by multilateral development organizations.

On other bases, but not in opposition to the goals established by the perspective of the Washington Consensus, another alternative development model was being developed to the adopted neoliberal orthodoxy. In the 2002-2008 period, known as the Washington Post-Consensus (Câmara, 2017), some Latin American countries assume a pro-developmental perspective referred to as new developmentalism<sup>9</sup>. The interpretations of this concept are diverse.

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<sup>8</sup> O conceito de desenvolvimento econômico sustentável quando aplicado ao Terceiro Mundo [...] diz respeito diretamente à melhoria do nível de vida dos pobres, a qual pode ser medida quantitativamente em termos de aumento de alimentação, renda real, serviços educacionais e de saúde, saneamento e abastecimento de água etc., e não diz respeito somente ao crescimento econômico no nível de agregação nacional. Em termos gerais, o objetivo primeiro é reduzir a pobreza absoluta do mundo pobre através de providenciar meios de vida seguros e permanentes que minimizem a exaustão de recursos, a degradação ambiental, a ruptura da cultura e a instabilidade social (BARONI, 1992, p. 17).

<sup>9</sup> Also called by some authors, such as Sampaio Junior and Boito Junior, of neodevelopmentalism.



According to Aloizio Mercadante Oliva<sup>10</sup> (2010, p. 252), for example, the new developmentalism makes it possible “[...] to combine economic stability with accelerated growth, income distribution, social inclusion and promotion of citizenship”<sup>11</sup>. For this economist, the new developmentalism would also be an opposition to the national developmentalist paradigm that prevailed in the country mainly because it was guided “in its first stage, in the distribution of income, social inclusion and combating poverty”<sup>12</sup> (MERCADANTE OLIVA, 2010, p. 09). In the author's view, the “social” became one of the structuring axes of the new process of Brazilian development that would be marked by a “new and dynamic international insertion and the great increase in Brazil's world leading role; the environmental sustainability agenda as a vector for development and efforts for a knowledge society”<sup>13</sup> (MERCADANTE OLIVA, 2010, p. 26). In the author's view, a characteristic of the new developmentalism would be the “[...] growing commitment to environmental sustainability and the creation of a green, creative and innovative economy”<sup>14</sup> (MERCADANTE OLIVA, 2010, p. 44).

These visions and values would produce a reorientation of the action of the State and public institutions, especially with regard to social policies, which would correspond, according to Singer (*apud* BEHRING, 2018, p. 55), to “[...] a fight to partially successful misery without confrontation with capital, [...] the fight against poverty within the order”<sup>15</sup>. Sampaio Junior (2012, p. 680), corroborates this analysis by treating neodevelopment as: “a gross apology for order”<sup>16</sup>.

In our understanding, the objectives of sustainable development (SDGs) are part of a process of capitalism reorganization in a time of crisis that, to reverse the tendency for the profit rate to fall, promotes the deregulation and flexibility of work, lowering wages, unemployment, withdrawal of rights, assault on the public fund, among other problems. The precariousness of life leads millions to join the ranks of cheap and available workforce in a growing global

<sup>10</sup> Economist, he was one of the founders of the Workers' Party and minister of Science and Technology, Education and the Civil House in the governments of President Dilma Rouseff, propeller of the new developmentalism, a hallmark of the Lula Government since 2003.

<sup>11</sup> “[...] conjugar estabilidade econômica com crescimento acelerado, distribuição de renda, inclusão social e promoção da cidadania”

<sup>12</sup> “em sua primeira etapa, na distribuição de renda, inclusão social e combate à pobreza”

<sup>13</sup> “[...] nova e dinâmica inserção internacional e o grande aumento do protagonismo mundial do Brasil; a agenda de sustentabilidade ambiental como vetor do desenvolvimento e os esforços para uma sociedade do conhecimento”

<sup>14</sup> “[...] crescente comprometimento com a sustentabilidade ambiental e com a criação de uma economia verde, criativa e inovadora”

<sup>15</sup> “[...] um combate à miséria parcialmente exitoso sem confronto com o capital, [...] o combate à pobreza dentro da ordem”

<sup>16</sup> “uma grosseira apologia da ordem”

uberization process that expands the mass of workers available in the world for *Gig Economy*<sup>17</sup>. In this context, the underprivileged depend, even to be exploited, on minimum health and education conditions, so that it started from the bastion of capital to ensure the reproduction of social relations of production, a review of the development policies of the WB. According to Salles (2016, p. 117)

The emphasis on economic stability as a precondition for development and the fight against poverty remains. The very idea underlying the concept of Good Governance summarizes the democratic-capitalist agenda: leaving responsibility for economic growth to private agents, giving them freedom and, at the same time, guaranteeing the inclusion of those excluded from the benefits of development to basic services. However, this positive view of the State brings with it a paradox: if, on the one hand, there is a recognition that the State matters, on the other hand, the State is not prepared to make the necessary changes for progress - it must be supported by a set of public and private institutions.<sup>18</sup>

