

Ten-Year Education Plan: teacher training, quality and management

ARTICLE

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Abstract

The aim of this paper is to analyse the relationships between international agreements and the Ten-Year Education Plan, published in Brazil in 1993, with regard to how the documents address the relationship between teacher training, quality, and management. The applied methodology was document analysis, with the main sources being the World Declaration on Education for All and the Ten-Year Education Plan for All. The research concludes that the Brazilian government's educational plan aligned with international trends, focusing on in-service teacher training and the implementation of results management strategies, with limited employee participation to meet standardised goals set by the public administration.

Keywords: Total Quality Management Theory. Management. Managerialism. Teacher Training.

Plano decenal de educação: formação do magistério, qualidade e gestão

Resumo

O objetivo deste trabalho é analisar as relações entre os acordos internacionais e o Plano Decenal de Educação, publicado no Brasil em 1993, no que se refere a forma como os documentos abordam a relação entre formação docente, qualidade e gestão. A metodologia aplicada foi a análise documental, tendo como principais fontes a Declaração Mundial de Educação para Todos e o Plano Decenal de Educação para Todos. A pesquisa conclui que o plano educacional do governo brasileiro se alinhava às tendências internacionais, focando na capacitação em serviço de professores e na implementação de estratégias de gerenciamento de resultados, com participação limitada dos funcionários para atingir metas padronizadas estabelecidas pela administração pública.

Palavras-chave: Teoria da Qualidade Total. Gestão. Gerencialismo. Formação Docente.

1 Introduction

This text studies the articulation between the themes of teacher training, quality and management in the Ten-Year Plan for Education for All (PDET) published in 1993, assuming that there may be continuities in relation to the guidelines contained in documents published by multilateral organizations. In this sense, a comparative study is carried out between the World Conference on Education for All, which took place in the early 1990s, and the PDET policy created in Brazil, with a view to clarifying the educational conceptions present in the educational scenario at the time.

In the late 1980s and early 1990s, several international agreements were reached, including the Jomtien Conference. These agreements called for structural adjustments and the alignment of countries, especially developing countries, with a common agenda of capitalism at international level. As far as education policies are concerned, what was established as a capitalist consensus was, among other things: the encouragement to offer education focused on four-year primary schooling; the creation of parameters to measure results and control public management spending; the indication of training using the so-called learning to learn pedagogy. All of this has led to significant changes in the relationships established in schools, in teacher training, in the quality of educational processes and in the management of educational systems.

In this sense, we decided to problematize: how do international agreements and the PDET address the relationship between teacher training, quality and management? The aim of this paper is therefore to analyze the relationship between international agreements and the PDET (1993) in terms of how they address the relationship between teacher training, quality and management.

The central hypothesis is that the documents include educational quality as a result of changes in the way education is managed and that teacher training could be one of the strategies used to achieve the goal of improving the quality and efficiency of educational processes. The topic is relevant insofar as it systematizes possible approximations and distances between the policy created in Brazil and international agreements, explaining the

conceptions that underpinned the educational debate at the time and have consequences for current policies.

2 Methodology

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The paper focuses on the educational debates taking place on the international stage and their repercussions on Brazilian politics in the early 1990s, the timeframe used in the text. The method used was a literature review, with a systematized study of some of the concepts central to the research, such as total quality (Neto, 2001); skills pedagogy (Saviani, 2013); and state reform (Barão, 1999; Shiroma, 2004).

In addition, we analyzed educational policy documents based on Evangelista (n.d.), for whom educational policy documents need to be read between the lines and interpreted in the light of the theoretical-methodological framework. The two main documents analyzed are the World Declaration on Education for All and the Ten-Year Plan for Education for All (1993).

3 Results and Discussion

The field of education policy is marked by countless disputes and reforms that have been built up or imposed over the years. Many of these reforms reverberate to the present day, but none of them seem to have as much relevance for understanding the recent Brazilian educational scenario as the reforms initiated in the 1990s in dialogue with conferences promoted by multilateral organizations. These conferences were important in the construction of thinking about the “quality of education”, incorporated into documents that standardize educational conceptions, school action and shaped many of the current policies.

