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Selma Venco  
Teise Garcia  
Úrsula Adelaide de Lélis

Venture  
philanthropy  
and the human  
right to education

ANALYSIS OF THREE BRAZILIAN CASES

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# Foreword

I write this text as an inbetweener. Inbetweener in a sense that the dichotomy *insider or outsider* is redundant taking in consideration my positionality in relation to the research project and the research team. I can be considered as an *insider* because I am a team member, who collaborated with the research; I am a member of the Latin American and African Network of Researchers in Privatization of Education (Relaappe); and publish together with the project principal investigator. Yet, I can be also seen as an *outsider* because the focus of my research is global education policies and the African continent, a different geography.

Education is regarded as a public good (RIZVI, 2016) and a human right (MCCOWAN, 2013) that is critical to minimize inequalities. Nevertheless, education is also seen as an investment and strategy to fight poverty. This last tendency has become more pronounced since the theory of human capital was formulated in the 1960s (KLEES, 2012). The Organisation for Economic Co-operation and Development (OECD) and the World Bank (WB) have played key roles in the last decades in spreading the notion of education as an important factor for economic performance. Consequently, organizations with different mandates and characteristics are involved in this education endeavour. This leads bilateral and multi-lateral organizations and even non-governmental organizations to choose education as a priority and become actively engaged in the construction of a global architecture of education (TARABINI, 2010).

In this XXI century most countries worldwide also have faced major pressures to reform their educational systems. In this process new actors are emerging: there has been a rise in transnational coordination and a growing engagement of non-state actors,

including transnational private actors, research organizations and entrepreneurs, who promote the educational policies that they consider appropriate (VERGER et al., 2018).

Another tendency, particularly in the Global South, is the importance of multi-stakeholder partnerships (e.g. Global Partnership for Education) that are triggering major changes in education policy and funding. These multi-stakeholder partnerships include governments from the Global North, who are considered the donors, and countries from the Global South, who are considered the recipients of development aid, along with multilateral agencies, civil society organizations, private foundations and private companies, who all act as partners. At the international level, funding with the characteristics of the *Global Partnership for Education* significantly affect international relations, since it promotes a form of governance that is not state-centred. These multi-stakeholder partnerships increase the authority of private actors as policymakers, since the private sector is not simply a participant but a legal partner (MENASHY, 2019).

In this endeavour, the logic of measurement and the discourse of the learning crisis that emerged in the post-EFA (Education for All) development goals are ubiquitous. Therefore, this logic steps way from education as a public good and a human right reducing education to schooling and students' performance in standardized tests results in subjects like mathematics and in the language of instruction. This measurement culture promotes teaching to test and education standardization, typically involving providing scripted lesson guides and the existence of a national prescribed curriculum.

This measurement obsession also leads to the focus on science, scientific evidence, and valorisation of good practices. Yet is frequent the cherry-picking of research and studies that confirm these preferred education policy options. This strategy also legitimizes the organizations actions and depoliticises its positions, putting the responsibility for its decision in external actors, apparently neutral. At this respect

our work, among others, around the Ayrton Senna Institute and the *Global Partnership for Education* is illustrative of this tendency (SILVA; ADRIÃO, 2021; SILVA; OLIVEIRA, 2021a, 2021b)

As this book shows, in Brazil, non-state actors, and particularly *philanthrocapitalists*, are involved in shaping and reforming the public education. Their *modus operandi* is venture philanthropy. This means that investments must lead to visible and measurable positive results that can be presented to investors. This effort to show results limits the goals and focus of the interventions. It also can jeopardise education as a public good and a human right. Therefore, the approach that the authors follow and the framework that they developed (SILVEIRA; ADRIÃO, 2022) is innovative and very welcome.

The effort from the team of author of this book to map and analyse the different non-state actors involved in the education in Brazil is massive and a key contribution to understand this phenomenon in the second biggest country in population size in the Americas.

The book also shows that these non-state actors, in Brazil, prioritize the public education, partnering with the different states and municipalities developing hundreds of programmes and initiatives. This is a particular interesting phenomenon to observe since these programs are a public-private partnership. Yet, in this case, the private providers are not private companies but foundations or *think tanks* funded by the profits and the venture philanthropy investments of the shareholders of private companies.

The results from the research presented in this book allow those of us that battle for education as a public good and a human right to imagine alternatives and push them forward.

Viana do Castelo, June, 2nd 2022

Rui da Silva

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Presentation of the book

# Venture philanthropy and the human right to education: analysis of three Brazilian cases

The book presents the final results of the inter-institutional research “Análise do mapeamento das estratégias de privatização da educação básica no Brasil: atores, programas e consequências para a educação pública” [Analysis of the mapping of privatization strategies in basic education in Brazil: actors, programs and consequences to public education], which was funded by Fapesp and led by me. It was conducted with university teachers, associated to Latin American and African Network of Researchers in Privatization of Education (Relaappe), graduate and undergraduate students of twelve higher education and research institutions in different regions of the country over a period of six years.

Many challenges were encountered along the way. Despite the institutional support from our universities and financial support from Fapesp and FES<sup>1</sup>, conducting a study on such a scale in the midst of all problems and losses caused by the coronavirus pandemic and by Brazil’s absurd political and economic environment was no easy task. I start the presentation of this book, remembering the late professor

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<sup>1</sup> In the first phase of the research, we received funding from the Friedrich Ebert Foundation (FES) and the Brazilian National Council for Scientific and Technological Development (Conselho Nacional de Desenvolvimento Científico e Tecnológico, formerly *Conselho Nacional de Pesquisas*, CNPq).

Luiz de Sousa Junior and firm in the conviction that scientific research and the defense of rights for all have to guide our choices.

The study was conducted in two phases, from 2015 to 2022. It mapped private agencies, which, from 2005 to 2018, established and implemented educational actions and programs within the 27 Brazilian basic education systems at state and Federal District levels.

To our foreign readers: Brazil is a Federative Republic, and although it has federal laws and regulations in place for education, these are enforced through public policies by the subnational government of its 26 states, one Federal District and 5,570 municipalities, which have certain autonomy as to how to comply with their constitutional duties and responsibilities in regards to education. This is one of the primary reasons for conducting empirical studies such as the one that substantiates this book; studies that seek to identify political options and institutional arrangements that express selectivity in what will or will not be established, while exercising political dominance, as understood by Offe (1984).

Data were collected by systematically searching webpages using preset protocols and descriptors<sup>2</sup>; this resulted in an important and consistent profiling of the private actors, who have had effect upon the definition of education policies by the states and Federal District. The mapping also identifies the programs that have been implemented in public education, the segments that these programs have prioritized (students, teachers, administrators), as well as to which extent education policies were affected by said programs: educational management, offer and curriculum (ADRIÃO, 2018). The most significant findings are available for public viewing at the interactive

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<sup>2</sup> For methodological notes, see [https://www.greppe.fe.unicamp.br/pt-br/mapeamento\\_da\\_insercao\\_do\\_setor\\_privado\\_nas\\_redes\\_estaduais\\_de\\_educacao](https://www.greppe.fe.unicamp.br/pt-br/mapeamento_da_insercao_do_setor_privado_nas_redes_estaduais_de_educacao)

website: [https://www.greppe.fe.unicamp.br/ptbr/mapeamento\\_da\\_insercao\\_do\\_setor\\_privado\\_nas\\_redes\\_estaduais\\_de\\_educacao](https://www.greppe.fe.unicamp.br/ptbr/mapeamento_da_insercao_do_setor_privado_nas_redes_estaduais_de_educacao).

This was the starting point for the systematic analyses of the effect that identified private actors have upon each education system. The findings are compiled into three digitally-accessible collections (in Portuguese). The first collection – *Currículo, gestão e oferta da educação básica brasileira: incidências de atores privados nos sistemas estaduais (2005-2015)* [Curriculum, management and offer in Brazilian basic education: private actors' effect upon state systems (2005-2015)] – of 2018, was put together by Teise Garcia and Theresa Adrião ([https://www.greppe.fe.unicamp.br/pf-greppe/download\\_do\\_e-book.pdf](https://www.greppe.fe.unicamp.br/pf-greppe/download_do_e-book.pdf)). The two following collections – *Currículo, gestão e oferta da educação básica brasileira: Volumes 2 e 3*<sup>3</sup> [Curriculum, management and offer in Brazilian basic education: volumes 2 and 3] – were put together by Selma Venco, Regiane Helena Bertagna and Teise Garcia, and published in 2021.

Based on these analysis efforts, the theoretical challenge of this book consisted in identifying the consequences these initiatives have had on the achievement of basic education as a human right. The starting point was the crucial contribution by Katarina Tomasevski (2004), the first-ever United Nations Special Rapporteur on the Right to Education. Tomasevski formulates the necessary and required indicators for any education policy and which are yet not found in most countries, not even during the compulsory stage, namely: acceptability, accessibility, adaptability and availability, as well as accountability.

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<sup>3</sup> <https://pedrojoaoeditores.com.br/site/wp-content/uploads/2021/09/Curriculo-Gestao-Vol.-2.pdf> <https://pedrojoaoeditores.com.br/site/wp-content/uploads/2021/09/Curriculo-Gestao-Vol.-3.pdf>.

Other contributions were added, such as from De Becco (2009) and Ximenes (2014), which, compared with the findings of the research, supported the guiding matrix below that constitutes the basis to analyze the consequences of the privatization of education (SILVEIRA; ADRIÃO, 2022)

**Chart 1:** forms of privatization of basic education associated with crucial human right to education (DHE, by its Portuguese acronym) indicators

Crucial DHE indicators	Forms of privatization of Basic Education that are more directly identifiable by their dimensions of education policy
Availability	Educational offer – Private schools, low-cost schools, charters/contracts for the allocation of public funds to private agencies/actors and programs chosen by parents. Educational management – Transfer of the educational management or school management to private profit or non-profit actors.
Accessibility	Educational offer – Charters/contracts between governments and private agencies /actors to offer or operate additional educational programs. Individual schools have contracts (or charters) with their school district and receive public funding for each enrolled student (charter school). Educational management – Programs are introduced with no additional costs to the families and are geographically accessible.
Acceptability	Curriculum – Curriculum design and input are created or operated by private agencies/actors that standardize contents, teacher and student conduct, or undermine education. Educational management – Competition and ranking programs or policies are operated by private agencies.
Adaptability	Curriculum – Acquisition of educational technology resources and teaching materials that do not take into account community specificities or create inequalities through the offered curriculum. Educational management – Private agencies monitor teaching through standardized external evaluations and management systems based on competitiveness between schools.
Accountability/ social control	Educational management – Lack of transparency in the transfer of educational management or schools to private agencies.

Source: Silveira and Adrião (2022, p. 7)

According to Belfield and Levin (2002), ‘privatization’ of education is an umbrella term referring to processes and forms by which assets (including intellectual assets), activities and responsibilities are transferred from government organizations to private individuals or agencies. Such transfer may stem from deregulation/liberalization measures or policies to promote unaccountability for and market-

ization of education. This book understands that the programs and actions herein considered convey the privatization in the educational systems, where they occurred.

We sought to deepen the understanding of such processes by determining – in the three analyzed programs – the scale at which education policy is transferred to the private sector and the extent to which such transfer affects educational offer, management, logics of educational assessment and the ways of hiring teachers.

Programs were selected from a total number of 506 identified in the study according to two categories of information. The first category was their capillarity: it gathers information regarding all school segments (teachers, students, managers and school community) directly targeted by the programs; the levels of education encompassed by said programs and the dimensions of education policy affected by them (management, educational offer and curriculum). The second category was validity: information on how long the program was in effect during the chosen time frame. In addition, it was also taken into consideration whether the program had been institutionalized as government policy. (ADRIÃO, 2021)

In the first text, “Private programs in public state schools in Brazil: consequences of privatization to the human right to education”, the authors – Sabrina Moehlecke (UFRJ), Raquel Borghi (Unesp), Maria Lúcia Ceccon (Greppe) and Adriana Dragone Silveira (UFPR) – describe the three programs with the highest capillarity and the longest duration according to the research: Ensino Médio Integral, Acelera Brasil and Jovem de Futuro. It stresses that none of the programs guarantees that it will be available, since they are restricted to only a few schools and students and provide different services within the same education system. With regard to curriculum orientation – one of the aspects for education to be deemed as acceptable – an instrumental approach to education prevails, be it

by emphasizing contents in Portuguese, which are measured through external assessments, and in Mathematics, or by focusing on entrepreneurship and socio-emotional competencies. Adaptability is also limited, since teachers' and school administrators' actions are defined by private agencies, outside the school. Finally, with respect to social control, the three programs lack transparency in sharing information, data and findings, although it is a question of public schools and government education systems.

Following text, "Incidence of the Ayrton Senna, Natura and Unibanco institutes on Brazilian education: privatization and philanthrocapitalism", written by Theresa Adrião (Unicamp) and Antonio Lisboa Leitão de Souza (UFCG), describes and analyzes the three private organizations, which have had the largest effect on the 28 public education systems: Ayrton Senna Institute, Unibanco Institute and Natura Institute. This effect was identified by measuring the frequency with which they were involved in the operationalization of or provided support for the educational programs implemented from 2005 to 2018. The authors point out that these organizations are aligned with the *modus operandi* of the so-called venture philanthropy (ORGANIZATION..., 2014), and warn of the subordination of public education to the stakes of segments of the financial market in charge of "capitalizing" and monetizing the private funds that subsidize these organizations' actions.

In their text, "Analysis of the conditions of educational provision and implications for the human right to education in schools with the Educação Integral, Jovem de Futuro and Acelera Brasil programs", Cassia Domiciano (UFPR), Danilo Kanno (Unicamp) and Santiago Castigo e Monteiro (USP) discuss the situation of the educational offer in state schools of Pernambuco, Pará and Goiás, where said programs were introduced. Document research and data analysis showed that the programs were introduced in schools

that already had better infrastructure than the others. This changes the real impact they would have, should they be introduced in average schools. Furthermore, the authors warn that the classes involved in these programs showed little improvement in their school performance. These restrictions jeopardize the aspects that constitute the desirable characteristics availability and accessibility of the education offered.

The fourth section of this book is “Educational assessment in the programs Acelera Brasil, Jovem de Futuro and Ensino Médio Integral and the assurance of the human right to education” by Regiane Helena Bertagna (Unesp), Andréia Ferreira da Silva (UFCEG), Elisângela Maria Pereira (Unicamp) and Úrsula Adelaide de Lélis (Unimontes). The authors deepen the understanding of the educational assessments suggested in association with the analyzed programs that were introduced in the school networks in the states of Pará, Goiás and Pernambuco. The text is based on the relation between assessment and managerialism, which is understood as a driving force for the privatization of school and educational management. Finally, the study reflects upon the repercussions of assessments models to guarantee the human right to education, using adaptability as reference. This aspect is compromised by assessment standardization, a strong preference for indicators that contribute to competitiveness and by external control and monitoring of managerialist nature, which convey a limiting image of school education.

In “Privatization of management and the human right to education: accountability/social control in three educational programs”, the authors Nadia Dabrach (IFF), Teise Garcia (USP) and Márcia Cossetin (Unila) analyze the selected programs as to the existence of tools that allow society in general and school users in particular to hold the State and private agencies involved in the compliance with the right to education accountable. The text suggests

that *Jovem de Futuro*, Programa de Educação Integral and Acelera Brasil lack transparent accountability mechanisms and prioritize managerialism tools to monitor educational management and the work realized within schools. On the other hand, the willingness of schools to take part in the program *Jovem de Futuro* suggests some participation. The authors also point out that the programs do not contribute to strengthening social control and accountability as per the constitutional principle of democratic management of public education, since they do not propose, encourage or initiate community participation to create, decide and monitor actions taken, the school's educational proposal or the choice of school managers.

In the last text, "Work relations and the privatization of education", written by Selma Venco, Maria Vieira Silva, Flávio Sousa and Cintia Brazorotto, the authors discuss how processes of education privatization and the hiring of Basic Education teachers have converged from 2005 to 2018 in the three Brazilian states that participated in the research. The text expounds the problems of precarious job opportunities due to declining hiring through public exams and a significant increase in temporary and part-time contracts in public education systems. Data refer to the above-mentioned programs Educação Integral (Pernambuco), *Jovem de Futuro* (Pará), and Acelera Brasil (Goiás). Empirical analysis, theoretical contributions and the review of legal provisions allowed us to identify a contiguous relationship between privatization and processes that make the work of professionals involved in the implementation of said programs increasingly more precarious and intensive.