Carcanholo's (2015) thesis allows us to deepen this analysis, by demonstrating that the new developmentalism despite the apparent focus on social policies, in essence, rescues principles of liberalism in a context of capital crisis since,

[...] 'post-neoliberalism', 'neodevelopmentism' or whatever the name one wants for these experiences are false alternatives to neoliberalism. Neoliberalism is not averse to social policies, so it is not the mere existence of these that denies it. This is a profound ignorance of what neoliberalism is. Just a first reading by the authors - Friedman, Hayek, Von Mises, etc. - to realize that they have something to say about social policies. Evidently, these are not generalized policies, which contradict the capitalist logic of accumulation. These are focused, temporary policies that seek to minimize the social effects that may arise from implementing structural reforms. But these reforms are necessary and, in the long run, make social policies unnecessary. That is why they are temporary and focused. Note that it is precisely the neoliberal discourse of policies that characterized experiences like the Brazilian one (CARCANHOLO, 2015, p. 15).<sup>19</sup>

<sup>17</sup> Expression used to designate work on demand or "gigs" due to the flexibility of working relationships in the digital age, encouraging the provision of temporary, short-term jobs, in addition to freelance professionals, freelancers and workers on online platforms such as uber and airbnb, zero hour contract workers, on-call workers, among others.

<sup>18</sup> A ênfase dada à estabilidade econômica como pré-condição para o desenvolvimento e o combate à pobreza permanecem. A própria ideia subjacente ao conceito da Boa Governança sintetiza a agenda democrático-capitalista: deixar a cargo dos agentes privados a responsabilidade pelo crescimento econômico, atribuindo-lhes liberdade e, ao mesmo tempo, garantir a inclusão daqueles excluídos das benesses do desenvolvimento aos serviços básicos. Porém, essa visão positiva do Estado traz consigo um paradoxo: se, por um lado, há o reconhecimento de que o Estado importa, por outro lado, o Estado não está preparado para realizar as mudanças necessárias para o progresso – deve estar amparado por um conjunto de instituições públicas e privadas.

<sup>19</sup> [...] 'pós-neoliberalismo', 'neodesenvolvimentismo' ou qualquer que seja o nome que se queira para essas experiências são falsas alternativas ao neoliberalismo. O neoliberalismo não é avesso a políticas sociais, então não é a mera existência destas que o nega. Isto é um profundo desconhecimento do que é o neoliberalismo. Basta uma primeira leitura dos autores – Friedman, Hayek, Von Mises, etc. – para perceber que eles têm algo a dizer sobre políticas sociais. Evidentemente que não se trata de políticas generalizadas, que contrariem a lógica capitalista de



A thorough analysis of the document *Transforming our world: the 2030 agenda for sustainable development* (UN, 2016), allows identifying the presence of the elements highlighted by Mercadante Oliva (2010) when characterizing the implemented social, economic and infrastructure policy for sustainable development by the Lula Government in Brazil, which tends to indicate, as Boito Junior and Berringer (2013) have already stated, that Brazil has implemented the possible development within the limits of neoliberalism in an efficient and effective way, to the point of gaining prominence at the time of the worldwide proposal of goals and strategies for sustainable development.

The axes of sustainable development are recovered, in that document, and related to education, indicating the importance it occupies, representing an update of the Human Capital Theory. This resumption of the principles proposed by Schultz in the 1950s rescues the instrumental and reproductive conception attributed to education and school in capitalist society. The keynote of Incheon's political and economic debate is the idea of Education as a development factor, but on other grounds. Covered by a set of slogans - social justice, inclusion, protection, dignity, cultural, linguistic and ethnic diversity - the recommendations and adjectives used indicate that education is not the central object of the 2030 Agenda, but only a means to achieve planned purposes by central countries to be implanted in the periphery, as indicated by the expressions "Education for global citizenship", "Education for sustainable development".

### **Towards Education 2030: an analysis of the Incheon Declaration**

The document entitled the *Incheon Declaration and Framework for Action Towards inclusive and equitable quality education and lifelong learning for all* was structured in three parts: I - Vision, rationale and principles; II - Objectives, strategic approaches, goals and indicators and III - Implementation modalities (monitoring, coordination and evaluation). The Declaration establishes as a goal for Basic Education at least nine compulsory years, with at least one year of free preschool. One of the proposals contained in the document is that everyone should acquire functional competence in reading, writing and mathematics to become "active citizens". To this end, it proposes Distance Education, encouraging informal learning through

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acumulação. Trata-se de políticas focalizadas, temporárias que procuram minimizar os efeitos sociais que podem advir da implementação das reformas estruturais. Mas essas reformas são necessárias e, no longo prazo, tornam as políticas sociais desnecessárias. Por isso elas são temporárias e focalizadas. Perceba-se que é exatamente o discurso neoliberal das políticas que caracterizaram experiências como a brasileira (CARCANHOLO, 2015, p. 15).

information and communication technology (ICT), massive online education and even “literacy through mobile phones”<sup>20</sup> (UNESCO, 2016, p. 47).