The World Conference on Education for All, held in Jomtien, Thailand, in March 1990, represents a milestone in the formal introduction of concepts transplanted from the business world to education (Neto, 2001). As the main international event focused on

education at the time, this conference was promoted by the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Children's Fund (UNICEF) and the United Nations Development Organization (UNDP) in co-organization with the World Bank. The main agenda of the Jomtien Conference was the creation of a Basic Learning Needs Satisfaction Plan for underdeveloped countries. The event was also attended by various international, regional and non-governmental organizations (NGOs). Barão (1999) notes that, in short, the conference involved more than 100 countries and non-governmental organizations in discussions about the quality of education, combating illiteracy and fighting poverty through quality education, and resulted in a declaration signed by the member countries, including Brazil. The World Declaration on Education for All explains the elements that define the satisfaction of basic learning needs as follows:

These needs include both the essential tools for learning (such as reading and writing, speaking, calculating, problem-solving) and the basic learning content (such as knowledge, skills, values and attitudes) needed for human beings to survive, develop their full potential, live and work with dignity, participate fully in development, improve the quality of life, make informed decisions and continue learning (Unesco, 1990, p. 2).

The promotion of this Conference presents a strategic perspective on the role that education has come to play in the sustainability of countries engaged with the liberal agenda (Rabelo; Segundo; Jimenez, 2009). It can be seen in the body of the text of the Jomtien Declaration that the word “quality” (found seventeen times throughout the document) served as a central point for determining the goals to be achieved by developing countries, corroborating Neto's (2001) understanding of the transplantation of business ideas linked to the Total Quality Theory applied to the educational field.

Neto (2001) explains that total quality is a concept from the field of administration that originated in the United States and was implemented in Japan after the Second World War. Some scholars point to this concept as the model that contributed to Japan's reconstruction and economic rise among the world powers. Total Quality is associated with and known as the kaizen or toyotism model and has Japan as an example of the application of techniques originating in quality theories.

It can therefore be said that the idea of total quality is the result of a series of discoveries that took place in the last century. In the United States, these discoveries can be categorized into four different stages: inspection, statistical quality control, quality assurance and strategic quality management (Neto, 2001, p. 9).

The author believes that the total quality paradigm has brought about practices linked to the participation and engagement of “collaborators” in the production and promotion of results. In the case of education, the application of this concept involves the participation of school professionals and other people in the school community who are involved in the educational process. Neto (2001) concludes that the transplantation of total quality to the field of education becomes a discourse oriented towards the processes of functional quality of the technical educational, pedagogical and administrative activities that take place within schools, assuming that the harmony of the production processes that exist in companies could be (re)produced and implemented in schools through the collaboration and direct participation of the school's subjects.

In this sense, the guidelines of the World Declaration on Education for All show that teachers, school managers and other professionals who work in schools are fundamental to achieving the level of quality defined as desirable. And it highlights the importance of teacher training that is appropriate to the objectives set for achieving quality learning as one of the “Principles of Action” to be fulfilled by the countries that have signed up to the reforms.

Specific strategies, aimed specifically at improving schooling conditions, can focus on: the students and their learning process; the staff (educators, administrators and others); the curriculum and learning assessment; teaching materials and facilities. These strategies must be applied in an integrated manner; their design, management and evaluation must take into account the acquisition of knowledge and problem-solving skills, as well as the social, cultural and ethical dimensions of human development. The training of educators should be in line with the desired results, allowing them to benefit simultaneously from in-service training programs and other incentives related to the achievement of these results; curriculum and assessments should reflect a variety of criteria, while materials, including the physical network and facilities, should follow the same orientation (Unesco, 1990, p. 11).

The Declaration makes it clear that the training of educators must be intrinsically linked to the desired results, encourages the use of in-service training and the creation of incentives to achieve the expected quality results. It is worth noting that the curriculum and assessments should reflect a variety of criteria, but should take into account problem-solving skills. In order to carry out the reforms and implement a pedagogical practice oriented towards problem-solving, schools should no longer train students in “traditional specializations”, but should train them to acquire and develop competences in view of the new demands of work and socialization, under the impact of new technologies (Carvalho, 2014; Saviani, 2013).

