

**National Education System and Plan: scenarios and prospects<sup>1</sup>***Sistema e Plano Nacional de Educação: cenários e perspectivas**Sistema y Plan Nacional de Educación: escenarios y perspectiva***Interview: Dr. Luiz Fernandes Dourado**Rosilene Lagares<sup>2</sup>

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**Abstract:** Professor doctor Luiz Fernandes Dourado gave an interview to REPOD on 30 November 2023. In this interview, he presents elements of his academic and professional career in the field of education and comments on the scenarios and perspectives surrounding the National Education System and the National Education Plan. He presents a summary of the trajectory of the debate on the National Education System and Plan in Brazil; comments on the idea of the National Education System and Plan in relation to Latin American countries; and reiterates his thesis of the National Plan as the epicentre of state policies, seeking the perspective of an education that is public, popular, free, with public management, inclusive, democratic and of social quality. Likewise, it reinforces the role of conferences as moments for debate and political-pedagogical training, presenting themselves as spaces and mechanisms for democratic and participatory management and as possibilities for progress towards democratisation, effective citizen participation, a broad concept of training and guaranteeing effective inclusion in the system. It argues that the roles of the Plan, the Forum and the Conferences in institutionalising the National Education System are fundamental to guaranteeing the universalisation of education.

**Keywords:** Educational Policy; Education Management; Inter-federative Collaboration Regime.

**Resumo:** O professor doutor Luiz Fernandes Dourado concedeu entrevista à REPOD no dia 30 de novembro de 2023. Nesta, apresenta elementos de sua trajetória acadêmica e profissional na área da educação e tece considerações a respeito dos cenários e de perspectivas em torno dos temas Sistema Nacional de Educação e Plano Nacional de Educação. Apresenta uma síntese a respeito da trajetória do debate sobre o Sistema e o Plano Nacional de Educação no Brasil; comenta sobre a ideia de Sistema e Plano Nacional de Educação em relação aos países da América Latina; e reitera sua tese do Plano Nacional como epicentro das políticas de Estado, buscando a perspectiva de uma educação que seja pública, popular, gratuita, com gestão pública, inclusiva, democrática e de qualidade social. Da mesma forma, reforça o papel das conferências como momentos de debate e de formação político-pedagógica, apresentando-se como espaços e como mecanismos de gestão democrática e participativa e como possibilidades de avanço no sentido da democratização, de uma participação efetiva e cidadã, de uma concepção ampla de formação e na garantia da efetiva inclusão no Sistema. Defende como fundantes os papéis do Plano, do Fórum e das Conferências na institucionalização do Sistema Nacional de Educação para a garantia da universalização da educação.

**Palavras-chave:** Política Educacional; Gestão da Educação; Regime de Colaboração Interfederativa.

**Resumen:** El professor doctor Luiz Fernandes Dourado concedió una entrevista a REPOD el 30 de noviembre de 2023. En esta entrevista, presenta elementos de su trayectoria académica y profesional en el campo de la educación y comenta los escenarios y perspectivas en torno al Sistema Nacional de Educación y al Plan Nacional de Educación. Presenta un resumen de la trayectoria del debate sobre el Sistema y Plan Nacional de Educación en Brasil; comenta la idea del Sistema y Plan Nacional de Educación en relación a los países de América Latina; y reitera su tesis del Plan Nacional como epicentro de las políticas de Estado, buscando la perspectiva de una educación pública, popular, gratuita, de gestión pública, inclusiva, democrática y de calidad social. Asimismo, refuerza el papel de las Conferencias como momentos de debate y formación político-pedagógica, presentándose como espacios y mecanismos de gestión democrática y participativa y como posibilidades de avance hacia la democratización, la participación ciudadana efectiva, la concepción amplia de la formación y la garantía de la inclusión efectiva en el sistema. Argumenta que los papeles del Plan, del Foro y de las Conferencias en la institucionalización del Sistema Educativo Nacional son fundamentales para garantizar la universalización de la educación.

**Palabras clave:** Política Educativa; Gestión Educativa; Régimen de Colaboración Interfederativa.

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**REPOD:** Good afternoon, Professor Dr Luiz Dourado. Firstly, on behalf of thank you for your kindness and willingness to grant us this interview. Tell us about your academic and professional career and your links with the National Education System and Plan.

**Luiz Fernandes Dourado:** Thank you for inviting me to REPOD and I would like to emphasise the importance of the subject.

My background is as a researcher and activist in defence of organic policies for education, especially the defence of state policies for national education, including issues relating to planning, and the search for adequate and stable funding, among others.

This agenda then included the National Education Plan and the defence of the institutionalisation of the National Education System. These issues had been on the agenda since the National Forum in Defence of Public Schools (1987) and were reinforced at other events, such as the Brazilian Education Conferences (CBE) and the National Education Congresses (CONED). In other words, above all, the agenda of the System and then, more recently, the National Education Plan.