With regard to Early Childhood Education, highlights the importance of reforms in the curriculum to include socioemotional skills (SES) since pre-school. It emphasizes the relevance of socio-emotional learning systems necessary for the construction of “peaceful”, just, healthy and sustainable societies.

The document states that in the face of a rapidly changing job market and youth unemployment and an aging workforce, “young people and adults must improve their skills and learn new ones with a view to employment, entrepreneurship or “decent work”” (UNESCO, 2016, p. 42). It is recommended that countries facilitate the transition between school and work, offer on-the-job training, that governments review their sector plans, budgets, curricula and teaching materials, teacher formation and supervision. Proposes to Technical-Professional Education and Youth and Adult Education (EJA) flexible learning paths, recognition/validation/certification of skills and competences acquired through both formal education and informal and “non-formal” education (UNESCO, 2016 p. 41), including in the workplace. In this way, the WB's desire to transform the notion of an “education system” to expand the private space is operationalized, as Robertson well noted (2012, p. 294)

By redefining the term "education system" to include a broader spectrum of actors - from "national and local governments to private education providers, individuals and their families, communities and non-profitable and profitable organizations" (WORLD BANK, 2011) - the door is effectively open to the private sector in a systematic way.<sup>21</sup>

The action framework proposes that companies can also be considered institutions of Technical and Professional Education and Formation (TPEF), whose leaders, including teachers and companies, are qualified/certified. Therefore, it announces that new assessments will be necessary to certify them and advances the creation of TPEF's “Transnational Recognition of Qualifications”<sup>22</sup> (UNESCO, 2016, p.43), which would presuppose global assessment initiatives and programs that aimed at establishing worldwide school rankings.

According to Martins (2018, p. 326), on the influence of the neoliberal model,

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<sup>20</sup> “alfabetização por meio de telefones móveis”

<sup>21</sup> Ao redefinir-se o termo "sistema de educação" para que inclua um espectro mais amplo de atores – de “governos nacionais e locais até provedores privados de educação, indivíduos e suas famílias, comunidades e organizações não lucrativas e lucrativas” (WORLD BANK, 2011) – a porta fica efetivamente aberta ao setor privado de maneira sistemática.

<sup>22</sup> “Reconhecimento Transnacional de Qualificações”

[...] decentralization policies are beginning to be designed, which in education have resulted in different degrees of school autonomy. But this apparent possibility, freedom of choice, develops in parallel with the construction of an external evaluation system, involving diverse and progressive forms of evaluation, which initially would function as a thermometer, an instrument to diagnose school reality, but which gradually passed to be used in school rankings.<sup>23</sup>

The comparison of results is a device of power in the hands of managers eager for effectiveness. According to the document, the strategy to achieve the 2030 targets requires mobilizing resources for adequate financing and establishing effective and inclusive partnerships. It requires well-qualified, trained, motivated, well-paid teachers and managers who use appropriate pedagogical approaches, rely on ICT, creating “gender-responsive, inclusive, safe, healthy, equipped environments that facilitate learning”. At first, it may be strange to see such adjectives to partnerships as well as the defense of increased public expenditure on education. Successive readings, however, allow us to understand that they will be prioritized for investment in ICT, technical and professional formation and aim at greater participation of the private sector in public education, instituting participatory governance<sup>24</sup>. To this end, they emphasize the need for new legal and political frameworks to foster partnerships and the right for all stakeholders to participate in the educational issue.

The emphasis on improving management capacity is reaffirmed numerous times in the document, as in the excerpt:

We reaffirm that the primary responsibility for the successful implementation of this agenda lies with governments. We are determined to establish legal and political frameworks that promote accountability and transparency, as well as participatory governance and coordinated partnerships at all levels and sectors, in addition to supporting the struggle for the right to participation of all stakeholders (UNESCO, 2016, p. 09).<sup>25</sup>

The document warns that the strategies presented are generic and require adaptation to different national contexts and priorities, assuming that it will be up to national and local

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<sup>23</sup> [...] começam a ser desenhadas políticas de descentralização, que na educação resultaram em diferentes graus de autonomia escolar. Mas essa aparente possibilidade, liberdade de escolhas, se desenvolve paralelamente a construção de um sistema de avaliação externa, envolvendo diversas e progressivas formas de avaliação, que inicialmente, funcionariam como um termômetro, um instrumento para diagnosticar a realidade escolar, mas que gradativamente, passaram a ser utilizadas em “rankings” escolares.