Lastly, the result of our research demonstrated how difficult it is to access data that was collected and processed in the scope of these programs and on the public education systems, where they were introduced. Through confidentiality agreements and other ways that hinder access to information, private agencies and government



authorities have prevented public education systems from being treated as such and impeded the constitutional principle (BRASIL, 1988. Paragraph 37) of disclosure within public administration by denying access to information on schools and public-school networks, with which they have worked for over a decade.

Almost a century ago, the Brazilian pedagogue Anísio Teixeira stated that education is not and shall not be a privilege. In this sense, the book activates the characteristics of the human right to education as analytical categories for the educational programs created and conducted by private agencies that influence the Brazilian education agenda. We may, thus, systematize evidence of the consequences of these educational policies that exceeds the mainstream data available on school performance and attendance.

I close this presentation with the wish that this study may serve to intensify the international dialogue between those who attempt to understand in order to better oppose situations, in which public education has been contended for on different levels and in different regions by private agencies.

Campinas, May 2022

Theresa Adrião

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# Private programs in public state schools in Brazil: consequences of privatization to the human right to education<sup>1</sup>

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## 1 Introduction

This part of the study will address three private programs implemented in state education systems in Brazil and their implications for the human right to education. The programs were

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identified in a mapping of private actors and programs in state education systems in Brazil in 2005-2018 and will be characterized and analyzed herein. They are: Programa Ensino Médio Integral (Integral Secondary school Program), Programa Acelera Brasil (Brazil Catch-up Program) and Programa Jovem de Futuro (Youth of Future Program).

The criteria used to select the three programs were **scope** – number of states, area and target audience, and **term** – duration of program at national level. The chart below features the programs and education systems analyzed in the study:

Chart 1: Programs/education systems.

Program	Private actor	State	Privatization area
Programa de Educação Integral (PEI)	Instituto de Corresponsabilidade pela Educação (ICE)	Pernambuco	Supply
Programa Acelera Brasil	Instituto Ayrton Senna (IAS)	Goiás	Curriculum
Programa Jovem de Futuro	Instituto Unibanco	Pará	Management

Source: authors, based on research at: [https://www.grepe.fe.unicamp.br/pt-br/mapeamento\\_da\\_insercao\\_do\\_setor\\_privado\\_nas\\_redes\\_estaduais\\_de\\_educacao](https://www.grepe.fe.unicamp.br/pt-br/mapeamento_da_insercao_do_setor_privado_nas_redes_estaduais_de_educacao).

In terms of methodology, the selected programs are introduced based on documentary research in primary sources, whether regulations issued by state governments or material published by the private actors involved, in addition to a review of the literature produced in the area, available on the Scielo platform, Google Scholar and the Capes theses and dissertations database, from 2000 to 2020. In turn, the analysis of the implications of the programs for the human right to education will consider the characteristics of this right developed by Tomasevski (2004) and De Beco (2009) and

discussed within the scope of this research by Silveira and Adrião (2022), which will be described in item 3 of this text.

## 2 Private programs and their operation in the state education systems of Pernambuco, Goiás and Pará

These are the programs and their operation.

### **2.1 Programa Ensino Médio Integral in Pernambuco**

Pernambuco was one of the pioneer states in expanding integral education in secondary school, based on a strategy of cooperation between the State Education Department and the private sector, especially Instituto de Corresponsabilidade Educacional (2006) (Institute of Educational Co-responsibility, ICE). The initial experience in 2003 with the creation of Programa de Desenvolvimento dos Centros de Ensino Experimental (Experimental Teaching Centers Development Program, Procentro), which later expanded and became state public policy through Programa de Educação Integral (Integral Education Program, PEI), created in 2008 and still in operation. Today, Pernambuco is the Brazilian state with the highest percentage of secondary school students in full-day education.

However, did this Pernambuco experience, which reformulated and expanded secondary education in the state, effectively strengthen the right to education, expanding educational opportunities in terms of access, permanence and completion of studies? Or did the expansion of full-day, integral secondary schools, via privatization, lead to the creation of niches of excellence, to the detriment of the other schools in the state education system?

To answer these questions, first of all the institutional arrangements of integral secondary education programs in Pernambuco were analyzed, through laws, decrees and normative instructions regarding their creation and regulation, approved over the last two decades, as well as reports published by the private actors involved. From this empirical basis, it was possible to identify

two distinct moments of program implementation, a first one that we classified as experimental, in force from 2003 to 2007, and a second called policy consolidation, from 2008 onwards, since the program is still in effect.

### *2.1.1 Phase 1: experimental*

Discussions and initiatives started in 2000-2003 resulted in the creation of Centro de Ensino Experimental Ginásio Pernambucano (Ginásio Pernambucano Experimental Teaching Center) and later Programa de Desenvolvimento dos Centros de Ensino Experimental (Procentro). This movement is supported by a former student of the school and former director of Philips, Marcos Magalhães, who coordinates with a group of private companies, such as Odebrecht, Bandepe, Chefs, Philips, to build this new school and found Associação dos Parceiros do Novo Ginásio Pernambucano (Novo Ginásio Pernambucano Partners Association) (LEITE, 2009).

In 2003, Marcos Magalhães also founds Instituto de Responsabilidade pela Educação (ICE)<sup>2</sup> as a non-profit civil society institution, formed by several private companies, which will be responsible for co-managing the Experimental Teaching Centers alongside the State Education Department, through a technical and financial cooperation agreement set up in September 2003 (PERNAMBUCO, 2004a), scheduled to last five years. The main stated goal of the agreement is to “design, plan and execute initiatives to improve the supply and quality of secondary education in the state of Pernambuco, ensuring the effectiveness of this state duty regarding the public education system, through the contribution of technical, financial and material resources, public and private, combined with community actions” in order to create “educational centers of excellence.”

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<sup>2</sup> For further information on ICE see Adrião (2014).

Soon after that a Working Group was created (Ordinance 7073, dated October 1, 2003) with the goal of “designing a legal instrument that contains all the characteristics and specificities of the Experimental Teaching Centers,” resulting three months later in the creation of Programa de Desenvolvimento dos Centros de Ensino Experimental – Procentro (PERNAMBUCO, 2004a), also with a five-year term. This program basically repeats the goals of the aforementioned agreement, defining as its general goal “the design, planning and execution of a set of innovative initiatives in content, method and management, aimed at improving the supply and quality of secondary schools in the public education system of the state of Pernambuco, ensuring the creation and implementation of model state secondary schools” (PERNAMBUCO, 2004a, Art. 1). The main emphasis of the normative text lies in the issue of improving the quality of secondary education through what is defined as “teaching and managerial innovations,” stressing the idea of “shared management” and the intention of spreading this experience to model secondary schools in the state. However, the text no longer mentions the idea of creating “centers of excellence,” as in the agreement document, referring instead to “quality with social inclusion.”

The sharing or transfer of management not only of the experimental schools, but also of the actual program within the scope of the Education Department, was a point intensely questioned and debated in the year of its creation. Both the Prosecution Service and the State Education Board issue opinions on the agreement signed between ICE and the state of Pernambuco, prompted by the reaction in the media and education trade associations and unions. Both bodies stress the responsibility of the state government in guaranteeing the right to education and school management, besides expressing concern about universal access to enrollment and equality of teacher wages, and demanding of the school a work plan and

educational project, which did not yet exist even though the student selection process had already started (PERNAMBUCO, 2004b).

Despite the issues raised, the regulations in force made it possible for Centro de Ensino Experimental Ginásio Pernambucano, as well as the other public schools created in the following years, to be managed by private actors, who also played a significant role in the management of the program at the Education Department. School management positions started being filled by temporary appointments, no longer necessarily selected from the teaching staff, as in other state schools, or from employees of the state education system (DUTRA, 2012). In 2004, when Procentro officially became effective, the program's management relied on a concept of co-responsibility and co-management of secondary education, combining public and private funds for state public schools, subject to performance indicators (PERNAMBUCO, 2003).

Regarding the division of functions between the Education Department and ICE, it is the responsibility of the former, through a specific body to be created in its framework, to provide the physical facilities of the schools and the technical staff, and to select the location of the schools, the students, teachers and support staff who will be involved in the centers' activities, *always* together with ICE (Clause 3). In turn, it is the duty of the private actor – ICE to: provide technical, material and financial resources required for the activities of the “centers”; participate, in a system of co-management and co-responsibility, in planning, managing and evaluating the activities developed, setting standards of excellence and efficiency; mobilize people and companies from the private sector to raise the necessary resources for the development of the activities. In addition, it is provided that ICE's technical and financial resources include “contributions in goods or money, donations, assignment of use rights, loans for use and scholarships, in addition to other resources, whether its own or of third parties.”



Oddly enough, although ICE is still a participating private actor in the Education Department and Procentro, the Law n° 12.965 (PERNAMBUCO, 2005) to define the implementation and operation of the Experimental Teaching Centers no longer mentions, in any of its articles, the terms co-management or co-responsibility, abundantly cited in the 2003 agreement document (still in force). The disclosure of the issue in the media and its debate in the Prosecution Service and State Education Board may have contributed to the deletion of the explicit reference to those terms. In other matters, the law basically repeats the division of functions between the Education Department and ICE previously provided in the 2003 agreement, adding the creation of thirteen Experimental Teaching Centers in secondary education, besides creating a special site bonus of 1.25 % of wages, granted to teachers in the state system, and a performance bonus of up to 30% of the value of the special site bonus, to be granted to teachers every six months (PERNAMBUCO, 2005, Art. 3). In the following year, Decree n° 28.975 (PERNAMBUCO, 2006a), which amends the aforementioned law, also includes the management team in the performance bonuses, in the same conditions. In December of the same year, Decree n° 30.070 (PERNAMBUCO, 2006b) created seven more experimental centers, which opened in 2007, totaling 20 experimental centers in operation.

### *2.1.2 Phase 2: policy consolidation*

In 2007, Eduardo Campos started as the new governor of the state of Pernambuco (2007-2010; 2011-2014), remaining in office for two terms and influencing the expansion and consolidation of a specific model of full-day integral secondary education. In the same year, the release of the national education development index (Ideb), with very poor results for schools in the state, especially secondary schools, and with great repercussion in the media, led to a number of initiatives and responses by the government.

Prominent among them is a quantitative study about secondary schools, followed by a proposal to restructure this schooling level to favor full-day integral education, along the lines of Procentro. The program, which began in a few schools on an experimental basis, would become the following year the main policy for secondary education in the state.

Established by Complementary Law n° 125 (PERNAMBUCO, 2008), Programa Educação Integral (PEI) aims at “the development of policies for improving the quality of secondary education and the vocational training of students in the Public Education System of the State of Pernambuco” (PERNAMBUCO, 2008, Art. 1). PEI is aimed at regular secondary schools (propaedeutic), whether half-day or full-day, now called *Escolas de Referência em Ensino Médio* (Model Secondary Education Schools, Erem). The former Experimental Teaching Centers created at Procentro are also renamed Erem.

The former program, Procentro, is not mentioned in the 2008 state law, but many of its goals remain, such as the emphasis on improving the quality of secondary education, results-oriented management, spread of educational and managerial innovations, besides cooperation between the Education Department and partner institutions, both public and private. However, emphasis is also given to new goals, such as expansion of the integral education model throughout the state, capacity building of staff according to the economic vocation of the region, “integration of secondary education with quality vocational training as a right to citizenship, an essential component of decent work and sustainable development” and the “collective participation of the school community in developing the school’s political-pedagogical project” (PERNAMBUCO, 2008, Art. 2). At this moment, there is a greater concern with vocational training in secondary education, an aspect that was being widely debated in Brazil at the time and which

resulted in the approval of Law n° 11.741 (BRASIL, 2008), which amends the education law (LDB) and allows vocational education at secondary level coordinated and integrated with regular secondary education.

In institutional terms, in order to plan and execute PEI actions, a specific body is created within the Pernambuco Education department: Unidade Técnica de Coordenação do Programa de Educação Integral (Technical Unit for the Coordination of the Integral Education Program). Linked to the department's office, with technical and financial autonomy, its goals include, in addition to those already mentioned, the following responsibilities in PEI schools: to offer continuing education programs for teachers and other professionals linked to the program; to implement Projeto de Protagonismo Juvenil Educação Integral (Integral Education Youth Protagonism Project); to spread successful experiences to other schools in the state education system; to define basic operating standards for Erem; to ensure, observing the compatibility of facilities and schedules, youth and adult education in Erem.

The operation of the PEI coordination unit was regulated (PERNAMBUCO, 2010) two years later, answering to the Executive Secretariat of Vocational Education of the Education Department and with a fairly comprehensive organizational framework: General Management; Administrative Department; Legal Department; Educational Department; Engineering Department; Department of Half-Day Model Schools; Department of Full-Day Model Schools; Technical Assistance; Advisory Team; Head of Administration Center; Head of Erem Science Labs Center; Head of Erem Computer Labs Center; Head of Erem Socio-educational Center; and Permanent Bidding Committee. Within each school, in turn, there was a principal, a supporting educator, a secretary, a library coordinator, two lab coordinators (science and information technology), an administrative

coordinator and a socio-educational coordinator. In 2008, in order to administrate this extensive structure, five management positions and 180 support and advisory positions were created within the framework of temporary and political appointments of the executive branch, which, in the aforementioned decree of 2010, were expanded to seven management positions, three senior advisory positions, 28 supervision positions and 402 support and advisory positions.

The number of staff involved in PEI and the different areas created to organize and manage the program, in both the Education Department and the Eremes, are indicative of the financial investment and also of its relevance within the scope of the state government. However, it should be noted that in this initial period, PEI was being executed in only 51 (fifty-one) Eremes, of which thirty-three were full-day and eighteen were half-day, in different micro-regional centers of the state (PERNAMBUCO, 2008, Art. 5). In 2010, the number of Eremes was increased to a total of 160. It is also observed that another advantage of PEI is that it has its own budget, which facilitates the defrayal of expenses.

With respect to working hours, the principals, secretaries, support educators, administrative coordinators, library coordinators, heads of laboratory centers and socio-educational coordinators assigned to the Eremes work full-time, forty hours per week distributed over five days. In turn, the Erem teachers can work on a full-time basis, with a workload of forty hours per week, with the right to a 199% bonus of the floor wage, or part-time basis, with a workload of thirty-two hours per week, distributed over five days, with a bonus of 159% of the floor wage (PERNAMBUCO, 2008).

Another change observed with the creation of PEI was that ICE and other private actors took on a more secondary role in the program's management in the Education Department and the Eremes compared to their strong presence in the management of

Procentro and of the schools. Coordination and management of the program is transferred to the Education Department and the connection with ICE becomes more cooperative than the delegation of school management (SILVA, 2016), with the private actor in charge of investment and the state responsible for cost expenses (MAGALHÃES, 2008).

In addition, as of 2010, the state of Pernambuco joined Programa Ensino Médio Inovador (Innovative Secondary Education Program, Proemi), created by the federal government. Initially, 17 schools participated in the program, one in each Regional Education Department. In 2011, the Eremes were included in the program, becoming part of this integral secondary education policy aimed at regular education (DUTRA, 2012).

Regarding the number of hours in secondary education, it was restructured to meet the needs of students with different school hours given the different life situations of each one. Thus, a new curriculum framework was created in 2012 (PERNAMBUCO, 2012), which determined a total load of 4,200 class hours for half-day and 5,400 class hours for full-day. In terms of the syllabus, it is the same as in regular secondary school, but with more hours plus an entrepreneurship project class and a human rights class in the diversified part of the curriculum. In terms of workload, the difference of 1,200 hours between full-day and half-day is dedicated to workshops, study and research, which are not offered in the latter.

Within this new structure created by PEI and its regulations, the number of full-day and half-day Eremes increased over the years, reaching a total of 300 schools in 2015, distributed in 184 municipalities and one in the district of Fernando de Noronha, covering the whole state (DUTRA, 2012). From what it was possible to identify within the scope of the Education Department in 2021, this number remains the same regarding secondary education.

However, in 2017 an important change was made to the program through Complementary Law n° 364 (PERNAMBUCO, 2017), which amended the 2008 law that created PEI by including state elementary schools and vocational schools in the integral education program. This change brings the prospect of an intense expansion of the program, by covering another stage of basic education, in addition to incorporating another type of education, in addition to the regular one. It is also worth mentioning the incorporation in the program's goals of students' socio-emotional development, following the trend to be provided in the Brazilian Core Curriculum Standards, by reducing the concept of integral education to the promotion of socio-emotional skills. Finally, the new law expands, in Article 5, the number of hours in full-day schools, from a minimum of thirty-five class hours per week to up to forty-five class hours per week.