These questions will then form part of my career as a researcher in the field of educational policies. In this sense, I coordinated a major national survey evaluating the 2001-2010 National Education Plan, as well as actively participating in the process of

proposing the 2014-2024 Plan. At that time, I entered two situations which, in addition to being a researcher, I felt were extremely important. In other words, as a member of the Higher Education Chamber of the National Education Council, I coordinated the reporting of the PNE group in the Council and the National Education Forum, taking part in the Forum's proposals, in particular coordinating the reference documents for the National Basic Education Conference and the National Education Conferences of 2010, 2014 and 2018. It's important to say that the MEC will be intervening in the FNE.

The document we produced for the 2018 CONAE is assumed by the National People's Forum, created in 2018, and we're going to have the 2018 CONAPE [National People's Conference on Education]. I also coordinated the drafting of the 2022 CONAPE document. In other words, if we look at the CONAEs of 2010 and 2014, the agenda of both the National Education Plan and the System was very important. And, in addition to the PNE issue, there will be a lot of work and research that I will carry out later, including on the follow-up, monitoring and evaluation of the Plan. This leads me to produce work centred on these issues relating to the National Education Plan as the epicentre of education policies.

About the National Education System, in addition to studies, research and publications on the subject, including orientation at UFG's PPGE, I took part in various working groups, discussing and informing proposals, such as that of the National Education Forum, the proposal and discussion of the 2015 SASE [Secretariat for Articulation with Education Systems] and discussions about the legislature. I actively participated in the construction of the PLC proposed by Federal Deputy Ságuas, from Mato Grosso, and the PLC forwarded by Deputy Rosa Neide, also from Mato Grosso.

In addition, the whole perspective of monitoring and evaluating the legislative process, participation in broad fronts, particularly the one in defence of the PNE, because, after the 2016 coup, we're going to have the Plan sidelined by the federal government. This will have an impact on the agenda of the National Education Plan and the National Education System.

**REPOD:** Tell us about the trajectory of the National Education System and the National Education Plan in Brazil.

**Luiz Fernandes Dourado:** It's important to say that this question has been raised since the Manifesto of the Pioneers of New Education in 1932. With this search for an organisational structure for national education. We will have the constituent processes relating to this matter later. But it will certainly be in the process of the most recent National Education Guidelines

and Bases Law that the issue will be present. Even if the final text doesn't include the perspective of the SNE, it was in the rapporteur's proposal.

But since Constitutional Amendment 59/2009, this issue of both the Plan and the System has been enshrined in law, as well as other very pertinent issues, such as the definition of percentages of the Gross Domestic Product for national education. And with the National Education Plan, in fact, the Constitutional Amendment lays the foundations for setting up the National Education System in conjunction with the National Education Plan.

Law N°. 13.005/2014 clearly envisages the institutionalisation of the National Education System, which should take place in two years. So, we're going to have a whole process in the National Congress, as I've already mentioned, with disputes over projects, and I'm going to monitor this, taking part in public hearings, trying to intervene through our organisations in this design and with the strong work of the National People's Education Forum.

I took part in monitoring the Plan and the Conferences, in particular CONAE 2010 and 2014, and I also worked with the National Education Council and the Ministry of Education to ensure that the proposal was on the horizon. So, the Plan was submitted by the executive in 2010, after a strong discussion and dialogue with the National Education Forum. Even though the project has proposals that are distinct and different from those deliberated by COANE, it will include several elements from the final document of the Conferences, especially in 2010. Then we had this process from 2010 to 2014, with the strong involvement of civil society, particularly our organisations, with more than 3,000 amendments. So, it really was a very vigorous process. We had an increase in the percentage of GDP for national education, which in the government's proposal was 7%. We resumed the fight for the PNE of Brazilian society, approved by CONED. So, there's a whole system. As well as taking part in the evaluation of the National Education Plan, that national survey I mentioned will also subsidise the construction of the Plan's proposal.

So, these are activities that are interconnected, and certainly the active participation of our organisations in the National Education Forum in the proceedings in Congress has made it possible to have a robust Plan, despite the ambiguities and contradictions within it.

Shortly afterwards, we had the coup, and with the deposition of elected president Dilma Rousseff, we will certainly have huge setbacks in the education agenda, particularly in the National Education Plan. The approval of Constitutional Amendment 95 of 2016, in fact, naturalises the sidelining of the National Education Plan, if it is understood as the epicentre of education policies.

I think it's a bit of a synthesis, and that we're at the moment of emphasising, signalling and defining a much more, shall we say, politically focused defence of these two instruments: the National Education Plan and the National Education System.