<sup>24</sup> According to Torres and Kerbauy (2019, p. 15), the term governance came to be used in the context of the new public administration under the influence of the World Bank to designate the efficient administration of public affairs, good governance.

<sup>25</sup> Reafirmamos que a responsabilidade fundamental para a implementação bem-sucedida desta agenda cabe aos governos. Estamos determinados a estabelecer marcos legais e políticos que promovam a prestação de contas e a transparência, bem como a governança participativa e parcerias coordenadas em todos os níveis e setores, além de apoiar a luta pelo direito à participação de todas as partes interessadas (UNESCO, 2016, p. 09).

governments to adapt the strategy thought by the center. Calls for collaboration between “relevant ministries” and members of civil society, the private sector, multilateral partners. It establishes that governments must strengthen educational systems, improving effective accountability and governance mechanisms, for quality assurance, information systems for education management, transparent and effective financing mechanisms. Complains about the lack of data for interventions, indicators for teacher management, and evidence for policy. Assessments are praised to ensure consistency, diverse sources of data, including information systems on the management of Education and relevant domestic and school research to facilitate the monitoring of “social exclusion in education”<sup>26</sup> (sic. P.20). This discursive construction takes education in isolation and suggests an obtuse reasoning of a supposed social exclusion internal to education. Going further, it proposes the construction of a World Inequality Database on Education so that decision makers can act. With this expedient, we try to attribute to education the problems of social exclusion and unemployment, as if they stem from the deficiencies and difficulties of individuals. Despite the illogicity in addressing such problems, the proposition of such a database reveals that more evaluations will be created so that the “lords of the world” (CHOMSKY; DIETERICH, 1995), in possession of world data, make “decisions based on evidence”.

Teachers are considered key players in this project and it is estimated that, in order to achieve the Education 2030 goals, it will still be necessary to hire more than 3.2 million teachers worldwide. It recognizes that it is necessary to make teaching attractive. In the prescriptions, the document criticizes the existing model of teacher training and management as inadequate. It is said that it is necessary to revise teacher formation, suggesting internationalization, so that teachers can be qualified through international cooperation.<sup>27</sup> In order to ensure the monitoring of teachers, it proposes to “strengthen school leaders”, to develop qualifications for teachers, teachers of teachers, supervisors and education inspectors. Furthermore, they claim that teachers “need to be properly hired, have support from well-funded, efficient and effectively governed systems”<sup>28</sup> (UNESCO, 2016, p. 54).

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<sup>26</sup> “exclusão social na educação”

<sup>27</sup> In Brazil, in 2019, CAPES opened edicts of Professional Development of Basic Education Teachers to be held in Canada and the United States (CAPES, 2019).

<sup>28</sup> “precisam ser adequadamente contratados, contar com apoio de sistemas bem financiados, eficientes e governados de forma eficaz”

## Local governments, global governance: educational management

The *2030 agenda* recognizes that progress has been made in recent decades as a result of a joint effort, but indicates that given the fact that the goals set by the World Declaration on Education for All in Jomtien in 1990 have not yet been achieved, this effort needs to be increased in the direction of proposing an “inclusive and equitable quality education, and promoting opportunities for lifelong learning for all”<sup>29</sup>. This would be the education proposal “essential for peace, tolerance, human achievement and sustainable development”<sup>30</sup> (UNESCO, 2016, p. 7).

We observe in this set of values recommended by the document that there is an indication for an education that values socio-emotional competences such as flexibility, resilience, tolerance, creativity, proactivity, as already recommended by the report of the 21st Century Education Committee chaired by Delors, in 1996. Based on the postmodern agenda in its valuation of subjectivity and denial of conflicts, they advocate respect for diversity, valuing identity issues in the abstract, without considering the processes and relations that historically produce and reproduce concepts, prejudices, ideas, ideologies, hierarchies, oppression, exploitation and social exclusion. They refer to violence, the danger of war, to propose an ethereal “education for peace”. They refer to “vulnerable subjects”, “marginalized”, as if they were personal attributes, without questioning the social order that nourishes vulnerability and marginalization.