## **2.2 Programa Acelera Brasil in Goiás**

Within the scope of the research, the study on the implementation of Programa Acelera Brasil was undertaken in the state education system of Goiás. As pointed out by Borghi and Domiciano (2022), Goiás was the first state system to introduce the program in 1999. It was discontinued for some time and then resumed in 2012. The authors highlight, however, the difficulties in accessing information and data about Programa Acelera in the state education system of Goiás. They also state that little or almost no scientific production on the program in the state system was found in a review of such production.

Programa Acelera Brasil is a catch-up program run by Instituto Ayrton Senna (IAS) which has been implemented in different state and municipal education systems in Brazil. Adrião and Borghi (2022) point out the prominence of IAS in the definition and monitoring of educational policies for Brazilian basic education (up to secondary

education) at all government levels. The authors highlight that IAS was identified as one of the private actors with the highest participation in state education systems, based on research that mapped the actors, actions and programs in those systems in 2005-2018.

Programa Acelera Brasil is aimed at students in the early years of elementary school who are behind their age group. According to IAS, the program's goals are to bridge age-grade gaps and guarantee quality education for all students.

As provided in the technical cooperation agreement, the program's method consists in identifying and diagnosing students who are behind their age group and forming catch-up classes with a maximum of 25 students. It is usually implemented together with Programa Se Liga, as it carries out a diagnostic evaluation of students behind their age group and refers them to one of the two programs according to the evaluation. As described by Borghi and Domiciano (2022), illiterate students should be referred to Programa Se Liga, while those who are already literate go to Acelera Brasil.

Regarding the diagnosis and organization of classes, the agreement provides that the state system should:

- carry out a survey, in all schools of the state education system, of students who are two or more years behind their age group, enrolled in the first four grades of elementary school;
- administrate the literacy diagnostic test to determine the nature of the catch-up projects to be implemented, ensuring that all students behind their age group are included;
- form classes for catch-up activities with 25 students at most (GOIÁS, 2012)

Regarding the program's staff, Borghi and Domiciano (2022), based on the agreement document, report that in the state the program comprised a general coordinator with a managerial profile, responsible for the catch-up activities, a team of program

supervisors and teachers. The authors also report that each supervisor should be trained in the Instituto Ayrton Senna Information System (Siasi) and be responsible for a maximum of eight classes. It was also the supervisor's role to make technical visits to classrooms and fill in reports based on what was observed. As for the teachers, the authors state that the agreement document provided training to work in the program.

The program also includes the training of teachers to work with these catch-up classes, and it is the responsibility of the state system to "ensure the presence of qualified teachers to work in the program's actions on all scheduled class days and times (GOIÁS, 2012).

The program also has textbooks *Programa Acelera* for teachers and students and the agreement document establishes that the state is "responsible for the acquisition of textbook sets for students and teachers of (GOIÁS, 2012).

Another relevant point of Programa Acelera Brasil relates to the monitoring/management of attendance and learning with a view to achieving goals and results. The Table 1, next page, illustrates this issue.

As stated in the agreement document, the program's term in the state education system of Goiás ended in December 2014.

### **2.3 Programa Jovem de Futuro of Instituto Unibanco in the state of Pará: characteristics and background**

Organized as a non-profit private association, according to Ceccon and Monteiro (2022), Instituto Unibanco (IU) is responsible for the private social investment of the Itaú Unibanco Holding S.A. conglomerate and maintained by an endowment, which, according to the institute, [...] guarantees strategic alignment and ensures the free supply of services and products to education departments, schools, education professionals and students who take part in its projects" (INSTITUTO..., 2022).



**Table 1:** indicators and goals of Programa Acelera Brasil

<b>Indicator</b>	<b>Goal</b>
<b>completion of the school calendar</b>	<b>100%</b>
<b>teacher attendance</b>	<b>98%</b>
<b>student attendance</b>	<b>98%</b>
<b>promotion</b>	<b>95%</b>
<b>books read per student</b>	<b>40</b>
<b>completion of classes/activities</b>	<b>100%</b>
<b>average of accomplished grades/years</b>	<b>2</b>

Source: <[www.redevenecer.org.br/pagina/acelerabrasil](http://www.redevenecer.org.br/pagina/acelerabrasil)>. Accessed: 30 Sep 2021.

IU began its activities in 1982, supporting social programs and projects of different organizations. As of 2002, it redirected its efforts to the field of education, with its own programs and projects. In 2007, it focused its activities on regular secondary education, understanding that this level of education is a major challenge for Brazilian youth. “Currently, besides working on the design, development, implementation and evaluation of solutions for educational management, it aims to occupy strategic positions and intensify interaction with the main actors and decision makers of public policies in the area of education, advocacy action.” (INSTITUTO..., 2022).

Programa Jovem de Futuro (PJF), the main program of Instituto Unibanco, created in 2007 and implemented in several Brazilian states, can be characterized as a private intervention plan focused on educational and school management, aiming to improve the results of regular secondary education in Brazilian public schools.

According to IU (2011), PJF is an educational technological solution, materialized in the form of methodologies and management techniques.

Prominent among the technologies used are Project Management System (SGP), Virtual Learning Environment (AVA), School Management for Learning Outcomes (GPeR) and Management Circuit. SGP was an online platform used for monitoring and control. All information such as registration data, action plans, attendance and physical-financial execution were fed into the system for analysis by Education Departments, Instituto Unibanco and the Brazilian Ministry of Education, in addition to the actual schools. The AVA platform was used for the development of technical training in the distance learning format for managers, teachers and students. The GPeR methodology was aimed at producing quality results through efficient and effective management. The Management Circuit, originally inspired by the management method known as PDCA, consisted of a technique comprising six stages: agreement of goals, planning, execution, monitoring, evaluation and replanning, and coordinates the program's five core areas: governance, technical advice, training, mobilization and knowledge management (INSTITUTO..., 2011).

Besides the abovementioned instruments used by the program with a focus on educational and school management, the school's curriculum was also reinforced through projects, characterized by IU (2011) as educational or mobilization methodologies, with the following objectives: Young Agent (forming leaders and promoting a good collective school environment); The Value of Tomorrow in Education (reflecting on individual choices, conducive to building a life project); Studying Is Worthwhile (reflecting on the benefits of studying for students and making a correlation between education, income and employability); Young Scientist (stirring interest in

science learning); Among Youth (reviewing mathematics and Portuguese content of elementary and secondary school) among others. The projects were subdivided into essential or optional and made available by the institute to schools that showed interest. As of 2015, with the new agreement between the Education Department and IU, the Young Agent and Among Youth projects became mandatory for all schools that implemented PJF (PARÁ, 2016; INSTITUTO..., 2011).

The selection of schools participating in PJF took place after the program was introduced to the schools invited by the Education Department, which later signed them up. Schools that joined the program were divided into two groups. One group was selected as “treatment” and the other group remained in a “control” condition. The difference between the two groups was that the control group did not have the weekly assistance of an UI technician and was intended to serve as a laboratory to compare its results with those of the “treatment” group (CECCON; MONTEIRO, 2022; INSTITUTO..., 2018).

For the development of the program, the Education Departments had support teams at the central level, and in the schools they had the principal, the educational counselor and one teacher trained in the GPeR methodology to execute the program. They also had monitoring, consulting and advice services and weekly visits by the IU technician, in addition to one school supervisor to monitor ten schools in the program. Besides this structure, as a way of institutionalizing PJF, a “governance system” was created. In the school, it comprised the school management, program coordinators and representatives of students and parents. The State Committee was led by the Head of the Education Department, and the National Governance Committee was coordinated by MEC and made up of representatives of the Executive Secretariat, the

Basic Education Secretariat and National Education Development Fund, but both acted in decision-making at higher levels. IU participated in committees at state and federal levels (INSTITUTO..., 2011).

As for financial investments, in its initial phase, the participating schools received technical and financial support for the design, implementation and evaluation of a Quality Improvement Plan, lasting three years, that is, the secondary school cycle. At this stage, they had resources of R\$ 100.00 per student from IU, besides printed materials. Later, in the partnership phase with ProEMI, funds were made available by the federal government, through Programa Dinheiro Direto na Escola (Money Directly to Schools Program, PDDE), so that the school could invest in capital and expenses. In the third phase of implementation of PJJ, a phase considered “technology transfer,” there were no financial investments (INSTITUTO..., 2011; 2018).

As a means of motivation to obtain results, the program used incentives and rewards through monitoring of actions and evaluation of positive results in Portuguese and mathematics assessments (focus of the program). The rewards consisted of equipment for the school and the incentives of prizes or excursions for students and teachers (INSTITUTO..., 2011).

### *2.3.1 Background of PJJ in Brazil and Pará*

The program has undergone changes since its creation, called phases or “generations” that interrelate. The first generation started in 2007, as a pilot or experimental phase with the states of São Paulo, Minas Gerais and Rio Grande do Sul. According to IU data, this phase involved a total of 197 schools. Despite controversies regarding the program’s success, according to Garcia, Cossetin and Pereira (2022), in 2009, it was included in the Educational Technologies Guide (ANDRÉ, 2009) of the Ministry of Education.

The second generation, started in 2012, was marked by the signing of an agreement at federal level to implement PJJ together with Programa Ensino Médio Inovador (Innovative Secondary Education Program, ProEMI), which provided the redesign of the secondary education curriculum in the program's schools. On February 14, 2012, a Technical Cooperation Agreement was signed with the federal government intended to last through 2016, when the IU planned to reach about 2,500 thousand schools and more than 2 million students in Brazil. The program was implemented in five states (Ceará, Pará, Goiás, Mato Grosso do Sul and Piauí), totaling 2,166 schools. For IU, this phase marked the recognition of PJJ as a public educational policy. However, it only lasted until 2015, when the "partnership" was undone due to difficulties created in schools by the existence of two management systems: PDDE of the federal government and SGA of IU. This reason was mentioned "by the institute itself as a hindrance to obtaining positive results in PJJ at this stage, in which the planned goals (as well as in the previous generation) were not achieved" (CECCON; MONTEIRO, 2022; GARCIA; COSSETIN; PEREIRA, 2022).

In 2015, a new phase began, disconnected from ProEMI, with initiatives aimed at training school management in secondary schools, in an effort to universalize management technology and transfer to departments of education. The program reached the states of Espírito Santo, Pará, Piauí, Ceará, Goiás, Rio Grande do Norte and Minas Gerais, totaling 3,549 schools. This generation, according to Garcia, Cossetin and Pereira (2022), who cite Henriques, consolidates the transformation of the program into an education system policy. Its activity becomes systemic and financial transfers come to an end.

In the state of Pará, the program began in 2012 and operated since the beginning as part of ProEMI/PJJ, in the context of "*Pacto*

*pela Educação do Pará*” (Pará Education Pact).<sup>3</sup> The “pact” was formally established in 2013, coordinated among different private actors such as the Inter-American Development Bank (IDB), foundations, institutions, entrepreneurs and the state government, with the goal of improving the quality of public education in the state system. It brought together 28 actors and 31 private programs to work in the state system, including Programa Jovem de Futuro, with the agreed goal of raising Ideb scores by 30% by 2017. This privatization trend was aligned with Todos pela Educação (All for Education), instituted in Brazil in 2006 (CECCON, 2021; CECCON; MONTEIRO, 2022)

In August 2012, 87 schools in the metropolitan areas of Belém, Marabá and Santarém joined the program. In 2015 and 2016, after separating from ProEMI, PJJ remained linked to the Pará education system with 45 schools, serving 11,496 and 17,550 students, respectively, confirmed by the news website Agência Pará. In 2017, in a process of expansion, it reached 155 schools and, in 2018, the year in which the institute’s operations in the state ended, it reached 203 schools, with a total of 92,257 students, according to IU records (CECCON; MONTEIRO, 2022).

In May 2018, the State Education department of Pará signed the Technical Cooperation Agreement with Instituto Unibanco under no. 074/2018 to extend the “partnership” until 2020. However, the program was terminated on December 24, 2018, through the Termination Agreement of the same number, on the grounds that, by mutual consensus, a new cycle of programmatic intervention was no longer necessary (CECCON; MONTEIRO, 2022).

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<sup>3</sup> See Ceccon (2021).

## **2.4 Comparative analysis of the programs**

The three programs herein analyzed share an origin in the private sector and a legal organization as non-profit civil society institutions. Their goal is to contribute to Brazilian public education networks in order to overcome the low levels of educational results in secondary and elementary education.

As strategies to achieve the proposed results, they use the Basic Education Development Index (Ideb) as a benchmark and invest in rankings, bonuses or awards. They are standardized programs at national level, considered models in this field of activity. Most of them aim to become public policies and be recognized as having great potential in solving educational problems.

Another common element is the impact on the organization of educational systems through a parallel administrative structure called “governance.” This structure can be formalized through decrees, which evoke an authoritarian form of management, since it disrespects the democratic frameworks provided in Brazilian educational legislation.

## **3 Consequences for the human right to education**

Following the introduction of the programs, we now move on to the analysis of their potential implications for the provision of education as a human right, observing the characteristics of this right developed by Tomasevski (2001) and De Beco (2009), i.e., availability, accessibility, acceptability, adaptability and accountability.

The design of indicators based on the characteristics of the human right to education aims to measure the progress of the state’s duties to guarantee that right, although there are difficulties in establishing a comprehensive and accurate set to assess the different aspects (DE BECO, 2009).

Availability presupposes that there are enough educational opportunities (places in schools) for all young people, including those from traditional communities, indigenous peoples, etc., and the presence of qualified teachers with attractive salaries, with sufficient and adequate facilities, resources and teaching materials. This characteristic was analyzed in the research based on questions such as: a) Was the program made available to all schools and students? b) Are there enough places in schools to meet the number of students? c) What are the supply conditions of the program? d) Do the education professionals involved in the program receive incentives? e) Are there different working relationships between teachers who are inside and outside the program? (SILVEIRA; ADRIÃO, 2022).

Accessibility requires that such opportunities are not merely formal in order to ensure inclusive and non-discriminatory education (Unesco Convention against Discrimination in Education, 1960), with the state guaranteeing access to non-mandatory schooling levels, incorporating the concept of active gratuitousness, for example, as a way of keeping students in school. The accessibility aspect raised questions such as: a) Is the program characterized as a social policy? b) Is the program evenly distributed geographically? c) Is the concept of active gratuitousness in force or are families responsible for specific supplies and expenses? d) How does it deal with working students? (SILVEIRA; ADRIÃO, 2022).

The characteristic of acceptability, in turn, aims to analyze aspects of the right to education related to the adequacy of educational methods and curriculum, and should address the realization of human rights, the full development of the individual, human dignity and well-being, with significant experiences. In terms of acceptability, the guiding questions to analyze the consequences of the privatization of education based on the action of the programs are: Is the curriculum oriented towards the realization of human rights or does



it focus more on the teaching of Portuguese and mathematics? Does the curriculum seek a standardization of content and attitudes? Does the curriculum offer significant learning experiences? Is there respect for learning pace, considering the different characteristics of students? Do the programs encourage the ranking of schools, classes or professionals?

The characteristic of adaptability is related to the need for education and the curriculum to respect diversity, the different social and cultural contexts. The questions are: Is there curriculum standardization with respect to the specificities of communities and students? Does curriculum differentiation generate inequality in curriculum supply? Is there respect for cultural diversities? (SILVEIRA; ADRIÃO, 2022).

To the four “As” proposed by Tomasesvki (2004) is added a fifth characteristic related to accountability, with mechanisms of evaluation and accountability in a democratic perspective, with the existence of transparency mechanisms. The guiding questions for analyzing the consequences of privatization are: Has the school community, including parents, been consulted about joining the program? Are the program data accessible, with information transparency? Are there any guidelines in the program that hinder democratic school management? (SILVEIRA; ADRIÃO, 2022).

These questions pervade the analysis of how the implementation of three examples of privatization programs, in their different aspects of educational policy – education management, educational supply and curriculum – brought consequences for the guarantee of the state’s duties in providing education with availability, accessibility, acceptability and adaptability to all, in addition to social control.

### **3.1 Availability**

The implications for the availability of education were observed in the three programs analyzed. In Programa de Educação Integral

(PEI) in Pernambuco, with respect to this characteristic, it was observed that the program was initially designed for a restricted set of schools and students, reaching only 20 secondary schools by the end of four years. With the changes introduced in 2008, the prospect of expanding the supply of places and schools involved increased, reaching a total of 160 Eremis in 2010, capable of meeting 50% of the demand of students in this type of education (DUTRA, 2012). This number grew to 300 Eremis in 2015 and in 2017 included also elementary schools and state secondary vocational schools. In other words, with regard to the program's supply of places, it is initially restricted and excluding, and, as of 2008, on becoming public policy, it starts expanding with the aim of involving as many schools as possible, considering the possibility of students attending part-day or full-day hours, as especially in secondary schools the issue of extended school hours is still viewed to limit the access of all students, since many are inserted in the labor market.