Assessment criteria are not made clear when reading this document, but it is open to introducing thoughts linked to business management, such as Performance Assessment, which can be seen in Art. 4 of the Declaration, from which we highlight the following:

[...] basic education must be centered on the acquisition and effective results of learning, and no longer exclusively on enrollment, attendance at established programs and meeting the requirements for obtaining a diploma. Active and participatory approaches are particularly valuable when it comes to ensuring learning and enabling students to fully realize their potential. Hence the need to define desirable levels of knowledge acquisition in educational programs and to implement performance assessment systems (Unesco, 1990, p. 4).

The proposal for performance evaluation is aligned with the principles of Total Quality in business, as highlighted above by Neto (2001), functioning as a strategic management tool to guarantee quality through inspection and statistical control of results.

Even though the Declaration points to the need for adequate training in line with the objectives set at the Jomtien Conference, it incorporates the idea of in-service training for education professionals in its text. As a result of this orientation, the issue of university teacher training is not directly covered. Therefore, what would be the best investments to achieve a quality of education within the standards set as targets to be achieved?

When analyzing educational policies influenced by the World Bank (WB) in Latin America, Torres (1996) notes that, in the WB's conception, educational quality would be

the result of the presence of certain inputs¹ that intervene in schooling, such as: teachers, school texts and educational materials, school space, study time, school management methods, etc. Torres (1996) draws attention to the fact that the teacher occupies a prominent place within these elements, which means that issues related to teachers, and not just their training, are seen as a “dead end” by the proponents of reforms. Within this set of inputs, there is an order of priority based on the direct relationship with the effects perceived as positive.

In the case of primary schools, nine factors are considered to be determinants of effective learning, in this order of priority, according to the percentage of studies showing a positive correlation and effect (BM, 1995: 51): (1) libraries; (2) instruction time; (3) homework; (4) textbooks; (5) teacher knowledge; (6) teacher experience; (7) laboratories; (8) teacher salary; (9) class size. From these points, the WB derives its conclusions and recommendations to developing countries on the inputs to prioritize in terms of policies and resource allocation (Torres, 1996, p. 134).

It can be seen that, in a ranking of priorities covering nine elements, teacher knowledge occupies position five; followed by teacher experience, in position six; and teacher salary occupies the penultimate position on the scale of priorities, position eight. This valorization of technologies, to the detriment of teacher valorization, is present in the 1990 World Declaration on Education, especially in the part of the text that says:

The quality and provision of basic education can be improved through the careful use of educational technologies. Where such technologies are not widely used, their introduction will require the selection and/or development of appropriate technologies, the acquisition of necessary equipment and operating systems, and the selection and training of teachers and other education professionals able to work with them (Unesco, 1990, p. 12).

Once again, the document reiterates teacher training, now using the words teacher selection and training instead of in-service training. On the other hand, in another part of the document, the text states that it is particularly important to recognize the vital role of educators and families and acknowledges that the working conditions and social situation

¹ The word input is part of the framework of technical terms linked to business management. It refers to all the materials and resources that are used by a factory or industry to produce a certain commodity.

of teaching staff, decisive elements in the implementation of education for all, must be improved (Unesco, 1990).

According to Torres (1996, p. 134), three inputs would be the most encouraged and valued as part of the strategies adopted for restructuring the economy and adapting society, in the view of the World Bank, with a view to achieving a “positive” position in the economic context.

- (a) increase instruction time by extending the school year, making timetables more flexible and appropriate, and assigning homework;
- (b) providing textbooks, seen as the operative expression of the curriculum and counting on them to compensate for low levels of teacher training. *It recommends that countries leave the production and distribution of textbooks in the hands of the private sector, train teachers in their use and develop teaching guides for them;* and
- (c) improve teachers' knowledge (*prioritizing in-service training over initial training and encouraging distance learning*).

Torres (1996) points out that, among the strategies identified as the main ones, teacher training has been geared towards improving knowledge, which should be based on in-service training.

Two issues are also identified within the teacher issue: salary and teacher training (or qualification). Teacher training occupies a marginal place (in terms of investment) among the priorities and strategies proposed by the World Bank. Investments in infrastructure, institutional reform and the provision of school texts take precedence over investments in teacher education and training, as the World Bank has concluded that teachers with more years of study and higher qualifications do not necessarily achieve better results with their students. This has served as a basis for the Bank not to encourage investment in initial teacher training and to recommend prioritizing in-service training, as can be found in the text of the Jomtien Declaration.