We found, then, that the proposals for education recover those that have been recommended by the reformers since the 1990s, increasing the incentive to mutual collaboration for access to inclusive and equitable education and drawing attention to the centrality of education for sustainable development. The *2030 Agenda* is presented as universal, but addressed to countries classified as “developing”. It is reinforced that the global education agenda should work within the framework of the general framework of international development, facilitating intercultural dialogue, fostering respect for cultural, religious and linguistic diversity, vital aspects to achieve cohesion and social justice. According to the document, in order to achieve Sustainable Development Goal 4, it is necessary to:

[...] establish effective and inclusive partnerships; improve educational policies and the way they work together; ensure equitable, inclusive and quality educational systems for all; mobilize resources for adequate education

<sup>29</sup> “inclusiva e equitativa de qualidade, e promover oportunidades de aprendizagem ao longo da vida para todos”

<sup>30</sup> “essencial para a paz, a tolerância, a realização humana e o desenvolvimento sustentável”

financing; and ensure monitoring, follow-up and review of all targets (UN, 2016, p. 31).<sup>31</sup>

In order for these goals to be achieved, the role of the State as coordinator of efforts and results is valued, global, national and local partnerships led and monitored by countries, and an efficient management aimed at controlling results and promoting successful practices. Such priorities and actions are guided by a systemic and global perspective that has as one of its pillars the valorization of the place. The perspective of multiculturalism and diversity stands out, aspects that are highly valued in World Bank policies for education in the 1990s, in order to ensure the naturalization of unequal results, which they refer to as “equity”. These aspects can be highlighted in the excerpt below:

Country-led action will lead to change, with the support of partnerships and effective financing from multiple stakeholders. Governments are expected to translate global goals into national goals, which can be achieved based on their educational priorities, national development plans and strategies, the ways in which their educational systems are organized, their institutional capacity and availability resources (UNESCO, 2016, p. 35).<sup>32</sup>

The central role and role of national/local governments in achieving an inclusive and equitable education that can contribute to sustainable development, appears several times in the document:

The essence of Education 2030 is concentrated at the national level. Governments have the primary responsibility for fulfilling the right to education and play a central role as guardians of the efficient, equitable and effective financing of public education. They should maintain political leadership for education and guide the process of contextualizing and implementing the objectives and goals of education 2030 based on national experiences and priorities, while ensuring a transparent and inclusive process with other key partners. The role of the state and government is crucial to regulating standards, improving quality and reducing disparities between regions, communities and schools. Governments should, in contexts where appropriate, integrate education planning with poverty reduction, sustainable development strategies and humanitarian responses [...] (UNESCO, 2016, p. 57).<sup>33</sup>

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<sup>31</sup> [...] estabelecer parcerias eficazes e inclusivas; aprimorar políticas educacionais e a forma como elas funcionam em conjunto; garantir sistemas educacionais equitativos, inclusivos e de qualidade para todos; mobilizar recursos para um financiamento adequado da educação; e garantir monitoramento, acompanhamento e revisão de todas as metas (ONU, 2016, p. 31).

<sup>32</sup> A ação liderada pelos países conduzirá a mudanças, com o apoio de parcerias e financiamento efetivo de múltiplas partes interessadas. Espera-se que os governos traduzam metas globais em metas nacionais, que possam ser alcançadas com base em suas prioridades educacionais, em seus planos e suas estratégias de desenvolvimento nacional, nas formas como seus sistemas educacionais são organizados, em sua capacidade institucional e na disponibilidade de recursos (UNESCO, 2016, p. 35).

<sup>33</sup> A essência da Educação 2030 concentra-se no nível nacional. Os governos têm a responsabilidade principal de cumprir com o direito à educação e desempenham um papel central como guardiões do gerenciamento e do



From the excerpts, we can infer that the indication for reducing disparities corresponds to the logic that the results need not be universal and incorporate the perspective of humanized capitalism. In this sense, we can understand that the State's action in establishing rules and regulating norms and standards for education can be significant for the improvement of its quality, however it represents much more, given its class character, the standardization of content, forms of management and recognition that some are destined for success and others for failure, as supported by liberal doctrine and its ultraliberal aspect that underlies contemporary capitalism.

### **Educational Management: Coordination and partnerships to carry out the tasks of Education**

Corroborating the idea that there is an efficiency crisis in the administration of public affairs and that it is necessary to promote reform in order to achieve the Agenda's success, the Incheon document recommends that it is necessary: “Strengthen the efficiency and effectiveness of institutions, school leaders and governance, through greater involvement of communities, including young people and parents, in the management of schools”<sup>34</sup> (UNESCO, 2016, p. 37). The emphasis on improving the efficiency of school systems for the success of the Agenda is recommended as follows:

In implementing the new agenda, the focus should be on the efficiency, effectiveness and equity of educational systems. Educational systems must reach, attract and retain those who are currently excluded or at risk of being marginalized. In addition, to ensure quality education and conditions for effective educational outcomes, governments should strengthen education systems by establishing and improving appropriate and effective accountability and governance mechanisms; quality assurance, educational management information systems; transparent and effective funding procedures and mechanisms; and institutional management devices, in addition to ensuring the availability of reliable, current and accessible information (UNESCO, 2016, p. 31-32).<sup>35</sup>

financiamento eficiente, equitativo e eficaz da educação pública. Eles deveriam manter a liderança política para a educação e guiar o processo de contextualização e implementação dos objetivos e metas da educação 2030 com base nas experiências e nas prioridades nacionais, ao mesmo tempo em que garantam um processo transparente e inclusivo com outros parceiros-chave. O papel do Estado e do governo é crucial para regular padrões, melhorar a qualidade e reduzir disparidades entre regiões, comunidades e escolas. Os governos deveriam, nos contextos em que for apropriado, integrar o planejamento da educação com redução da pobreza, estratégias de desenvolvimento sustentável e respostas humanitárias [...] (UNESCO, 2016, p. 57).

<sup>34</sup> “Fortalecer a eficiência e a eficácia de instituições, lideranças escolares e governança, por meio de maior envolvimento das comunidades, incluindo jovens e pais, no gerenciamento das escolas”

<sup>35</sup> Na implementação da nova agenda, o foco deve ser voltado à eficiência, à eficácia e à equidade dos sistemas educacionais. Os sistemas educacionais devem alcançar, atrair e reter os que estão atualmente excluídos ou sob risco de serem marginalizados. Além disso, para garantir uma educação de qualidade e condições para resultados

We understand that the involvement of communities in management concerns the assumption of cooperation recommended in the *Agenda*, which, in turn, presupposes participation in school financing and accountability for the results achieved with a view to increasing the efficiency of the resources used: “Increase in efficiency and accountability can increase the efficiency and effectiveness of using existing resources and ensure that funding reaches the classroom”<sup>36</sup> (UNESCO, 2016, p. 67). There is no denying that under this logic the community approaches the school and interferes, to a certain extent, in decision-making within the school, however, it should be noted that these decisions are conditioned/limited by the aspect of control and monitoring of results that are the responsibility of the State, as well as the curricular determinations.

In several passages, the Incheon document highlights the relevance of education and assigns it multiple tasks: it is essential for peace, tolerance, human achievement and sustainable development; it is “a key element for achieving full employment and eradicating poverty”<sup>37</sup>; it transforms the lives of individuals, communities and societies; it plays a key role in eradicating poverty, helping to obtain decent jobs, increasing its income, generating productivity gains and accelerating growth; it can accelerate progress, among others. With these assertions, which dissipate in common sense, claiming that educational systems need to be relevant and respond promptly to the rapidly changing job market, generating relevant, efficient, quality learning results that promote creativity and knowledge, ensuring acquisition basic literacy and math skills, analytical and problem solving skills of a high cognitive level, interpersonal and social skills. The document warns of the need to concentrate efforts on the most “disadvantaged” (UNESCO, 2016, p. 7), to ensure that children and young people acquire curiosity, courage and resilience, “develop the flexible skills they need to live and work throughout their lives in a safer world”<sup>38</sup> (UNESCO, 2016, p. 26).

It is worth highlighting the way in which anthropomorphic educational systems are added, making them more resilient, responsive to conflicts and social instability. In order to reduce “risks of conflicts and natural disasters”, they propose education to mitigate conflicts,

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educacionais eficazes, os governos deveriam fortalecer os sistemas educacionais instituindo e aprimorando mecanismos apropriados e eficazes de responsabilização e governança; garantia de qualidade, sistemas de informação para gerenciamento educacional; procedimentos e mecanismos de financiamento transparentes e eficazes; e dispositivos de gerenciamento institucional além de garantir a disponibilização de informações confiáveis, atuais e acessíveis (UNESCO, 2016, p. 31-32).

<sup>36</sup> “Aumentar a eficiência e a responsabilização pode aumentar a eficiência e a eficácia do uso dos recursos existentes e garantir que o financiamento chegue até a sala de aula”

<sup>37</sup> “elemento-chave para atingirmos pleno emprego e erradicação da pobreza”

<sup>38</sup> “desenvolvam ao longo da vida competências flexíveis que necessitam para viver e trabalhar em um mundo mais seguro”

education for peace. Stakeholders must ensure that educational institutions are protected as zones of peace, free from violence. Fantastically, they intend to produce peace “in vitro”. They neglect the violence present in the school routine by taking it into account, without regard to the context and social relations that produce the violence, and send the reader to think of the extremes of terror produced by wars, shootings or massacres, by suggesting that schools stay “immune to attacks, kidnapping, it is necessary to end the impunity of armed groups that attack educational institutions”<sup>39</sup> (UNESCO, 2016, p. 35)