Another relevant aspect in relation to the availability of places for students relates to the different selection processes used in PEI. First, as the program's focus was on creating educational centers of excellence, the intention of the private actor who effectively managed the program was to create a selection process through knowledge tests, in order to choose only the best students. As this mechanism was prohibited by the Prosecution Service, they were obliged to take in all students that lived near the school who applied and agreed to attend the full-day program, without any selection by age. However, "as the demand is usually greater than the supply of places, in the various centers the main criterion becomes the school transcript" (MAGALHÃES, 2008, p. 85). In other words, even though selection by level of knowledge is prohibited, the practice seems to have continued, but now via school transcripts. Another procedure adopted was the establishment of an initial phase of

student leveling, lasting one month. According to the then president of ICE, “more than 80% of students are considered capable of being promoted and, instead of failing, students with difficulties in specific subjects receive support and additional tutoring in those subjects in the following year” (MAGALHÃES, 2008, p. 87).

Through the analysis of the set of guidelines and initiatives related to student access to the program, one notes that the strategies used by the program to achieve good student performance followed the logic of excellence already widely used in so-called private schools: a strict prior selection of students, carried out in an explicit or implicit manner. Although the program widely disclosed the scores of its students in Ideb and Enem (national secondary school exam), above the state average, its selection process allows us not only to relativize its “school effect,” but also question to what extent the quality of these schools of excellence could be maintained if this model were extended as a right for all, a situation in which it would no longer be possible to choose the best students.

Another relevant point concerns a hierarchization of the school system, among the Eremis themselves and among the teachers of the state system of Pernambuco. The schools selected vertically for the program, by their Steering Committee, receive funds through their own budget, in addition to having their facilities adapted for the installation of laboratories and other equipment. The number of staff at Eremis is much larger than in other schools in the system and their managers and teachers receive higher bonuses than their colleagues who also work 40 hours per week. In addition, research indicates that within Eremis there is a hierarchy between full-day and part-day schools, as the former cannot do without classes or teachers and have their results evaluated and controlled. As a teacher interviewed by Andreia Silva (2016, p. 172) reports: “If they are missing a teacher, they take one of ours”, because the academic

performance of students at full-day Eremis is a priority at state government level.

In this same characteristic of the human right to education, namely availability, it was possible to observe, as described by Borghi and Domiciano (2022), that Programa Acelera aimed to benefit all students in the state system who were behind their age group. However, in Circular 1/2012 (State Coordination of the Program) it was clear that in the initial year the program was well below expectations. Thus, despite the declared goal of reaching the entire target audience, one may consider that it did not occur.

Another aspect highlighted by Borghi and Domiciano (2022) regarding availability is differentiation of investments and resources for the so-called catch-up classrooms, such as the limit of 25 students per class, the training of teachers to work in the program, the teacher attendance requirement rate of 98%, among others. The authors ponder that if such investments had been extended to the entire system, it could have produced better results for all students and not just the audience targeted by the program. (BORGHI; DOMICIANO, 2022)

Also concerning availability, Programa Jovem de Futuro serves a selective group of schools, as it is concentrated in urban regions and in schools with better facilities, as observed by Ceccon and Monteiro (2022). The participants are schools that join and are selected to be in the “treatment” or “control” condition. Without selection criteria and transparency, such conditions create differentiation between the schools in the program. Schools in the “control” condition do not receive weekly counseling from Instituto Unibanco. Thus, the program aims to reach all secondary schools. During the study, it was observed that access opportunities were limited. In its initial phase, from 2012 to 2015, it reached 87 schools, and only in the final phase, 2018, did it reach 203 schools, being limited to a selective group of students.

It is also observed that the program creates differentiation in the educational system, with an overload of administrative work and differentiated requirements of staff, compromising the quality of service. Both differentiations imposed by the program, with regard to all schools in the system, hinder the development of the human right to education.

Below is a comparative chart of the three programs:

**Chart 2:** availability comparison

Educação Integral	Jovem de Futuro	Acelera Brasil
<ul style="list-style-type: none"> <li>- student selectivity (test, transcript, leveling), then expansion of target audience (contract)</li> <li>- differentiation of teachers and managers (professionals outside the network, scholarship and bonuses)</li> <li>- verticalization in the adhesion of participating schools, managers and teachers</li> <li>- hierarchization of schools (own budget, infrastructure improvement, private funding)</li> <li>- goal is schools of excellence, admission to higher education, then part-day (entrepreneurship and life project)</li> </ul>	<ul style="list-style-type: none"> <li>- selectivity: exclusive to students from schools included in the program</li> <li>- differentiation among schools;</li> <li>- administrative requirements expanded to school staff with the supply of data in the program;</li> <li>- specific professional assigned as coordinating teacher at the school;</li> <li>- focus on results-oriented management</li> <li>-training of managers and teachers focused on managerial practice</li> <li>- no concern with inclusion of students outside the school.</li> </ul>	<ul style="list-style-type: none"> <li>- proposal to benefit all students behind their age group, but there is evidence that the program did not reach the entire target audience.</li> <li>- differentiated investment and requirements for acceleration classrooms/groups</li> <li>-</li> </ul>

Source: the authors (2022)

It is noteworthy that none of the three programs extends to all schools and students of the state networks. In the specific case of Programa Acelera Brasil, the declared goal is to benefit the entire target audience, that is, all students in the initial grades of elementary school who are behind their age group and already literate. However, there are indications that it did not reach this entire audience. The other two programs, in turn, actually create schools with differentiated conditions within the same system and, in the specific case of PEI, there were even selection processes and a new name for schools as model institutions, the so-called Eremis. Such deliberate differentiation

of schools in the same educational system clearly violates the principle of availability.

### **3.2 Accessibility**

When analyzing the dimension of accessibility as an inclusive and non-discriminatory policy, it is clear that the integral education programs in Pernambuco are excluding at first, which can be seen by the options for the selection of students and teachers and the emphasis of the curriculum, particularly focused on passing university entrance exams. Working students, for example, were not a concern. As the program becomes public policy and expands its scope and audience, those guidelines also undergo changes.

As already mentioned, from 2008, the selection process for students considers only geographic proximity as a way of defining admission to schools. At that time, half-day schools are also included in the program, which, according to those responsible for the program, were created to meet the needs of working students who are unable to attend full-day schools. However, its critics point out that this choice also included smaller investment in those schools, whose curriculum was also greatly reduced, losing its meaning. On the other hand, since its inception the program was distributed equally in the micro-regions of the state, and is now present in all municipalities, which is an advance in terms of regional supply and expansion to rural areas. Another positive concern that should be mentioned, since 2008, is with the adequacy of activities offered at the schools according to the economic vocation of each location. There is also a sense of active gratuitousness present in the program since its beginning that remains to this day, materialized especially in the distribution of school uniforms, textbooks, meals and school transport, at no cost to participating families.

However, can PEI be viewed as a social policy, in the sense of diversifying educational experiences in order to strengthen the right

to education of youth, through the promotion of more equitable access to and permanence at school? When analyzing the way in which the program was organized, this does not seem to be its main goal. At most, its result seems to further increase the inequalities within the public education system by seeking to select the best students, creating a dichotomy within the actual public system between Eremis and other schools. Studies have also shown a clear favoring of Eremis in terms of the most diverse resources to the detriment of other schools in the system. In 2021, however, PEI seems to focus more explicitly on a socially vulnerable target audience. At that moment, there is a new change in its operation, which includes among its purposes: guarantee of an inclusive educational system for people with disabilities; elimination of the causes of inequalities between men and women in the public education system in the state of Pernambuco, empowering and encouraging women to achieve university, vocational and technological education; guarantee of priority enrollment for women in situations of domestic and family violence, as well as for their children and other legal dependents; fight against bullying at school and encouragement of a culture of peace in the educational environment, opposing all forms of discrimination and prejudice. There is a clear shift in the program's goals here compared to those established in 2004 and 2008, with the great emphasis given to a more inclusive and less unequal education in the 2021 Law, at least in formal terms. Future studies should better identify the implementation processes of these new changes in order to observe whether this could be classified as another phase in the program's development.

In Programa Acelera Brasil, in turn, students behind their age group are identified, evaluated and referred to catch-up classes. For Borghi and Domiciano (2022), this proposal focused on students behind their age group, despite aiming to serve everyone in those

conditions, leads us to think about the stigma to which they may be subjected, since they are removed from mainstream classrooms and segregated in catch-up classes.

When analyzing Programa Jovem de Futuro from the viewpoint of accessibility, which aims at inclusive and non-discriminatory education, it seems, generally speaking, that the program proposes the opposite of what is expected of a school with such characteristics. It is observed that the focus of the program is results-oriented school management, at secondary education level. The results-oriented policy, proclaimed by the management model, is in essence excluding and discriminatory. By focusing on results, with data obtained in large-scale tests, it discriminates against and discourages those who do not meet expectations, increasing inequality. Perhaps this is the explanation for the higher dropout rate found in schools with PJF analyzed by Cecon and Monteiro (2022).

Another aspect highlighted in PJF was the exclusion of rural schools from the program, prioritizing schools in metropolitan areas and with better access conditions. According to the studies presented, from the point of view of an inclusive school, the state's concern when joining programs should be to consider those that include schools with greater access difficulties and poorer conditions, in order to perform its duty of guaranteeing HRE. Although the focus of the program is not social policy, it includes support activities in Portuguese and Mathematics. The program ensures active gratuitousness, not imposing any expenses on families.

Regarding accessibility, the focus of the programs can be analyzed, but in different ways. PEI and PJF focus on schools and students that can contribute to the improvement of educational indicators and outcomes and create positive evidence for the "educational solutions" and efficiency of the private sector. This is evident in PEI's selection process of students, for example. In the



**Chart 3:** accessibility comparison

Educação Integral	Jovem de Futuro	Acelera Brasil
<ul style="list-style-type: none"> <li>- it is not a social policy, but there is concern with reaching rural areas and all regions and municipalities;</li> <li>- there is active gratuitousness;</li> <li>- part-day includes working students.</li> </ul>	<ul style="list-style-type: none"> <li>- it is not a social policy;</li> <li>- focused on metropolitan areas, schools with better facilities; excludes rural schools.</li> <li>- there is active gratuitousness;</li> <li>- regular secondary education</li> </ul>	<ul style="list-style-type: none"> <li>- social policy with segregation of students in catch-up classes;</li> <li>-possible stigmatization of students in the program.</li> </ul>

Source: the authors (2022).

case of Programa Acelera Brasil, the focus is on students who are behind their age group, largely considered by the educational system as students with learning difficulties. One must also give due attention to the possible segregation and stigma of such students who, in most cases, are removed from mainstream classrooms to form catch-up classes.

### 3.3 Acceptability

Changes in the curriculum offered to students is one of the main focuses of PEI, which invests in full-day integral education as a strategy to improve the quality of secondary education in the state. Among the main changes made is the expansion of the workload of subjects, especially in mathematical and biological sciences, but also the inclusion of subjects related to entrepreneurship, life project and youth protagonism, as well as a human rights subjects and various workshops and space for research. In general, what is observed in the reformulated syllabuses is an instrumentalization of the curriculum, which ultimately leads to a logic of students' being individually responsible for their employability, especially in the entrepreneurship and life project subjects. A subject to develop

socio-emotional skills was also included later, in a sense very similar to the previous two.

In the case of the Programa Acelera Brasil, the textbooks for teachers and students in the program are standardized and teachers are supposed to undergo training to use them, as reported by Borghi and Domiciano (2022). The program also includes technical visits by supervisors to the classrooms. In this sense, Borghi and Domiciano emphasize that teaching autonomy is challenged in Programa Acelera.

Concerning the analysis of the acceptability characteristic of the human right to education, in relation to the adequacy of teaching methods and curricula, it was observed that Programa Jovem de Futuro has a great impact on said right. Focusing on results-oriented management through a technical framework, it also proposes a set of projects whose educational actions are focused on the “performance” of students, managers and teachers for better results in external assessments (Ideb) and proficiency in Portuguese and mathematics. These projects, despite not being not mandatory, except for two mandatory projects in the third phase of the program in Pará, are reinforced in the training of managers and teachers and probably required from schools as essential elements for improving test results. These are standardized projects for all Brazilian schools, disregarding local characteristics. Curricular experiences are standardized, aimed at developing attitudes conducive to a better school environment, such as *Monitoria* and *Entre Jovens*. There are also projects aimed at the development of entrepreneurship and life projects focused on youngsters taking responsible for their future work conditions, disregarding the social reality imposed on young people.

One can say that PJJ indirectly encourages the ranking of schools, classes and professionals. This occurs when diagnostic

assessments are not based on the real difficulties of students, indicated by internal assessments, but by scores from large-scale tests (Ideb). Another aspect that can stimulate ranking is the model of development of managers, teachers and students based on results and quantitative data on the performance of schools and classes. In being considered challenges to be faced by PJF, they end up discriminating against schools, teachers and classes.

**Chart 4:** acceptability comparison

Educação Integral	Jovem de Futuro	Acelera Brasil
<ul style="list-style-type: none"> <li>- expanded curriculum in terms of hours and content (more time for regular courses, workshops, research, mandatory entrepreneurship and human rights subjects);</li> <li>- no standardization, teachers prepare their own material</li> <li>- interdimensional teaching</li> </ul>	<ul style="list-style-type: none"> <li>- curriculum focused on Portuguese and mathematics; educational actions aimed at student performance in external assessments (Ideb)</li> <li>- instrumental curriculum: youth responsible for their future;</li> <li>- development in entrepreneurship, life project.</li> </ul>	<ul style="list-style-type: none"> <li>- standardized material</li> <li>- reading target of 40 books per student</li> </ul>

Source: the authors (2022).

When analyzing the characteristic of acceptability, especially with regard to the curriculum framework, an instrumental view of education is observed in all programs, either by emphasis on a minimum curriculum, with a focus on Portuguese and mathematics, as in the case of PJF and Acelera, or on entrepreneurship and socio-emotional skills, in the case of PEI. Learning pace receives little attention in the three programs analyzed, especially due to the importance given to the performance of students in external standardized tests and assessments, with ranking of schools. The realization of significant experiences with an emphasis on human rights and the comprehensive development of individuals does not happen in the way in which the curricula and educational methods are practiced in the schools. In PEI, for example, although there is a human rights subject, the curriculum as a whole bears the mark

of instrumentalization and also of individual responsibility of students for their results, choices and careers.

### **3.4 Adaptability**

In the case of PEI, schools and teachers, according to the studies carried out, have the flexibility to adapt the curriculum to their specificities, as there is no standardized material or textbook that needs to be used by everyone. It is up to the teachers to prepare their teaching material.

On the other hand, the program makes use of standardized external evaluations to monitor the work of teachers as well as schools. Among the goals of PEI, both in 2008 and in 2017, one of the focuses is to systematize and disseminate educational and managerial innovations in order to consolidate the results-oriented management model in in the state model and technical schools, with the improvement of management instruments for planning, monitoring and evaluation. The results of these evaluations also generate awards, bonuses and rankings, stimulating competition between schools, students and teachers.

Borghgi and Domiciano (2022), in an analysis of the implications of *Programa Acelera* for HRE, state that there is a lack of respect for the characteristic of adaptability. For the authors, adaptability presupposes the flexibility of education to adapt to the needs of students, including their participation, as well as of their parents and teachers, in the educational process. However, the authors point out that the textbooks for teachers and students in the programs are standardized and the teachers must undergo training to use them. Also, the supervisors visit the classroom and equal goals are set for everyone (BORGHI; DOMICIANO, 2022). In this sense, the authors add that,

Concern with curriculum flexibility and catering for differences seems to be completely disregarded by the program, confirming once again

the disrespect for adaptability as part of HRE. Also, teacher autonomy is challenged, which certainly has consequences for student learning (BORGHI; DOMICIANO, 2022).

Regarding Programa Jovem de Futuro, one notes that it is not capable of adapting its structure in order to meet specific local, social and cultural needs, i.e., it does not provide curriculum flexibility. What exists is an attempt to adapt schools to the program when it proposes to change the “management culture” to a results-oriented approach through the “transfer of technologies,” the goal of the third generation of the program. This is also materialized when the program carries out control through weekly technical visits by IU professionals and supervisors to ensure the program is being followed as planned.

PJF makes no reference to students with special needs, or even students who are out of school. According to data from the Educational Data Laboratory (2022), 24.5% of youngsters of secondary school (a mandatory educational level) age were out of school in 2011, which shows that the program is not adaptable to the social context in which it was inserted, violating human rights to education.