**REPOD:** Regarding the National Education System and Plan, how does Brazil stand in relation to Latin American countries?

**Luiz Fernandes Dourado:** It's important to say that there are dynamics and organisational forms of education in Latin America that resemble systems, but not necessarily configured in the format, in the design that we advocate as a National Education System. Many have a perspective of organicity that ends up giving materiality to this idea of a system as organicity, as a dynamic of financing and also of prioritising action in the field of education, but not as we advocate.

In Brazil, we have a policy logic in which continuity is marked by discontinuity. In other words, we don't have a tradition of long-range planning. We've had the efforts I mentioned, we're going to have some materialities, but they're not realised, because the Plans only appear in 2001-2010 and 2014-2024. So, this issue is very much on the horizon of proposition, and I would say that, in the field of educational policies, it is essential to make a distinction between proposition and materialisation. In the field of proposition, we have very interesting debates, because education is a field of dispute, with very different compositions. But in fact, the national plans have not materialised as state policies. It's important to make it clear that, for various reasons, we are going to make progress, but the horizon of the proposal has not materialised in Brazilian reality. This is perhaps our biggest challenge, which also implies the effective institutionalisation of a National Education System.

**REPOD:** The 2024 Extraordinary National Conference on Education will be held on 28-30 January 2024 in Brasilia - DF, promoted by the Ministry of Education, organised and held by the National Education Forum. The general aim of the Conference is to mobilise civil and political society in defence of the democratic rule of law, the 1988 Federal Constitution and education as a right for all people, with the aim of offering contributions to the construction of the new National Education Plan for the ten-year period 2024-2034, the epicentre of state policies for the development of national education, with democratic management, inclusion,

equity, diversity and social quality. What do you have to say about this space/mechanism for democratic management at this historic moment?

**Luiz Fernandes Dourado:** At a time when the democratic reconstruction of the country is being resumed, with the election of a government from the popular democratic camp; with the resumption of the National Education Forum in its democratic form, considering the design up to 2016, and obviously with its consolidation, the National Education Conference is a key moment for us to discuss the new National Education Plan for the ten-year period 2024-2034. The conferences, due to the very traditions we had in the field, were, if not interrupted, greatly hampered in the post-coup governments. And they have an extremely important political role, which is to mobilise civil and political society in defence of the Democratic Rule of Law, social rights and, in this sense, based on the Constitution itself and education for all people. So there is a whole signal of democratisation, a perspective of respect, of valuing diversity and of recognising that there is a historical debt owed by the Brazilian state in terms of guaranteeing basic education and higher education.

So there's the referendum, the very prospect of universalisation of compulsory basic education, from 4 to 17 years old; and we have countless challenges, especially at the top, in pre-school and secondary education, although we also have challenges in primary education. But beyond that, it's about guaranteeing education for all, that is, from basic education to higher education. In concrete terms, the construction of a Plan has this political importance. The national plan, as I have defended, as the epicentre of state policies, seeking the perspective of an education that is public, popular, free, with public management, inclusive, democratic and of social quality. These precepts and principles are fundamental, because with them we are talking about the development of a national education with democratic management, inclusion, equity, diversity, and social quality, which is vital if we are to make real progress in the current education scenario.

The conference itself is a time for dialogue, discussion and political-pedagogical training. In this sense, it presents itself as both a space and a mechanism for democratic and participatory management, which can contribute to a perspective of participation processes so that we can move towards democratisation, certainly moving away from a horizon of only formal or bureaucratic participation, towards effective participation, citizen participation. In other words, we are moving away from a horizon of limited, functional participation to a broad concept of education, a concept that can also intervene from the perspective of the law. Law as a social construction, and education, being a social practice, playing an extremely important role in the development of education itself, in guaranteeing improvements in our educational

indicators, but above all effective inclusion in this system. And this has a huge impact if we also have a concept of development linked to this dimension.

So this relationship, the National Plan and the National Education Forum, is certainly fundamental. And it's necessary to guarantee objective conditions, for which funding is crucial. But at the same time, even the discussion of the proposals we have in dispute in the field, this refers to the curricular dimension, the training dimension, in its broadest sense, and the very or even the very purposes of basic education in its stages and modalities of higher education. In other words, this is a time for us to carry out a major evaluation of this process through dialogues involving different segments, parents, students, teachers, staff, civil and political society, associations, unions.

In fact, this is a time when the issue of democratic management has taken centre stage, which even brings us back to discussions such as the importance of national curriculum guidelines for democratic management, so that states, the Federal District and municipalities can also regulate democratic management. This is a big challenge. But I would say that the conference has this role of mobilisation, it has this role of training and, above all, of articulation between these different segments. So I do not doubt that it is both a space and a mechanism for democratic management.