Perversely, they associate education with “preventing marginalization”, a task that must start from early childhood, claiming that investments in young children, “especially those from marginalized groups” produce greater long-term impacts, educational and development outcomes

The monitoring of results is a constant in the *Agenda* through evaluation mechanisms that aim at ranking educational systems and enhancing meritocracy. We infer that an important incentive mechanism for improving the management and quality of learning outcomes is the valuation and recommendation of “effective practices”, “good practices” or “best practices” as stated in the Incheon document, with a view to transposing them to education management experiences and innovative approaches, as well as standards of excellence, generally from the private sector, which, according to the document, could, alongside philanthropic institutions “[...] play an important role with their experience, its innovative approaches, its business knowledge and its financial resources to strengthen public education”<sup>40</sup> (UNESCO, 2016, p. 58).

This recommendation appears for example when the document recommends for the effective expansion of adult literacy and capacitation programs, involving the partnership of civil society and taking advantage of their experiences and good practices. The recommendation is explicit: “Unesco, through its regional offices and together with those responsible for education 2030, will further promote the sharing of knowledge, policies and effective practices between regions”<sup>41</sup> (UNESCO, 2019, p. 61). For this task, they indicate that in the scope of the research there is space to “[...] help map progress, propose options or solutions and identify best

<sup>39</sup> “imunes a ataques, sequestro, é preciso acabar com a impunidade de grupos armados que atacam instituições educacionais”

<sup>40</sup> “[...] desempenhar um papel importante com sua experiência, suas abordagens inovadoras, seus conhecimentos sobre negócios e seus recursos financeiros para fortalecer a educação pública”

<sup>41</sup> “A Unesco, por meio de seus escritórios regionais e junto com os corresponsáveis pela educação 2030, promoverá ainda mais a partilha de conhecimentos, políticas e práticas eficazes entre as regiões”

practices that are innovative, replicable and transferable, in order to [...] contribute with innovative approaches to deal with the challenges of education”<sup>42</sup> (UNESCO, 2016, p. 59).

We understand that this valorization of excellence, called “successful practices”, “good practices”, “effective practices”, “best practices” or “innovative practices” are related to the resumption of the logic of reforms implemented in 1990, when it was assumed that there was an efficiency crisis that needed to be reversed in order to adapt the State and its institutions, do more with less, as well as achieve a certain quality of education. The resumption of these principles may indicate the continuity of the administrative reform of the Brazilian State, which started in the mid-1990s, but is still unfinished.

In Brazil, after the interregnum of the so-called neodevelopmentism, the neoliberalism of the 1990s gave way to the advancement of ultraliberalism in the second decade of the 21st century, so that the documents guiding sustainable development carry a reissue/renewal of its principles and theses in order to maintain bourgeois hegemony by updating the logic that sustains the mode of production of existence and the capitalist social order.

In order to effectively coordinate the implementation of the agenda, the documents indicate that governments should establish mechanisms to be the main source of information on the process and monitoring at regional and global levels, with support from the UN and external assistance by multilateral agencies. Unesco is responsible for political dialogue, setting standards, offers political advice, will convene stakeholders to conduct the implementation of *2030 Agenda*. Recommends to governments, dialogue with “relevant partners, formal meetings at high level events, strategies communication, advocacy, resource mobilization, building capacity to implement joint projects”<sup>43</sup> (UNESCO, 2016, p. 61). In this direction, Unesco will offer strategic guidance to review the progress of the goals, make recommendations on key priorities and catalyst actions to achieve the new agenda, monitor and advocate for adequate funding, harmonization and coordination of partner activities. Without much emphasis, it refers to the importance of evaluation and “the ability of governments to disaggregate data appropriately and use it efficiently”<sup>44</sup>, a possibility that extends and expands to the United Nations, Unesco and the organizations that assume prominence in the governance of this global project, compiling data from all countries.

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<sup>42</sup> “[...] ajudar a mapear o progresso, propor opções ou soluções e identificar melhores práticas que sejam inovadoras, replicáveis e transferíveis, de modo a [...] contribuir com abordagens inovadoras para lidar com os desafios da educação”

<sup>43</sup> “parceiros relevantes, reuniões formais em eventos de alto nível, estratégias de comunicação, advocacy, mobilização de recursos, construção de capacidades de implantação de projetos conjuntos”

<sup>44</sup> “capacidade de os governos desagregarem dados de forma adequada e usá-los eficientemente”

In summary, they prescribe that governments must integrate education planning, poverty reduction, sustainable development strategies; to be attentive to the “voices of the citizen”, of the civil society and to adopt innovative approaches of advocacy. They point out that the private sector and philanthropic organizations have extensive experience and approaches in this direction, and can play an important role in this project. Not to mention the relevance of the public university in the production of scientific research, they generally refer to researchers who will be able to make available useful knowledge of education to policy makers, proposing “solutions and identifying best practices that are innovative, replicable and transferable”<sup>45</sup> (UNESCO, 2016, p. 28). Incheon’s document highlights the relevance of Tertiary Education, indicating the university’s small role in the range of options for this level of education. In Goal 4.3 it anticipates the end of free Higher Education, when they argue that education be offered “at affordable prices, including the university”<sup>46</sup> (UNESCO, 2016, p. 40). To make it more attractive, it proposes massive distance tertiary education courses and announces the proposal for “internationalization of tertiary education and research systems in less developed countries”<sup>47</sup> (UNESCO, 2016, p. 52).