**Chart 5:** adaptability comparison

Educação Integral	Jovem de Futuro	Acelera Brasil
<ul style="list-style-type: none"> <li>-proposes to meet the characteristics and economic vocation of each region;</li> <li>-results-oriented management strategy that controls teachers' work;</li> <li>-little training;</li> <li>- makes use of standardized assessments that generate bonuses.</li> </ul>	<ul style="list-style-type: none"> <li>- national and standardized for all schools;</li> <li>- coordinated with "Pacto da Educação.do Pará" aiming at a 30% improvement in Ideb results;</li> <li>- disrespect for the autonomy of managers and teachers;</li> <li>- private systems control administrative and educational actions of schools</li> <li>- assessment system of schools (Sispae) with a focus on proficiency in Portuguese and mathematics.</li> </ul>	<ul style="list-style-type: none"> <li>- standardized material with no concern with curriculum flexibility.</li> </ul>

Source: the authors (2022).

Regarding the characteristic of adaptability, there is standardization of the curriculum and disrespect for diversity, especially in the *Jovem de Futuro* and *Acelera Brasil* programs, which have a national scope and are divulged by state educational systems in the same format. In the case of PEI, there is an intent to meet the characteristics and economic vocation of each region of the state, but it is not clear whether it takes into account the different social and cultural contexts in designing the curriculum. On the other hand, in terms of teaching autonomy and school management, all programs are influenced by the private actors regarding decisions and educational monitoring of schools and are subjected to external evaluations which, in the case of PEI, also lead to bonuses.

### **3.5 Social control**

In the case of the programs in Pernambuco, regarding the selection of school managers and teachers, at the beginning, Procentro adopted hiring criteria that included candidates from outside the state education system, who had not passed a public examination, both principals and teachers or support teams. With PEI, in 2008, they started to be selected from among the education professionals of the state education system. However, it should be mentioned that, in the case of *Ginásio Pernambucano*, the first Experimental Center created, during its first three years of implementation, “17 teachers were dismissed from the program, 11 at their own request or due to poor performance in the evaluation carried out by the management team and six for not presenting the expected profile to work in an Experimental Teaching Center” (MAGALHÃES, 2008, p. 122).

With regard to the selection of managers, these positions are no longer filled by people outside the system, but by teachers from the state education system, from any area of knowledge, who take part in a public selection process according to the following criteria:

“Candidates attend Programa de Formação de Gestor Escolar de Pernambuco (Pernambuco School Manager Training Program, Progepe) and, if approved with an overall grade of at least 7.0, are able to continue the selection process, which consists of four parts: Progepe grade, CV analysis, presentation of an action plan for the intended school and interview about the presented action plan [...]. Each of these items has a specific weight. The selection committee is made up of members of the State Education department, Regional Education Boards and representatives of public universities” (DUTRA, 2012, p. 18). Teachers taking over as Erem principals must work full-time, with exclusive dedication (ADRIÃO et al., 2018).

The choice of teachers who wish to join these schools follows a similar process, with the exception of the action plan. They must be on the state teaching staff and undergo a simplified internal selection process that consists of a Progepe grade, CV analysis and interview. In addition, once selected, their performance is evaluated every six months. However, studies carried out at Erem schools have observed that there are still teachers who were invited or appointed without going through this selection process (MORAIS, 2013; SILVA, 2016).

Besides the training that managers and teachers undergo in the selection process, those who pass must also attend two training courses: a) on the concept of integral education, based on the philosophy of interdimensional learning; b) on strategic planning, based on Tecnologia Empresarial Aplicada a Resultados (Results-Oriented Business Technology, Tear). The former consists of the concept developed by Antônio Carlos da Costa, restructured to work within the logic of PEI, which “defends human development based on four dimensions: logos, pathos, mythos and eros, that is, rationality, affectivity, spirituality and corporeality [...] comprising the integrality and complexity of human beings” (DUTRA, 2012,

p. 13). In the case of strategic planning, training is based on the experience developed by professor Ivaneide Lima (2009), which resulted in the creation of Tear, “which proposes to develop strategic planning applied to schools, which are obliged to prepare an Action Plan supervised by the aforementioned author” (DUTRA, 2012, p. 3), who works as a consultant for PEI. However, in her study on PEI in EREMS in Pernambuco, Andreia Silva reports that teacher training was not consistently offered according to Tear guidelines, as she observed in her interviews with teachers, for most of whom the political and theoretical basics of Tear were completely unknown and hardly used (SILVA, 2016).

Programa Acelera Brasil, in turn, clearly restricts the possibilities of social control. In the document that formalizes the agreement, this issue is evidenced in the excerpts below:

the disclosure of activities related to the program will be undertaken by IAS, at its discretion [...] “or the parties furthermore agree that any disclosure by the State Education department of Goiás related to this instrument and/or any of the program’s activities must be done in accordance with the communication strategy adopted by mutual agreement between said department and IAS, with Party II being responsible for the approval of any material that may be produced for this purpose[...]” (BORGHI; DOMICIANO, 2022).

As for the analysis of social control in PJJ, one notes the absence of mechanisms to evaluate the program in line with the democratic perspective of Brazilian education, with a view to achieving HRE. The analysis shows the existence of an institutionalized framework of parallel governance, with the creation of Management Committees in a hierarchical manner, defying Brazilian legislation and the official framework of the State Education Board, Municipal Education Board, School Board and School Political Pedagogical Project, which can lead to an undermining of participatory levels that is totally harmful to the



collective construction of democratic processes, one of the HRE goals of public education.

Still in this sense, another relevant aspect refers to the way in management positions are filled, according to Garcia, Cossetin and Pereira (2022). The research indicates that in the state of Pará, such positions are filled by appointment, which prevents choice by the community. And no action by the PJJ was observed in this perspective, although it refers to social participation.

Absence of Social Control to implement HRE is also evident in the lack of social transparency in the process of executing the program. Upon joining, the school receives a ready-made package of training in result-oriented management, a package of technologies as more bureaucratization and also a direct private controller of its actions. The school team becomes a mere executor, without any possibility of decision making. Control of school decisions, which should be in the hands of the school community, passes to the private actor.

In the study of PJJ and analysis of data on the conditions of supply, according to Ceccon and Monteiro (2022), the absence of social control mechanisms was also evidenced by the difficulty in accessing the program's data, even after exhaustive attempts, including through the Transparency Law and direct contact with schools. This practice, contrary to HRE, can also be seen in the document that terminated the program (PARÁ, 2018), evidencing how public management submits to private sector principles, disregarding the actual transparency legislation.

#### CLAUSE 4a.- INTELLECTUAL PROPERTY

Due to this termination, the Parties ratify that all content developed by the Institute within the scope of the Project remains licensed for use by the Department for a period of 10 (ten) years, provided that it is for the sole and exclusive purpose of use with schools, any

adaptations or alterations to the material, as well as the use of these materials by third parties, in any way or form, being prohibited. (PARÁ, 2018, emphasis added)

This clause, in the termination of the Cooperation Agreement, may justify the researchers' difficulty in accessing research data. It is understood that this clause, with the apparent goal of protecting intellectual property, excludes society from the right to access data, transferring ownership of public data to the domain of the private actor, which violates the basic constitutional principle of impersonality in public management and the transparency law, in addition to HDE.

**Chart 6:** comparison of social control

Educação Integral	Jovem de Futuro	Acelera Brasil
<ul style="list-style-type: none"> <li>- formally encourages the formation of student unions, participation in the pedagogical project and school board</li> <li>- school and school community do not join the program, are communicated and must choose whether or not to remain in school.</li> <li>- absence of data and information about the schools and the program.</li> </ul>	<ul style="list-style-type: none"> <li>- hinders the construction of democratic processes at school (replacement of the Political Pedagogical Project by Results-oriented Management)</li> <li>- Lack of transparency of program data</li> <li>- Private domain (by UI) of public school data</li> </ul>	<ul style="list-style-type: none"> <li>- difficulty for researchers to access program information</li> <li>- clause in cooperation agreement with data/information domain by the private actor</li> </ul>

Source: the authors (2022).

Regarding social control, it is observed that the three programs have similarities in the restriction of this dimension of HRE, in terms of both transparency of program data and disregard for the democratic structure of public educational management.

A characteristic of the programs is complete control of information regarding their execution and results, formalized through official documents, such as the 2018 Termination (PJF) and the

Agreement (IAS) documents. In both cases, the information was restricted to private actors with the control of public data, and only they were authorized to disclose them.

Another aspect observed that makes social control unfeasible was changes in the functional life of school staff, through modifications in the forms of selection as in PEI, the appointment of principals (PJF), or even changes in the work demands of managers and teachers, causing, in addition to work overload, differentiation between schools in the educational systems.

Finally, it is possible to note the weakening of social control with the de-characterization of social participation as an instrument of democratic management and with the creation of parallel governance committees in PEI and PJF.

#### 4 Conclusions

In this part of the study, three private programs implemented in state education systems in Brazil were analyzed, identified in the mapping of actors and private programs in state education systems in Brazil in 2005-2018. In their initial characterization, the chosen programs – Programa Ensino Médio Integral, Programa Acelera Brasil and Programa Jovem de Futuro, were analyzed based on their origin, actors involved, goals, degree of institutionalization and operations, in addition to their implications for the human right to education.

It was possible to perceive that the three programs share an origin in the private sector and a legal organization as non-profit civil society institutions. Their goal is to contribute to Brazilian public education systems in order to improve low levels of academic performance in secondary and elementary education. As strategies to achieve the proposed results, they use the Basic Education Development Index (Ideb) as a benchmark of teaching quality.

They are considered model programs in this field of activity and aim to become public policies and be recognized as having great potential in solving educational problems.

Another common element is the creation of a parallel administrative framework to educational systems called “governance,” which assigns management, evaluation and program selection powers to private actors, with little transparency about their action, resulting in an authoritarian form of management, since it disrespects the democratic frameworks provided in Brazilian educational legislation.

With regard to the potential implications of the programs for the realization of education as a human right, deficiencies were noted in all the characteristics analyzed. Availability is not guaranteed when the three programs do not extend to all schools and students in state system, and actually create differentiated schools within the same system. As for accessibility, there is active gratuitousness in the programs, but processes of segregation and stigmatization of students remain. In terms of acceptability, with regard to curriculum frameworks, an instrumental view of education prevails, either by emphasizing a minimum curriculum, privileging Portuguese and Mathematics content, or by focusing on entrepreneurship and socio-emotional skills. Adaptability is also limited when teachers and school management are influenced by private actors regarding the school’s monitoring of education and are subjected to external evaluations. Finally, with regard to social control, lack of information transparency and absence of disclosure of data and results of activities are common to the three programs, in addition to the institution of a parallel governance to that already existing in the state, weakening the democratic management of the education systems.

As a whole, the analysis of the programs indicated that, although they were created with the justification of improving the quality of

education, their implementation resulted in a limitation of education as a human right, in several of its characteristics. On the other hand, given the growth and spread of these programs at national level, it is necessary to deepen and expand empirical research on the subject in order to better understand the consequences for the guarantee to the right to education and as a way of bridging the lack of information about the programs' results, a practice that has become recurrent in this type of private sector initiative.

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# Incidence of institutes Ayrton Senna, Natura and Unibanco on Brazilian education: privatization and philanthrocapitalism<sup>1</sup>

*Theresa Adrião and Antonio Lisboa Leitão de Souza*

## 1 Introduction

This text analyzes the incidence of three private organizations – institutes Ayrton Senna, Unibanco and Natura – on public Basic Education systems in the states and the Federal District, from 2005 to 2018.

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Of the 470 organizations identified in this research, we chose the private actors with the strongest incidence on the studied education systems. Incidence was measured by two methodological approaches: the first counted the frequency with which the organizations helped operationalize or supported the educational programs, and the second, for how long (years) these organizations participated actively.

Table 1 below summarizes this information for the organizations under review:

**Table 1:** Incidence of IAS, IU and IN on education systems in the states and in the Federal District, by dimension, from 2005 to 2018.

Private actor	Prioritized dimension in this period	No. of participations in different programs	First participation	Last participation	Participation duration (years) in the period
Institute Ayrton Senna (IAS)	Curriculum	33	2005	2018	14
Institute Unibanco (IU)	Management	18	2007	2018	12
Institute Natura (IN)	Offer	14	2005	2018	14

Source: (ADRIÃO; BORGHI, 2022, p. 8)

Programs suggested or operated by these Institutes entailed actions and shifts in three dimensions of educational policy: educational management, educational offer and school curricula. In many cases, they became public policy through legal provisions. Conducted analyzes of the main actions sponsored by these institutes (ADRIÃO; BORGHI, 2022; COSSETIN; GARCIA, 2022; VENCO, BERTAGNA; GARCIA, 2022) have identified that they emphasize differently the dimensions of the educational policy, as will be shown below.

Based on the analysis of the activity of each of these organizations, within the term and scope of the research, this chapter

questions each institute's *modus operandi* and highlights their incidence on Basic Education policies. Although Brazil has federal guidelines in place for Basic Education, given the Brazilian State structure and the responsibility of its federal entities regarding social public policies, these are enforced through public policies and programs at a subnational level. The herein presented information refers to the terrain of educational policy.

## 2 IAS: a venture-philanthropy pioneer in Brazil

According to the National Classification of Economic Activities (Classificação Nacional de Atividades Econômicas, CNAE), Institute Ayrton Senna (IAS) is a medium-sized social rights association headquartered in São Paulo (SP). IAS was established in England, in 1994<sup>2</sup>, shortly after the death of the Formula 1 driver the Institute is named after. Since 1995, it has developed sports and educational actions with hundreds of educational systems. According to Silva (2016), in 1997 IAS implemented its first specifically educational program, *Acelera Brasil*, whose main objective is to reduce the age-grade gap at public schools in Goiás. This program has been object of different studies in Brazil, such as those conducted by Borghi and Domiciano (2022) and by Kanno and Domiciano (2022). With its *Acelera Brasil*, IAS expanded the geographic reach of its incidence on educational policy, and thus complexified the funding of its broad activities.

Although IAS has acted on the Brazilian public education for 25 years, the bibliographic search on that subject by Adrião and Borghi (2021, in press) confirms a study by Silva (2016), whereby IAS-related productions analyze its actions and programs but not the organization itself.

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<sup>2</sup> See Adrião and Peroni (2019).

## 2.1 IAS: structure and liaisons

In a previous study (ADRIÃO, 2021), we demonstrated how IAS has become intimately related to the business community of the state of São Paulo as of the year 2000. This becomes clear, because of its relationship with the association of business leaders Lide (Grupo de Líderes Empresariais), established in 2003 by João Doria, a businessman, who served as Governor of São Paulo (PSDB) from 2019 to 2022.

IAS' organizational structure is centered on its President Viviane Senna and other relatives are also members of its team. Since its constitution, the Institute has aligned support and partnership relationships with national and international companies of different sectors, as outlined by Adrião and Borghi (2022, p. 5) and shown in Chart 1 below.

**Chart 1:** IAS' main supporters and partners from 2010 to 2017\*

Year	IAS' main supporters and partners
2010*	Lide Education; HP-Brasil42, Microsoft Education;
2012	Bradesco Capitalization, Citi, Credicard, Lide Education, P&G
2013	Bradesco Capitalization, Credicard, LIDE Education, P&G
2014	Credicard, Itaú, P&G, Lide Education, Raízen
2015	Itaú, Itaucard, Lide Education, P&G, Raízen
2016	Itaú, Itaucard, Lide Education, P&G
2017	Itaú, Itaucard, Lide Education, P&G

Source: Adrião and Borghi (2022), based on institutional IAS information. \*Period for which information is available.

In addition to these companies, the analysis conducted by Silva and Adrião (2021) on connections shown on the Institute's Twitter account from 2013 to 2020, reveals that there are relationships and even mutual support between the Institute and other

private organizations. The following are noteworthy: Porvir (a private platform for educational innovation), Lemann Foundation (a philanthropic family enterprise that invests in education and the development of leaders), Telefónica Foundation Brazil (member of the Lide Group and focused on the digitalization of public education), and Todos pela Educação (an association that brings together businesses and business-based foundations in order to incide in the definition of priorities for Brazilian public education).

At a global level, IAS is also linked to the United Nations Educational, Scientific and Cultural Organization (Unesco) and to the Organization for Economic Cooperation and Development (OECD). The relationship with Unesco started in 2004, when the Unesco Chair in Education and Human Development was established. IAS was the first nongovernmental organization to receive this recognition until then only given to universities.