Barão (1999) argues that the issue of resources for basic education is considered by international organizations to be a technical-administrative problem with a financial impact. From this perspective, the author concludes that the underlying indication is that schools should learn from entrepreneurs how to implement efficient management. At the

same time, since teachers are an “expensive input”, investment in these professionals represents a high expense compared to investment in infrastructure and technology - books, computer equipment, interactive space, etc. This being the case, it becomes clear in this investigation why we find, in the main documents governing school work, passages linked to the need for practical training for teachers and also for school managers.

Based on the guidelines developed at the World Conference on Education for All and the commitments made in the World Declaration on Education for All, Fernando Collor de Mello's inauguration as President of the Republic in 1990 initiated the adjustments needed to implement the reforms sought by the multilateral organizations.

According to Shiroma (2004), Collor triggered the process of adjusting the Brazilian economy to the demands of global economic restructuring and enabled aspects of the Human Capital Theory to be revived. In this context, education was placed as one of the principles of competitiveness between countries. Coraggio (1996) explains that in order to achieve an acceptable level of economic competitiveness, international economic organizations recommend meeting the following prerequisites:

- a) A socially and technically flexible workforce;
- b) An efficient production services complex, integrated into the global system of communication and transportation, information and financial networks;
- c) Reduction of direct costs, mainly wages and services in production;
- d) Reduction of indirect costs, mainly the tax burdens usually needed to cover the functions of an inefficient state and/or one overburdened with social commitments;
- e) Protection of property rights and private profit, not only through patent protection laws, but also by minimizing the likelihood of both serious social or economic crises and arbitrary political intervention in the economy;
- f) Demonstration of political will to maintain macroeconomic stability in a way that allows the economic calculation of investment alternatives (Coraggio, 1996, p. 80).

In this way, the 1990s are of great importance to Brazilian education policy. It should be noted that the Brazilian educational reform, which was to be carried out in dialogue with the principles established at the Jomtien Conference, began to take its first steps with the formulation and dissemination of the Ten-Year Plan for Education for All (1993), drafted in dialogue with the 1990 World Declaration on Education for All.

With this plan, Brazil set some local targets based on the agreement signed in Jomtien and showed multilateral organizations that the educational project they had prescribed would be implemented (Shiroma, 2004). The urgency of the need for educational change was attested to by the documents of the Economic Commission for Latin America and the Caribbean (ECLAC). It advised the countries of the region to invest in reforms to their respective education systems so that they were in a position to offer the specific knowledge and skills required by the production system.

To this end, the PDET was read and an attempt was made to identify the main points that would guarantee the quality of education, with an emphasis on teacher training and management, as summarized in Table 1.

Table 1 – “Critical points” for educational quality in PDET

CRITICAL POINT	GLOBAL GOAL	STRATEGY
Quality and heterogeneity of provision	Raise the coverage of the school-age population to at least 94%	Establishment of basic standards for the public network (infrastructure and structure).
Effectiveness and relevance of teaching	Increasing learning levels in common core subjects by around 50%, taking as a benchmark the new standards of minimum national content and basic skills to be determined nationally with the participation of education systems	Setting minimum content.
		Development and implementation of the National System for the Evaluation of Basic Education (SAEB) - with the aim of measuring student learning and the performance of primary schools and providing information for the evaluation and revision of educational qualification plans and programs.
Teaching staff: training and management	Implement new management schemes in public schools, granting them financial, administrative and pedagogical autonomy.	Development of new management standards; Encouragement of innovation; and Professionalization of educational administration.
	Promote a critical review of degree courses and normal schools in order to ensure that training institutions have a new standard of quality,	Professionalization and public recognition of the teaching profession.

	compatible with the current requirements of the policy of education for all.	
	Progressively increase the pay of public teachers, through a career plan that ensures their commitment to the productivity of the system, real wage gains and the recovery of their professional dignity and public recognition of their social function.	Not found.
	Intensification of actions aimed at restructuring initial and continuing training processes, including reviewing the curricula of secondary and higher education courses for teachers and training programs for current professionals. This should extend to all categories, including school leaders, who are important agents in improving the management of teaching.	In addition to the systematic programs of the Student Assistance Foundation (National Textbook, Reading Room and Teacher's Library Programs), the implementation by the Department of Basic Education, with the cooperation of the French government, of the Pro-Reading Project in the Training of Teachers for Basic Education, which aims to raise the quality of professional training for teachers by closely integrating their theoretical and practical training.
Textbooks	Progressively decentralize the textbook and school meals programmes.	