This aspect of effective partnerships is reiterated in the document, it is recommended that in addition to the involvement of public and private sectors, the involvement of trade unions to succeed in achieving this Agenda.

## Final considerations

Our purpose with this article was to discuss the trends for education indicated in Education 2030, highlighting its links with the needs of contemporary capitalism, in its neodevelopmental guise. We seek to demonstrate aspects of continuity and deepening of certain neoliberal policies popularized after the Washington Consensus, but also to indicate ultraliberal “innovations” adopted in the post-2000 model of world development.

Our interpretation is that the so-called Brazilian neodevelopmentism does not constitute an opposition to neoliberalism, but combines neoliberalism with social policies, in a form of development that accompanied the worldwide movement to propose a Third Way neoliberalism in the 1990s, succeeded by the “good governance” model in the 21st century. In it, the State is called upon to act alongside the private sector, with tasks linked to the establishment of norms

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<sup>45</sup> “soluções e identificando melhores práticas que sejam inovadoras, replicáveis e transferíveis”

<sup>46</sup> “a preços acessíveis, inclusive a universidade”

<sup>47</sup> internacionalização dos sistemas de educação terciária e de pesquisa em países menos desenvolvidos”

and standards, that is, restricted to regulating and ensuring the legality to repress and reproduce the relations necessary to the capitalist mode of production and its perspective current sustainable development. The State is seen as the coordinator of efforts and results, responsible for efficient management aimed at controlling results and promoting successful practices, a task guided by a systemic and global perspective.

From the analysis carried out, we saw that Unesco stands ready to offer political advice and strategic guidance to countries within the systemic perspective that proposes global governance with value for the place. The State is called upon to lead the implementation of new development strategies that achieve global goals, charged with the mission of effective management to reduce disparities. The concern with vulnerable and marginalized subjects is not a mere fallacy, they are used to justify an orchestrated action to concentrate efforts on the most disadvantaged. To this *noble* end, they seek to justify the emphasis placed on the formation of socio-emotional skills, especially tolerance and resilience for the capital project. Emphasize education for peace, the interest in promoting peaceful societies, through strategies for the passion and containment of the poorest through the formation of resilient subjects. Inclusion is evoked several times in the document, bringing the aura of humanized capitalism.

EDS strategies, like a siren song, try to convince the unwary attracted by a discourse that mixes managerialism and sustainability, structured around principles dear to the historical struggles for education: rights, participation, inclusion. The 2030 Agenda does not deny poverty, deforestation, predatory extraction and depletion of natural resources, but presents sustainability as a vector for growth. We have seen an exponential growth of NGOs, OSCIPs, foundations and business institutes embracing humanitarian and environmental causes. The State promotes partnership with civil society, participatory governance, the right to “stakeholder” participation, legitimizing the participation of private providers of public education. This intention is expressed in the proposals for formal, non-formal and informal education for the construction of “global citizenship”. They value the possibility of taking advantage of good practices and successful experiences to justify the need for international coordination, led by multilateral organizations that represent capital at the transnational level. The 2030 agenda aims to convert sustainability into growth drivers under global governance to achieve the goals set by the dynamic center of capitalism.

In short, the analysis of the document allows us to infer that the education that is to come is no longer conceived as a question of the State, but supranational and that puts itself at the service of a given development project. An education with contours of the instrumental and reproductive conception that marks the Theory of Human Capital so dear to the reproduction



of the bourgeois model of reproduction of existence. It is this logic that still lacks our analysis and confrontation.

In the contemporary version of development, capitalism adopts the humanitarian narrative. However, as much as they try to adorn it, the dynamic reality exposes its contradictions, especially in times of great crises, such as the pandemic caused by the COVID 19 that we are experiencing. The appeals make class interests evident: while the majority struggles to save human life, the tiny minority calls on workers to save the economy, showing that it is work that produces wealth. Companies *per se*, capital, inputs and idle machines do not generate value. The catastrophic scenario of the announced dystopias requires evoking utopia, remembering that the struggle for emancipation must be permanent.

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