In 2012, the OECD invited IAS to join its Centre for *Educational Research and Innovation* (Ceri), an initiative in search of socioeconomic benefits resulting from noncognitive skills. In 2014, IAS became the first Brazilian organization to join the Network of Foundations Working for Development (NetFWD), OECD's global venture philanthropy network dedicated to promoting innovations that could leverage the development in impoverished countries as an alternative to public funds. (ADRIÃO, 2017)

## **2.2 Sources of funding**

Information gathered in the analyses conducted by Adrião (2021) and by Adrião and Borghi (2022) as to the sources of funding as well as to the strategies used to raise funds for IAS programs implemented after 2021 vary, since on the Institute's webpage there is no information available on previous years. From 2012 to 2017,

the Institute’s initiatives were funded through six different private fundraising strategies, namely:

- Cause-related Marketing (MRC – Marketing Relacionado à Causa) – company initiatives donate part of their earning to IAS;
- Licensing of Ayrton Senna and Senninha brands;
- Donations through payroll deductions by employees of “partner” companies;
- Private Social Investment – voluntary donation of private resources to projects of public interest;
- Major donors – private donors that stand out for the volume of their contributions; and
- Membership program – regular donations from individuals (ADRIÃO, 2021, p. 376).

Table 2 below shows the proportion with which funding sources contributed to IAS revenues in the years the information was gathered.

Table 2: Sources of IAS revenues and percentage dedicated yearly to education as per available information.

Source/year	2015	2017	2020	% invested in education
Donations*	35%	36%	41%	62%
Donations**	08%	10%	08%	67%
Royalties	62%	54%	51%	69%

Source: Adrião and Borghi (2022, p. 14) \*Legal person \*\*Natural person

Data show growing resources from donations from legal persons, and that most of the revenues is invested in education actions. Most of these actions and programs incide in public school curricula, specially at the primary school level, and directly affect students and teachers. (ADRIÃO; BORGHI, 2022)



### 3 Institute Unibanco (IU)

IU belongs to the Itaú-Unibanco Group. The book released by the Group<sup>3</sup> reports that the corporation was founded in 1924, in Poços de Caldas, Minas Gerais, by the Salles family. Since then, it has been in the hands of the family. Following a merger and acquisitions process with companies of the financial market, the Group changed its corporate name to União de Bancos Brasileiros (Unibanco). In 2008, as a result of the merger with Banco Itaú, Unibanco transitioned to a new shareholder structure and became the largest financial holding company in the Southern hemisphere (ADRIÃO, 2021).

According to Conssetin and Garcia (2022), the Institute Unibanco (IU) was founded in 1982 with the objective to support social projects of other organizations. In 2002, it made public education the focus of its own projects. As of 2007, IU prioritizes its own high school programs, which started to be implemented in the states from 2008 on.

From IU's activity report of the same year<sup>4</sup>, we gather its priorities: 1) partnerships with State Secretariat for Education to carry out the projects *Jovem de Futuro* [Youth of the Future] and *Entre Jovens* [Among Young People]; and 2) volunteer actions as corporate responsibility practice. In both cases young Brazilians are the target, whether in school or on the job market (INSTITUTO..., 2008). According to IU, determining youth education through its own projects represented a growth of more than 110%, considering the amounts invested in 2007: private social investments in its own programs jumped from R\$ 18 million to R\$ 41 million.

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<sup>3</sup> <http://www.itaunibanco90anos.com.br/90/o-livro.htm>

<sup>4</sup> [https://www.institutounibanco.org.br/wp-content/uploads/2016/08/rel\\_atividades\\_IU\\_2008.pdf](https://www.institutounibanco.org.br/wp-content/uploads/2016/08/rel_atividades_IU_2008.pdf)

### 3.1 IU: structure and liaisons

Tomas Zinner was Chairman of the Board of Directors until 2008 and then replaced by Pedro Moreira Salles. Both are well-known CEOs of the Itaú-Unibanco Group. From 2006 to 2011, Superintendent Wanda Enge was in charge of coordinating educational programs and in 2012 was replaced by Ricardo Henriques, who remained in this position until 2021. Its organizational structure includes researchers and economists, such as Ricardo Paes de Barros, who was in charge of the first external evaluation of the Jovem de Futuro program. The implementation of Entre Jovens, the second program that was directly operated and funded by IU, was evaluated by the World Bank (IU, Activity Report, 2008 through 2012).

In the 2003 activity report, which precedes the institutional decision of developing its own projects, IU associated itself with the Lide (Entrepreneurs for Human Development) initiative, presided by the entrepreneur from Pernambuco Marco Magalhães (2003-2005), at the time, presidente-director of Philips Brasil and founder of the 'Instituto de Co-Responsabilidade pela Educação' (Institute for the Co-Responsibility for Education), responsible for implementing the first phase of the Full Period Education Program in Pernambuco. The support IU and Lide offered to the Acelera e Se-Liga programs, implemented by the Ayrton Senna Institute in many public systems of education in Brazil, was a result of the alliance between both institutions<sup>5</sup>.

The definition of a focus on youth and education through initiatives operated and developed by the IU ended up inducing a larger number of institutions supported by it, expanding the network of organizations associated to the implementations of the respective programs. The scheme presented in Chart 2, constructed based on Garcia, Cossetin and Pereira (2002) and on IU reports aims to reveal this dynamic.

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<sup>5</sup> Available at: <<https://gife.org.br/edh-empresarios-para-o-desenvolvimento-humano/>>. Accessed: 16 Apr 2022.

**Chart 2:** Public and private organizations supported by (or partners of) IU in 2005 and 2018, by area of activity

Supported areas/sector	2005	2018
	Partnerships and supports	
Education	<p>Lide/EDH - Business Leaders Group/Businessmen for Human Development; Roberto Marinho Foundation; Alfabetização Solidária; Institute Ayrton Senna.</p>	<p>Institute Rodrigo Mendes; <i>Todos pela Educação</i>; Gife; <i>Movimento Colabora</i>; Institute Ayrton Senna; Inspirare; Institute Educa Digital; Gepem; Insper; <i>Movimento pela Base</i>; <i>Center for Studies and Research in Education, Culture and Community Action</i> (Centro de Estudos e Pesquisas em Educação, Cultura e Ação Comunitária, Cenpec); Núcleo de Estudos Afrobrasileiros-UFSCar; <i>Quero na Escola</i>; Rede Brasileira de Monitoramento e Avaliação; Centro de Excelência e Inovação em Políticas Educacionais (Ceipe-FGV/Ebape); Laboratório de Educação; Unesco; Secretarias de Educação dos Estados (Paralba, Goiás, Pernambuco, São Paulo, Ceará, Espírito Santo, Mato Grosso do Sul, Pará, Piauí e Rio Grande do Norte); Conselho Nacional de Secretários de Educação (Consed).</p>
Others: inclusion; volunteering; environment, etc.	<p>Junior Achievement; Secretaria Estadual de Assistência e Desenvolvimento Social de São Paulo; Bei Editora; Parceiros Voluntários/SP; ONG Rivoluntário, Prefeitura do Rio de Janeiro; ONG Cipó – Comunicação Interativa; Ação Comunitária do Brasil; Secretaria Municipal de Assistência Social/RJ; Comitê para a Democratização da Informática/ Curitiba; ONG Life; Associação Caatinga; Instituto Ethos.</p>	<p>Baobá-Fundo; Núcleo de Estudos Afro-brasileiros da Universidade Federal de São Carlos; Elas - Fundo de Investimento Social, Fundação Carlos Chagas; ONU Mulheres; Ação Educativa; Arcafar Pará; Ashoka; Associação Brasileira de Pesquisadores e Profissionais em Educomunicação; Associação Brasileira de Pesquisadores Negros; Associação Educação Financeira; Banco Interamericano de Desenvolvimento; Banco Mundial; British Council; Cedes/Unicamp; Centro de Estudos das Relações de Trabalho e Desigualdades (Ceert); Comunidade Educativa Cedac; Editora Globo; Educação na Veia; Escola de Adm. de Empresas de S. Paulo - Fundação Getúlio Vargas (FGV Eaesp); Fundação Instituto de Pesquisas Econômicas (Fipe); Fundação Lemann; Fundação Santillana; Institute Maria e João Aleixo; Institute Natura; Institute Rodrigo Mendes; Itaú BBA; Itaú Cultural; Itaú Social; Jeduca/Associação de Jornalistas de Educação; <i>Nós do Morro</i>; ONU Mulheres; United Nations Development Program (UNDP); Secretaria dos Direitos da Pessoa com Deficiência do Estado de São Paulo; Sociedade Brasileira de Econometria; Tuneduc; Women of the World Festival (WOW)</p>

Source: Garcia, Cossetin and Pereira (2022, p. 12)

The survey shown above adds to previous works which highlight the relationship with a myriad of organizations: Government agencies, multilateral institutions, nonprofit organizations, and business associations (PERONI; CAETANO, 2014). The growth on the volume and diversity of partner organizations or IU supported organizations in the education sector during the period considered by the research expresses the focus of IU's operation in education, which is the reason the State Secretariats of Education and the Council of State Secretaries of Education (Consed) became a "partner", being directly responsible for High School offer.

### **3.2 Funding sources**

According to studies from Garcia, Cossetin and Pereira (2022), the IU is maintained by endowment, created in 1982. Very common in the US, endowments can be created to subsidize a specific institution, as is the case for many estadounidense universities, or to support social causes, research on a specific area or for unfavored groups. Even though there are different ways of operating them, according to the legislation of the country in question, endowments are instituted all over the globe as nonprofit organizations. (FABIANE; HANAI, 2020).

According to Gife, endowments were regulated by the Lei 1.800/19, which demanded the separation between managing organization and supported organizations, aiming to protect the endowments from liabilities of the institutions which receive the resources (ADRIÃO, 2021, p. 378).

The federal Law no. 13,800 (BRASIL, 2019) stipulates that endowments must be used towards objectives of public interest and managed with a certain degree of "professionalism". This professionalism is expressed in the separation between managing organization and execution organization, being the first one responsible for applying the donation resources in order to obtain interest, and the second

one being the nonprofit organization responsible for the execution of the supported programs. (PASQUALIN, 2019).

Fabiane e Hanai (2020) consider that this segmentation has inhibited private familiar social investors in adapting to the regulation, because they seem “to fear the loss of command over the financial management of their philanthropic action resources, once instituted an endowment under the law of Lei 13.800/19”.

On the other hand, Pedro Boainain, director of the global institutional solutions department of Itaú Asset, responsible for the management of the group’s social institutions and foundations, in a 2021 institutional article<sup>6</sup>, declares that the 2019 law opened a new sector in the financial market, dedicated to monetizing and diversifying investments on endowments in the country. In Group’s case, the investment sector started through IU’s own endowment, which sold most of its actions associated to the conglomerate, being those something along 1/5 of the endowment total volume. The article informs that the selling of the actions allowed a larger rentability and diversification of the Institute’s actions, which stopped focusing only in São Paulo and began operating in other states as early as 2009.

Even though it’s not possible, given the scope of the text, to identify the origin of IU’s revenues, it is certain that its investment in education have been growing along the years, as can be seen on Table 3 (page 76), that consolidates data starting in 2009.

Finally, it is noted that the growth on the volume of investments in education, foreseen on the 2011 Activity Report has not been achieved. On the report, the IU predicted a substantial growth in its investment (R\$ 233 million<sup>7</sup> until 2016), given the fact that its program

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<sup>6</sup> See <<https://www.capitalreset.com/no-ita-u-o-esboco-de-um-endowment-model-a-brasileira/>>. Accessed: 10 May 2022.

<sup>7</sup> See <[https://www.institutounibanco.org.br/wp-content/uploads/2016/08/rel\\_atividades\\_IU\\_2011.pdf](https://www.institutounibanco.org.br/wp-content/uploads/2016/08/rel_atividades_IU_2011.pdf)>. Accessed: 10 May 2022.

**Table 3:** Total of resources invested by IU in educational actions and programs, by year from 2009 to 2018.

Year	Nominal value (in Reais)
2009*	7,856,000.00
2012	55,566,000.00
2016	73,120,000.00
2018	83,343,000.00

Source: data organized by the authors based on IU Activity Report

Jovem de Futuro was incorporated by the Ministry of Education policy, named Ensino Médio Inovador (Inovative High School).

#### 4 Institute Natura (IN)

According to Natura's 2020 Annual Report, the company was founded in 1969, being the "largest brazilian multinational on the cosmetics sector", present in Latin America (Brazil, Argentina, Chile, Colombia, Mexico and Peru); in Malasia; the USA and France. It is of the fourth biggest conglomerate operating exclusively on the beauty sector, through Natura & Co, which houses Avon, The Body Shop and Aesop (NATURA, 2020)<sup>8</sup>. It claims to orient itself towards "generating positive social and environmental impacts", aiming to "harmonize business, environment, social and human objectives, form the extraction of its feedstock [...] to the disposing of the packaging after usage by the consumer".

The Instituto Natura (Natura Institute or IN) was created in 2010 by Natura group<sup>9</sup>, with the claimed purpose of enlarging the

<sup>8</sup> In its website, Natura claims to have 589 physical shops, two million beauty consultants, 1.3 million e-commerce digital platforms and 5,574 suppliers in over 40 communities of the social and biodiversity supply chains.

<sup>9</sup> Natura, created in 1969 is the "largest brazilian multinational on the cosmetics sector", being present in Latin America – Brazil, Argentina, Chile, Colombia, Mexico and Peru –; in

investments in education that were already being made by the company since 1995, through the sale of the Natura Crer Para Ver collection, sold by Natura's Beauty Consultants with no profit (ADRIÃO; GARCIA, 2020; DRABACH, 2020).

As is the case with many other private agents, such as IAS or IU, the IN has a relative recente history in Brazil's social scenery, but already possessing a reasonable influence regarding the country's educational policy, setting off in recente years towards operating in other Latin American countries, such as Argentina, Chile, Mexico and, soon, Colombia and Peru (NATURA, 2020)<sup>10</sup>.

As *per* Souza e Silva (2022), the IN consists of a civil society organization of public interest (Oscip), nonprofit and without economic objectives, which claims its social objective to be the "Society transformation, focusing on promoting quality of life in its many dimensions, especially in regards to education, liberty, democratic access to information, social justice and sustainability" (NATURA, 2020). Beyond that, claims to operate, through its Knowledge Production, Advocacy and Avaluation sector, on the development of studies, promoting discussions and supporting public policies regarding initiatives considered as priorities, as full period education, the collaboration regime and the learning community's principles dissemination.

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Malasia; the USA and France. It is of the fourth biggest conglomerate operating exclusively on the beauty sector, through Natura & Co, which houses Avon, The Body Shop and Aesop (NATURA, 2020). Its guidelines include objectives such as "generating positive social and environmental impacts" and "reconciling bussiness, environmental, social and human goals, foram the extraction of feedstock – which ill be transformed into our comestics - to the disposing of packages by the final consumer" (NATURA, 2020).

<sup>10</sup> Retrieved from <<https://www.natura.com.br/sustentabilidade/cadeia-de-valor>>. Accessed: 10 Apr 2022.

#### 4.1 IN's institutional articulations and political incidence

In the same year of its founding, IN already revealed its determination on influencing the country's public education agenda, being one of 16 social organizations to sign the manifest "Brazil's Public Basic Education Quality Transformation", published on December 2010. The manifest can be described as a initiative from private agents that already operated on the field of public education in an array of levels: Casa do Saber, Aprendiz Foundation, Bradesco Foundation, Educar Foundation, Ecofuturo Institute, o Natura Institute, o Unibanco Institute and the Education Partners Association (CÁSSIO et al., 2020), agents connected to different capital sectors and members of Todos pela Educação.

As a member and supporter of Todos pela Educação, IN is an important supporter of another business initiative: Educação Já! (Education Now!)<sup>11</sup>, whose objective is to operate in the most efficient way in the definition of governamental agendas. It is a political strategy of the business class, in the sense that it guides the educational debate, not only in regards to candidates running for the most relevant offices, but also stablishing commitments between future policy makers and their own interests in the education sector. Educação Já! is Todos pela Educação's main piece of political articulation in order to get to candidates a view of education that does not leave anyone behind (ARAÚJO; NASCIMENTO, 2020).

IN's objective of influencing the public agenda in regards to education becomes clear, a goal that had the Institute look for colaborators with instruction and experience in the academic field,

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<sup>11</sup> According to Araújo e Nascimento (2020), "Educação Já!" began in 2018, in a context of political instability due to the impeachment of president Dilma Rousseff in 2016.



as well as in partisan and governmental politics, some even being relevant at a national level.