Source: Elaborated by the authors based on Brasil (1993).

According to the excerpts summarized in Table 1, raising educational quality appears to be associated with raising the percentage of the school-age population covered and improving learning levels. The procedure cited for measuring improvements in learning levels is associated with setting minimum content that will be measured by the assessment system, namely SAEB. The assessment system, therefore, appears as a parameter for managing results.

Another highlight is the item “Teaching: training and management”, which explains: new management parameters based on professionalization and encouraging innovation; a review of initial teacher training courses, linking them to the requirements of educational policy; the formal announcement of valuing teachers, without presenting strategies for achieving this goal; encouraging training programs for education professionals. In addition,

there is a link between teacher training and the provision of teaching materials to support school practices.

The PDET incorporates the idea that teachers are “*decisive elements*” in implementing the education proposed within the reforms and would have a significant degree of importance in the results measured by internal and external evaluations. Therefore, the adequate training of these professionals is seen as one of the elements guaranteeing the desired quality.

Although there has been an increase in the number of teachers qualified to teach, the quality of their performance is still compromised as a result of both the exhaustion of initial training systems and the scarcity of continuing training for educators, as well as the precariousness of selection, admission and assignment practices and, fundamentally, salary and career policies (Brasil, 1993, p. 24).

The PDET appropriates agendas that are relevant to the teaching profession, especially regarding salaries and careers, but on the other hand, it highlights the inefficiency of pedagogical processes, the low performance of teachers and interference in school management. This is a common occurrence and can be scrutinized in the document analyzed every time the central issue is related to educators and managers.

It is also pointed out that the creation and establishment of policies aimed at the teaching profession is a condition for achieving goals to improve educational quality. However, as this is a complex element, the development of policies aimed at teachers must be the result of agreements and commitments of co-responsibility between the economic and educational administrations, considering the three levels of government (Federal, State and Municipal). It should also involve training institutions, trade unions, professional associations and other social and educational segments of civil society. It should also be noted that

[...] actions aimed at restructuring the processes of initial and continuing training should be intensified, including the revision of the curricula of secondary and higher education courses for teachers and training programs for current professionals. This process should extend to all categories, including school leaders, who are important agents in improving the management of teaching (Brasil, 1993, p. 45).

Neto (2001) argues that training is the preferred method for qualifying teacher training, identifying that this is a condition presented to Brazilian education by international organizations, with a preponderance of a model inspired by the structure of business management, especially considering elements of quality management through metrics and statistical control. In this logic, a line of education based on training and supported by statistical quality control was developed (Neto, 2001).

If, on the one hand, we have the transplantation of quality control and production efficiency methods influencing teacher training and work, on the other, we have quality management being applied to the activities of principals and other professionals linked to the administration of school units. In this regard, the PDET (Brasil, 1993, p. 50) states that improving the quality of teaching requires the professionalization of both the actions of the Ministry of Education and Sport and the other levels of educational administration, as well as action in educational establishments. This professionalization implies defining specific competences and building new human, political and technical capacities, both at central and decentralized levels, with the aim of developing responsible management and effective teaching action. It also requires broadening the range of different professions involved in educational management, with the aim of increasing rationality and productivity.

Barão (1999) recalls that the Conference and, consequently, the Jomtien Declaration, gave strength to the idea that there are enough resources to implement quality basic education with so-called equity. What happens is that the existing resources are poorly managed, thus requiring efficient management in order to improve performance and attract new resources. The text of the PDET therefore sets the professionalization of education workers as one of its overall goals, in addition to adapting school management.