#### **4.2 IN's areas of educational action**

According to Souza e Silva (2022), IN's initiatives on the country's educational public sector are focused in four axes: a) age appropriate literacy, through the Collaboration Regime; ii) Full-period High School; iii) Articulation with Agendas of Priorities for Education; d) Education and Mobilization for Leaders and Natura's Beauty Consultants. From this perspective are elaborated action proposals, whose contents are offered to governments as pedagogical alternatives towards overcoming identified challenges.

Considering the analysis by Garcia and Adrião (2018), between the three dimensions – offer, curriculum and management – in which a more significant incidence of private agents was identified, IN has focused more on curriculum. That is what is shown by Greppe's results, which indicate that in all 11 states in which IN has been operating there is at least one program being developed regarding curriculum.

As for the regional extent, phases and pedagogical dimension of the actions promoted by IN or supported by other private agents, Souza and Silva (2022) also show that IN is present in all 5 geographical regions of the country, being active in 11 states and implementing 13 programs directed towards the curriculum. Regarding management, it operates in four states, in three of which its programs also include the offer dimension.

IN's implemented program, as is the case in the state of Pará, or in "partnership" with other institutes regarding state public systems of education are many and concern different sectors, reaching, teachers, students, principals and other education professionals. Their focus is the curriculum, as said above, including materials on entrepreneurship, school flux correction, age-grade

distortions, full period education, learning evaluation, teacher capacitation, and others. Regarding the management dimension, the concern work control, costs, planning, institutional evaluation; and regarding offer there can be identified “instructional packages”, direct towards the continuous capacitation of teachers and other education professionals, leadership programs, often using booklet systems.

### **4.3 IN’s funding sources**

According to information available on IN’s website, the resources available for funding social activities come from Natura Cosméticos SA, with no other possible sources of funding made clear in the analysed documents: Financial Demonstrations and Annual Reports<sup>12</sup>. On the first Financial Demonstration published, which relates to 2018, it is said:

According to IN’s Financial Demonstrations, its main revenue source is Natura Cosméticos AS, which destines the profits from the *Crer pra ver* collection towards investments in social programs, as well as annual donations of its net profit dedicated to the support of the Institute. (INSTITUTO NATURA, 2018, p. 11)

Beyond resources from *Crer pra ver*, the documents indicate, as a source of revenue, donations from other institutes e foundations, not specified; as well as the voluntary work of IN’s Administration Council, whose service presumed price is not disbursed and, thus, is applied on projects. Regarding the amount destined to the projects, Table 4 presents summarize data, extracted from each year’s Financial Demonstrations.

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<sup>12</sup> The financial demonstrations, as well as the annual reports are available in the website <<https://www.institutonatura.org/transparencia/>>. The demonstrations go from 2018 until 2021 and reports extend from 2011 to 2020. Access in May 30th 2022.

**Table 4:** Yearly Total Social Revenue and Resources Applied by IN in projects from 2017 to 2018\*. (monetary values in Reais)

Year	Revenue	Invested Resources	Value %
2017	31.736.000,00	28.423.000,00	89,6
2018	34.801.000,00	30.530.000,00	87,7

Source: Data organized by the authors based on IN's Financial Demonstrations. \* there are no Demonstrations relative to the years 2011 to 2016, nor equivalent information in the IN's Annual Reports.

The data above shows the high percentage of revenue destined, during the considered period, to IN's projects, among which figure educational projects. Although there isn't any description on the demonstrations regarding the nature of the funded actions, the Annual Reports reveal a priority for educational projects. Meanwhile, considering the amounts shown in Tables 3 and 4, it becomes noticeable, in one hand, that the corporate sector is determined on influencing public policies and the agenda regarding education and; on the other hand, the absence of the State when implementing educational policies able to supply possible formative and pedagogical demands in the development of Brazil's public basic education. The numbers express the contradictions presented by the managing model of today and the need for a dialectical analysis in order to understand the varying aspects of the historical context.

In that regard, it is worth mentioning the articulate action IN and other private agents members of Todos pela Educação concerning the discussions raised by changes in basic education's curriculum presented by the Ministry of Education, associated with the formulation and sanctioning of the National Common Curriculum Basis (BNCC). It's not by chance, that, with the exception of Pará (where the IN develops its programs without any "partnerships"), in the remaining ten states its operation takes place alongside other private agents, which reveals the *modus operandi* of the

political articulation. Operating according to the team philosophy of “all for one and one for all”, an organization is elected as the articulator and mediator of the interests of private groups: that is the role played by *Todos pela Educação* and Lide, for example.

#### 4.4 Crossed lines and interests: venture philanthropy in education and the division of the incidence market

Chart 3, bellow, registers, albeit succinctly, the kind of participation each of the studied organizations had in each of the three most widespread programs within Brazilian public basic education between 2005 and 2018.

**Chart 3:** Institutes' priorities and ways of acting, according to programs, dimensions, education stages/modalities and geographical region

Programs	Ways of acting			Dimension	Modality and stage	Region
	I.U	I.A.S	I.N.			
Acelera e Se-Liga (Focus: MS*)	Financial support	Conception	–	Curriculum	Regular MS	Northeast and Midwest
Jovem de Futuro (Focus: HS*)	Conception, implementation and financing	–	–	Management	Regular HS	Southeast
Full period education	–	–	Financial support	Offer	Regular MS and Regular HS	

Source: Data organized by authors based on the research (ADRIÃO, 2021). MS: Middle School; HS: High School.

Although there are liaisons and reciprocal support in the actions done by the three organizations, it was possible to identify, even though in an exploratory way, the existence of differences in priorities and in areas of operation between the three social investors here analyzed. Even though there is an articulation between these private organizations regarding the formulation of an agenda and the definition of educational priorities for Brazil, as indicates their participation in the composition of advocacy networks (such

as Todos pela Educação and Movimento pela Base<sup>13</sup>), there are differences on the approach each one adopts when directly dealing with the public educational systems in Brazil.

As *per* Adrião (2015 and 2022), since the beginning of the century it has been possible to identify changes in the strategies of donation and financing of initiatives on the educational sector by private organizations associated with Brazilian business groups. Such changes are associated with changes on the international landscape, which favor the alignment and the centralization of the power to influence the “educational agenda” on a global scale, as shown by Robertson and Dale (2017), Robertson and Verger (2012), and perceived in the USA by Scott (2009). Named as venture philanthropy in an OECD 2014 document, as new philanthropists (ROBERTSON; VERGER, 2012) or yet as philanthrocapitalists (BISHOP; GREEN, 2008), this group is constituted by the 1% richest in the world, therefore, a select stratum of the bourgeoisie which influences the paths of the current capitalist order. It altered the assistencialist and caritative rationale of its social actions, associating endowments to a newly created private social investment market<sup>14</sup>. (ADRIÃO, 2015)

Said rationale can be synthesized on the following terms:

New philanthropists want to see “results” of their giving, which is not seen as donations, but as social “investments” that are attached to outcomes and efficiency. Thus, evaluations and metrics to measure and demonstrate impact became a widespread practice among foundations. Institutional reports exhibit the results of assessments

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<sup>13</sup> The first one is a private organization which congregates a group of entrepreneurs and associations of the business sector, whose objective is influencing educational policies, including in Latin America (Martins, 2013). The second one articulates organizations and companies, specially those associated to the editorial sector, around the defense of a National Common Curriculum Basis for every basic education school in Brazil.

<sup>14</sup> There are many Christian proverbs along those lines, such as “Whoever is kind to the poor lends to the Lord, and he will reward them for what they have done”

and are used to attract new “investors” and offer accountability to donors. (AVELAR, 2018, p. 26)

Adrião points out the protagonism that IAS undertook in the definition of these strategies when it became a part of the Network of Foundations Working for Development (netFWD), created by OECD with the objective of replicating the success of some “cases” of the supported “causes”. As noted in another opportunity (ADRIÃO, CROSO e MARIN, 2022), the word venture philanthropy, initially adopted on a document by netFWD, was substituted by Private Philanthropy, inducing the mistaken understanding that a public philanthropy action could be possible.

Amongst the innovations directed at the multiple stakeholders interested in netFWD/OECD, the OECD network instituted an evaluation methodology for the impact of initiatives supported by philanthropists. Such methodology is based on a “peer review” structure, such as can be seen in academic evaluations. In this case, however, the peers are institutions of a single nature or that operate on the same sector. Methodologically, three aspects are considered: partnership design and operation; partnership results; and aggregate value of the initiative supported by the private social investments.

To the OECD network, social impact investments are a result of private organizations funding associated with a measurable return prospect, be it a social return or a financial one (OECD, 2015). In a 2015 document, the OECD presented forms of social investment, at the time under development, which aimed to capitalize and attract new private social investments. An example: *Investimentos Relacionados à Missão (MRI)*, through which donors support organizations or causes and other investors/supporters are attracted expecting competitive financial gains. Yet, *Investimentos Relacionados com o Programa (PRIs)* are more focused on the social impact, therefore, are usually below the market rates.

## 5 Closing remarks

A first aspect which deserves a mention in this last section is the fact that, during the studied period (2005-2018), the institutes Ayrton Senna, Natura and Unibanco were the organizations with the biggest influence in regards to educational policies for the states' public school system. That is due to two main factors: as a result of these institutions being the designers and/or funders of the most widespread programs. None of the mentioned organizations operated only as an executor of propositions from other institutions. Besides that, competition between them was not identified, once the scope of action of each institute was separated: IAS focused on Primary School, IU on High School and IN supported financially full period education, be it for middle schools, be it for high schools.

That is an important factor when it is considered that the position of donor or recipient of private social investment resources is relevant in defining the protagonism between the organizations which survive from private funds. In this sense, this study points as an area for future research the network relationships between private organizations, beyond the ones already investigated and mapped out, aiming to better understand the tendencies within this strategy, its *modus operandi*, the exclusions and priorities and the market created by the competition around private funds, as well as its dynamic in relation to the State and the public sector.

In that regard, the regulation for usage and management of endowments in Brazil, foreseen in Lei 13.800/2019, tends, as mentioned on another occasion, to stimulate new markets, constituted by companies registered in the Comissão de Valores Mobiliários (CVM) in order to invest assets of the donor organization. This financial rationale, accepted by endowments, associates itself with the creation of other financial products marketed towards social investors, such as:

[...] CSHG institute's "business" front, main social investment of Credit Suisse Brasil, which presents itself as "a result the maturation of specific social actions done by partners and employees of what was at the time Hedging – Griffo" and operates the offer of a social investment portfolio towards social investors, ensuring a "good value for money, potential to scale and efficient parameters for measuring results". (ADRIÃO, 2021, p. 384)

It is worth considering that the growth of endowments observed in the past decades is directly correlated to the increase in social inequality and wealth concentration, being a clear expression of the capitalist exploration: according to Oxfam, in 2020, the world's 2,153 billionaires' wealth was bigger than the sum of the wealth of over 4.6 billion people<sup>15</sup>.

The absence of transparency in data access, as well as to the results of these organizations' operations is another important aspect, especially because they involve public agents and spaces in which, it is assumed, the realization of social rights is pursued. Beyond that, one of the constitutional principles that rule governmental actions is the transparency in the dealings with the *res publica*. In that way, all public policy ought to be transparent in all of its stages, from its conception to the evaluation of its results, including the implementation and monitoring, independently of the agents, public or private, assigned for that.

In the specific case of public education, the transparency principle must be considered *a priori*, as seen as it regards children, teenagers, young adults and education professionals, all subject recipients of civil and social rights, indirect or direct funders of the State and of public policies. Therefore, the programs and actions regarding educational policies must have the transparency needed for public

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<sup>15</sup> See <<https://www.oxfam.org.br/noticias/bilionarios-do-mundo-tem-mais-riqueza-do-que-60-da-populacao-mundial>>. Accessed: 20 May 2022.



monitoring, in a way to make known the contents and methods adopted on the education processes. Even when operated or conceptualized by private organizations, these are still obliged to ensure access to informations regarding its actions and results, as are public agents, when hiring the private sector, obliged to follow the principles and obligations constitutionally established for public service.

The degree of institutionalization reached by these private agents, regarding either the definition of the agenda or the conceptualization and implementation of public policies, expresses the growth in the subordination of these policies (and of public interest) to validation mechanisms based on a financial market rationale, where the investor's interest is the determining factor, being the measure of the results achieved. It can be defined as a logical inversion, which values the private interest over the public, benefitting small groups opposed to the needs and rights of the majority.

In that sense, this managerial rationality that has consolidated itself in the Brazilian state collides with principles established on the 37<sup>th</sup> article of the 1988 Federal Constitution (BRASIL, 1988): the morality, the impersonality and efficiency regarding the management of the *res publica*. From that, begs the question: to whom does the privatizing and philanthrocapitalism strategy stimulated by the meddling of private agents inside and with the consent of the Brazilian State?

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# Analysis of the conditions of educational provision and implications for the human right to education in schools with the Educação Integral, Jovem de Futuro and Acelera Brasil programs<sup>1</sup>

*Cassia Domiciano, Danilo Kanno and Santiago Castigio e Monteiro*

## 1 Introduction

In this part of the study we present the implications of Educação Integral (PEI), Jovem de Futuro (PJF) and Acelera Brasil (PAB)

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programs for the Human Right to Education from the analysis of the conditions of educational provision in the state schools of Pernambuco, Pará and Goiás, where they were implemented. Conditions of the educational provision are defined from Garcia and others (2021), which delimited a set of inputs related to the infrastructure, route and performance of students. For infrastructure, the inputs are divided into general conditions, school facilities and equipment. According to the authors,

1. General conditions: refers to the guarantee of adequate general facilities to provide education such as: presence of drinking water, sewage network, electricity and garbage collection.
2. School dependencies: school environment with suitable conditions for carrying out teaching activities, for example: teacher's room, reading room/library, science laboratory, computer laboratory and space for recreational and sports activities, such as sports court.
3. Equipment: TV, copier, printer; computers available for student use and internet access for research *online* ... (GARCIA et al., 2021, p. 14).

The option for these elements is justified, since it starts from the premise that the right to education is realized by access to schools with effectiveness in the teaching and learning process, based on the guarantee of adequate quality conditions, material and structure ones being among them (CAMPANHA..., 2018; CARREIRA; PINTO, 2007; DOURADO; OLIVEIRA, 2009; SCHNEIDER, 2018).

For the evaluation of the course and performance of students in the schools of the programs Ensino Médio Integral, Jovem de Futuro and Acelera Brasil, we sought in the National Institute of studies and Research Anísio Teixeira (Inep) being: dropout rate, failure, Basic Education Development Index and grade of the Basic Education Assessment System (Saeb).<sup>2</sup> These data, besides allowing us to ob-

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<sup>2</sup> Just like Garcia and others (2021), we recognize the limitation of the indicator to assess the quality of the educational proposal in a school. Despite this, the results

serve the trajectory of students in schools, helped to verify if the objectives of improvement of these indicators were realized, as widely disclosed by private actors. We also sought to verify if the results of the Saeb were interfered with by the Socioeconomic Level Indicator (Inse), which measures the socioeconomic context of Brazilian students, information collected by *Student questionnaires* which are integrated with Saeb.

The periods defined for the gathering and analysis of the conditions of the educational provision were the years immediately before and after the beginning of the implementation of the programs and 2018, except for the Acelera Brasil program, which corresponded to the first year Kanno and Domiciano (2022) located class names in the microdata of the school census that referred to their existence, because, according to the authors, there were difficulties to obtain a list of schools directly in the Goiás State Department of Education, condition that was repeated to the Jovem de Futuro program, according to Ceccon and Monteiro (2022). Thus, there are the periods of 2007, 2009 and 2018 for the Educação Integral program, 2011 and 2018 for the Jovem de Futuro and 2007, 2014 and 2018 for the Acelera Brasil. For the case of the indicators that evaluate the course and performance (approval, abandonment and Saeb), we used the last two years for which we had data available, being 2017 and 2019 for Jovem de Futuro and Educação Integral, this being the interval that covers the final year and subsequent to the terms of the respective programs, in the case of Acelera we collected information from 2011, 2013 and 2015. For the Socioeconomic Level Indicator (Inse) the years used for the three programs were 2013, 2015 and 2019.

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measured by the Saeb were adopted as data, since the Ensino Médio Integral and Jovem de Futuro programs mention the improvement of performance indicators, which use the standardized grade of the Saeb as a reference.