It can be seen that the aspirations presented above corroborate the arguments of international organizations in their diagnoses of the factors that have contributed most to the inefficiency of public education. The diagnosis concludes the following basic aspects: lack of textbooks and teaching materials; and inadequate teaching practices. Based on this diagnosis, the World Bank established priorities for its work in Brazil's education system: providing access to textbooks and other teaching materials, teacher training, through better

technique and better sector management capacity (stimulating municipal-state integration), also including an emphasis on external evaluation of basic education (Barão, 1999).

In the opinion of the WB and its shareholders, the implementation of ideas linked to TQT in education is affected by the form of management in force and by the performance of teachers in the classroom, so that the transformation of negative factors could be mitigated by training and professionalizing teachers and managers. In addition, investment in textbooks could be a positive element in improving quality. The document thus reinforces the following:

At the same time, actions aimed at restructuring initial and continuing training processes should be intensified, including a review of the curricula of secondary and higher education courses for teachers and training programs for current professionals. This process should extend to all categories, including school leaders, who are important agents in improving the management of teaching (Brasil, 1993, p. 45).

It also proposes that:

In this sense, it is worth highlighting, alongside the systematic programs of the Student Assistance Foundation - the National Textbook Program, the Reading Rooms Program and the Teacher's Library Program - the implementation by the Department of Basic Education, with the cooperation of the French government, of the Pro-Reading Project in the Training of Teachers for Basic Education, which aims to raise the quality of the professional training of teachers, through close integration between their theoretical and practical training (Brasil, 1993, p. 61).

It's worth noting that the 1993 PDET makes it clear that the objective of Pró-Leitura would be to train teachers and students from teacher training institutions at secondary and higher education level and from application schools (pre-school and elementary school), by holding seminars, workshops, technical meetings and also by organizing and boosting reading rooms and school libraries. In addition to the partnership that gave rise to this project, the document also indicates other partnerships that should be established with other parts of society, especially the private sector. The publication of the PDET itself has the direct participation of the Social Service for Industry (SESI), which sponsored the printing of the book.

Although the fulfillment of the goals set by the World Conference on Education for All began during the Collor de Melo administration, Shiroma (2004) identifies that, in Brazil, the idea of Total Quality Theory (TQT) had a strong boost during the Itamar Franco administration - after Collor's impeachment - with the drafting of the Ten-Year Plan for Education for All. However, the same author examines that it was during the Fernando Henrique Cardoso government that the announced reform became more concrete, deepening the concept of management based on Total Quality and the Pedagogy of Competencies.

4 Conclusions

The research problem set out in the introduction to the text was: how do international agreements and the PDET address the relationship between teacher training, quality and management? The aim of this study was to analyze the relationship between international agreements and the PDET (1993) in terms of how the documents address the relationship between teacher training, quality and management. In order to fulfill this objective, a review of the academic literature on the subject was carried out, discussing concepts of total quality, competency pedagogy and state reform. In addition, the principles presented in the World Declaration on Education for All and the Ten-Year Plan for Education for All were systematized.

When examining the documents, it was noted that in the international sphere there is a strong incentive to implement educational targets to be verified by means of pedagogical management evaluation instruments, which are combined with the recommendation that teachers be trained or trained in service to the paradigm of competency pedagogy.

The policy instituted in Brazil, despite containing elements that seek to generate appreciation and recognition of the teaching profession, does not spell out how this goal will be operationalized; it suggests reviewing the curricula of initial teacher training courses in order to align them with the objectives presented in the national policy. In fact, the main

points presented are a reaffirmation of the need to establish: minimum educational quality parameters by establishing a minimum curriculum and an evaluation control instrument; training and professionalization of teachers and managers in the pedagogy of competences, as well as offering teaching materials to help implement it.

In summary, what can be seen is that even though Brazil has formulated policies in line with the country's particularities, the general lines agreed with international organizations have been respected, promoting a major adjustment and alignment in education and a certain conception of quality. The association of the quality parameter with the development of problem-solving skills, for example, highlights the didactic-pedagogical and political characteristics sought. This can be associated with the idea that in order to promote educational quality, it wouldn't be necessary to invest more, but rather to reorganize spending, aiming for quantitative targets to measure results.

This is the scenario that characterizes the policies instituted in the early 1990s. There is a need for more in-depth studies into the possible responses of the education professionals, or even investigations that could map out the impacts and responses of school networks and units to the implementation of the policy instituted in the period in question.

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