Having defined the period, we proceed to the selection of the set of schools that integrated the analysis. For the Educação Integral Program (PEI) there was a list available on the website of the Pernambuco State Department of Sports and Education that indicated 300 units, called *Escolas de Referência no Ensino Médio* (Erem), being completely reached in 2014, and of these, 47<sup>3</sup> integrated the program into the whole historical series. In the *Jovem de Futuro* (PJF), as well as in *Acelera Brasil* (PAB) program, the challenge was greater, since there was no data available on the Departments of Education's official websites. According to Garcia and others (2021) and Kanno and Domiciano (2022), the law of access to information<sup>4</sup> was used via public transparency portals requesting the list of schools where the programs worked in Pará and Goiás, without success in both, forcing researchers to look for other sources. For the case of *Jovem de Futuro*, Ceccon and Monteiro (2022) identified a list of state schools in the city of Santarém in a investigative work by Vanuza Ribeiro (2017), totaling 24 units with the program, which remained in it until 2018, becoming this the group analyzed in Pará (CECCON; MONTEIRO, 2022).

In *Acelera Brasil*, the sample derived from the search in the microdata of the School Census, initially separating the schools in which there were flow correction classes for the entire historical series of the research, since it was in these classes that the program took action, resulting in 61 schools, and after it was found that from 2007 the microdata of the census included the variable `NO_TURMA` (class names) with designations such as: ACELERA; ACEL I; ACEL

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<sup>3</sup> Studies by Moehlecke (2022), Dutra (2014) and Venco (2022), inform a set of 50 schools that remained in the program, however we identified two that did not integrate the PEI in 2009, and another one that had its activities paralyzed in 2018, therefore, we excluded them from the sample.

<sup>4</sup> Law No. 12.527 (BRASIL, 2011), which regulates access to information.



II, ACE, evidencing that these were classes with Acelera Brasil. We then came to the sample of 43 schools that had the program in at least one year between 2007 and 2014<sup>5</sup>, last year of the term of pedagogical technical cooperation of the Ayrton Senna Institute with the Goiás State Department of Education (BORGHI; DOMICIANO, 2022; KANNO; DOMICIANO, 2022).

The difficulty in obtaining information about the schools, the number of students served, the educational results of the Jovem de Futuro and Acelera programs can be related to the control of information by the private actors who managed them in the state networks. Both the Unibanco Institute (IU), responsible for the Jovem de Futuro, and the Ayrton Senna Institute (IAS), for the Acelera, collected, processed and treated data from the independent educational units of the Education Departments. For both programs, according to Borghi and Domiciano (2022) and Ceccon and Monteiro (2022), there was a limitation on the disclosure of information inscribed in the document that regulated the performance of private actors in the states.

The theoretical and methodological basis for identifying the implications for the Human Right to Education was the “Matrix guide for analysis of the consequences of privatization and education, based on the 4As model”, elaborated collectively within the framework of the research seminars of the Educational Policy Studies and Research Group (Greppe), based on authors such as De Becco (2009) and Tomasevski (2004). Considering the specificities of this research, the matrix was systematized by Silveira and Adrião (2022) bringing to each fundamental characteristic of the Human Right to Education a set of indicators to be observed in the programs.

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<sup>5</sup> For the year 2011, no schools were located that met the criteria for class codes, so it was excluded from the analysis (KANNO; DOMICIANO, 2022).

In the Educação Integral, Jovem de Futuro and Acelera Brasil programs the characteristics considered were: *availability* and *accessibility*. Synthetically, the first provides that education is available to everyone in sufficient quantity, through school institutions, programs that reach all the students, thus, to be realized it requires funding, adequate physical spaces – infrastructure, furniture, toilets, drinkable water – qualified teachers with competitive salaries at the national level, freedom to teach and to unionize, labor rights and didactic materials in quantity and inadequate conditions (laboratory, internet, library etc.) (SILVEIRA; ADRIÃO, 2022). Accessibility, a characteristic inseparable from availability, demands that school institutions and programs be accessible to all students taking into account three dimensions: non-discrimination, physical access and economic access, in other words, the first dimension is related to non-discrimination, including access to the most vulnerable groups, historically excluded (disabled, indigenous, quilombolas, women, black people, among other groups); the second implies the elimination of physical barriers, such as the geographical distance from school equipment or those that prevent internal access to school equipment; the third dimension, of this fundamental characteristic, corresponds to economic accessibility, that includes offering conditions of free access to compulsory education for everybody, including the elimination of fee collection (SILVEIRA; ADRIÃO, 2022; TOMASEVSKI, 2004; XIMENES, 2014). For this purpose, Chart 1 shows the guiding questions for each of the dimensions.

It should be noted that the analysis of this part of the study focuses on the data and indicators already mentioned, so that we will not deal with the social, economic and political contexts of each state, a fact that deserves furthermore research.

We have organized this text into three sections, in addition to this introduction and the final considerations. In the first section,

**Chart 1:** dimensions of the Human Right to Education verified in the Educação Integral, Jovem de Futuro and Acelera Brasil programs

Characteristics	Guide questions
<b>Availability</b>	<p>Are there vacancies in the school's equivalent to the number of applicant students?</p> <p>Are the programs available to the group of students bearing in mind the number of schools served in relation to the total number in the network (number of schools that have the program compared to overall)?</p> <p>What are the conditions for the offering of the program: infrastructure (laboratories, library, indoor courts, internet, number of students per class)?</p>
<b>Accessibility</b>	<p>The program proposes to meet <i>all</i> your target audience or just a parcel?</p> <p>Is the program geographically accessible to everyone? In other words, is the program equally distributed geographically?</p>

Source: Adapted by the authors based on Silveira and Adrião (2022).

we present the main characteristics of the investigated programs and the main objective of each of them, and in the next section we bring the availability of the program for the set of students and the analysis of the conditions of the educational offer based on the mentioned inputs. In section three, we explore the indicators of path and performance of students in the schools where the programs monitor, correlating them to the socioeconomic indicator. In the final considerations, we present the implications for the Human Right to Education, from the dialogue with the data, considering the two fundamental and interconnected characteristics, namely: availability and accessibility.

## 2 The Educação Integral, Jovem de Futuro and Acelera Brasil programs: main characteristics

In this section we indicate the private institutions that administer or managed the programs Educação Integral, Jovem de Futuro and Acelera Brasil, as well as the years in which they were in force, the schooling stage reached and the main objective of the programs, because we understand they are informations funda-

mental to understand the dialogue with the data analyzed later in this text<sup>6</sup>.

**Chart 2:** general characteristics of the programs Educação Integral, Jovem de Futuro and Acelera Brasil

Program	Accountable Private Institution	State	Starting year	Ending Year	Schooling stage	Stated Objective
Educação Integral	From 2003 to 2007 - Institute of Coresponsibility (ICE). In 2008 it becomes public policy in the state of Pernambuco through the Programa de Educação Integral (PEI)	Pernambuco	2008	Prevailing	High School <b>Shift:</b> <b>Integral</b> - 45 class hours per week <b>Semi-Integral</b> - 35 class hours per week	The development of policies aimed at improving the quality of education and the professional qualification of students of the Public Education Network in the state of Pernambuco
Jovem de Futuro	Unibanco Institute	Pará	2012	2018	High School	Consolidate a new management culture (INSTITUTO UNIBANCO, 2010, p. 34) of school units, in order to overcome the low rates of school performance and the school dropout
Acelera Brasil	Ayrton Senna Institute	Goiás	2007	2014	Elementary School - Early Years	The correction of school flow and ensure quality education for all students of public education networks

Source: elaboration of the authors based on Moehlecke (2022), Ceccon and Monteiro (2022), Garcia, Cossetin and Pereira (2022) and Borghi and Domiciano (2022).

According to informations of Chart 2, it should be noted that the Educação Integral program is the only one that remains in force. It began in 2003 through an Agreement for Technical and Financial Cooperation between the State Department of Education and the Institute for Educational Co-responsibility (ICE) (SILVA; DRABACH, 2022; MOEHLECKE, 2022), but its management has been transferred to the Pernambuco State Department of Education and Sports,

<sup>6</sup> To further deepen the programs Educação Integral, Jovem de Futuro e Acelera Brasil, we indicate the reading of the parts that make up this book, especially text 1, as well as the articles by Borghi and Domiciano (2022) and Garcia, Cossetin and Pereira (2022).

although, according to Moehlecke (2022), it maintains, for example, the improvement of high school quality based on the results management model, with the improvement of management tools for planning, monitoring and evaluating, institutionalizing itself as a policy in Pernambuco. Under the management of the state, it added other goals, such as professional qualification in High School, the expansion and internalization of the integral education model and the training of labor according to the economic vocation of the region.

The Jovem de Futuro program in Pará, seems to make the reverse movement of PEI, because, according to Peroni and Caetano (2015), it begins in 2012 in the generalization phase of this program in Brazil, when there is the articulation of Ensino Médio Inovador (ProEMI)<sup>7</sup> with the Project “Jovem de Futuro”, from Unibanco Institute, that is, it starts associated with both the public and private sectors, however, according to Garcia, Cossetin and Pereira (2022), in 2015, the PJF leaves the articulation with the federal government, remaining in the state of Pará under the direct and exclusive responsibility of the Unibanco Institute. Both programs are directed to High School, differentiating as for the attendance shift, which takes place in an integral way (45 class hours per week) and semi-integral (35 class hours per week) in the PEI and mostly partial PJF as will be proven later. According to the Unibanco Institute, the Jovem de Futuro program has as its main objective to intervene in the culture of Educational Management and, consequently, in school management, in order to overcome the low rates of school performance and improve dropout rates. Acelera Brasil though, deployed in Goiás, is directed to the early years of Elementary School, focusing on improving the quality of education through the reduction of age-

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<sup>7</sup> ProEMI was established by the ministry of Education through Ordinance No. 971 of October 9, 2009, during the second term of Luiz Inácio Lula da Silva.

grade distortion rates. Goiás is cited by Lalli (2000) and Oliveira (2002) as one of the first states to have the program authored by the Ayrton Senna Institute, implemented in the late 1990s, however, according to Borghi and Domiciano (2022) there is no public information related to the schools and students attended or the program results of this period for the state, nor for the years 2012 to 2014 in which there is a document formalizing the agreement between the Ayrton Senna Institute and the State Department of Education.

A common point between the programs lies in the objective of “improving educational quality”, through the evolution of certain indicators such as school performance, school dropout, age-grade distortion. The conception of quality of private agents is restricted to the evolution of these indicators that, separately, are not able to influence the improvement of the teaching-learning processes. This restricted conception, based exclusively on the results of external evaluations and the correction of school flow, as is the case of Acelera Brasil, does not translate into educational success as widely demonstrated by authors of this field of study (ALMEIDA; DALBEN; FREITAS, 2013; FREITAS, 2004; MELLO; BERTAGNA, 2020; PINTO, 2014a).

### 3 Educational offer: service and infrastructure in the Educação Integral, Jovem de Futuro and Acelera Brasil programs

Art. 10 of the National Education Guidelines and Bases Law No 9.394 (BRASIL, 1996b) defines that States must ensure elementary education and offer, with priority, high school to all who demand it, remembering in art. 8, that federal entities (Union, States, Federal District and municipalities) must organize their education systems in a collaborative regime, which is not yet regulated. Thus, it is more common in the Brazilian context for state networks to concentrate the provision of the final years of Elementary and High School, leaving the municipalities in charge of Early Childhood

Education and the initial years of Elementary School, a process that in Brazil became known as municipalization of elementary school, catalyzed in the late 1990s by Amendment No. 14 (BRASIL, 1996a)<sup>8</sup>. The following data confirm the above mentioned.

**Table 1:** enrollment in the stages and modalities of Basic Education in the state networks of Pernambuco, Pará and Goiás (2007-2018)

Year		2007	2009	2011	2013	2014	2018	
Pernambuco State Network	ECE	5,104	3,873	2,654	2,249	2,265	2,248	
	ES (BY)	100,060	74,795	52,399	21,367	15,283	9,011	
	ES (FY)	343,697	314,853	294,014	240,246	204,683	149,774	
	Regular High School	Partial Shift	316,311	322,216	261,778	214,804	201,341	146,279
		Full Shift	8,420	18,466	63,132	94,510	109,011	131,809
	Integrated or normal Technical High School	Partial Shift	40,270	32,326	21,737	16,297	13,851	2,973
Full Shift		0	144	3,885	6,169	7,814	15,425	
Pará State Network	ECE	94	823	554	564	573	74	
	ES (BY)	135,452	110,582	88,949	73,366	67,333	56,434	
	ES (FY)	208,394	184,310	169,910	154,997	149,642	131,739	
	Regular High School	Partial Shift	342,104	318,557	315,447	314,600	316,075	312,436
		Full Shift	-	0	204	480	819	5,081
	Integrated or normal Technical High School	Partial	184	747	2,344	3,435	3,804	5,688
Full Shift		-	165	99	132	95	0	
Goiás State Network	ECE	1,192	433	465	164	124	0	
	ES (BY)	76,639	57,012	42,422	31,535	29,277	20,360	
	ES (FY)	292,058	255,488	236,041	217,020	215,953	228,088	
	Regular High School	Partial Shift	236,767	228,761	221,896	211,082	208,938	178,349
		Full Shift	-	683	487	3,824	4,663	14,089
	Integrated or normal Technical High School	Partial Shift	264	76	0	278	327	153
Full Shift		-	0	0	0	0	17	

Source: elaborated by the Educational Data Laboratory<sup>9</sup> from the microdata of the School Census (INSTITUTO NACIONAL..., 2021).

Legend: ECE - Early Childhood Education (day care and preschool); ES (BY) - Elementary School (Beginning Years); ES (FY) - Elementary School (Final Years)

<sup>8</sup> A process that took place in a different way in the Brazilian territory, but which culminated in the transfer of elementary school enrollment to municipalities in most states, federated entities that are more technically and financially fragile (ARELARO, 1999; OLIVEIRA, 1999; PINTO, 2014B).

<sup>9</sup> See <<https://dadoseducacionais.c3sl.ufpr.br/#/indicadores>>. Accessed: 24 Jun 2022.

In general, enrollments decline in virtually all stages of basic education in the states analyzed, with emphasis on the initial years of Elementary School that decrease 91% in Pernambuco, 58% in Pará and 73% in Goiás, The offer of Early Childhood Education is present in Pernambuco and Goiás at the beginning of the historical series, but ceases to exist in 2018 in the latter state. In Pará, the enrollment of this stage of schooling registered an increase from 2007 to 2009, but there is a decrease in 2018 of 90% compared to 2014. Regular High School in partial shift also reduces enrollment in the three states, amounting to 54% in Pernambuco, 9% in Pará and 25% in Goiás in the highlighted period.

The Educação Integral is in another condition, growing in the three locations, reaching 131,809 enrollments in Pernambuco in 2018, 5,081 in Pará and 14,089 in Goiás, a situation that can be explained, at least in part, by national policies since the early 2000s, which has been stimulating the provision of full-time education, especially those linked to financing, as is the case of law 11,494, of June 20<sup>th</sup>, 2007, which establishes the Fund for the Development of Basic Education and Appreciation of the Teaching Profession (Fundeb), which, among other things, increased the value per student destined to the states and municipalities that offered full-time education. Moehlecke (2022) recalls other policies such as the Goal plan commitment all for Education, that contains the Education Development Plan (PDE), in which were associated a set of educational programs, among them, the *Mais Educação*, focused on integral education; or Innovative High School Program (ProEMI) of 2009, focusing on non-vocational education; National Education Plan (2014-2024)<sup>10</sup> that establishes in its 6th goal to expand full-time education in at least 50% of Public

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<sup>10</sup> Law 13,005 (BRASIL, 2014).



Schools, in order to serve at least 25% of basic education students by the end of the term of the plan; and, even more recently, there is Law no. 14,415 (BRASIL, 2017), originated from a provisional measure in the government of Michel Temer, which reformed High School and among the changes is the progressive expansion of the workload from 800 to 1,400 hours per year within five years, with at least 1,000 hours per year as of March 2017 (BRASIL, 2017).

High School is the focus of the *Jovem de Futuro* and *Educação Integral* programs, analyzed here respectively in Pará and Pernambuco, the latter focused on full-time high school and, when institutionalized as a policy in the state, it emphasizes “[...] the integration of High School with professional education [...]” (PERNAMBUCO, 2008). In this segment of Integrated High School<sup>11</sup>, enrollment data reveal an increase in Pernambuco in full-time offer and a reduction in part-time offer, so that from 40,270 enrolments in 2007, it reaches 2,973 in 2018. In Pará, unlike Pernambuco, Integrated High School is expanded in the partial shift and gets to zero in the integral, being in contrast to the National Education Plan (2014-2024), which provides “to triple the enrollment of secondary level technical vocational education, ensuring the quality of supply in at least 50% (fifty percent) of the expansion in the public segment” (BRASIL, 2014, p. 71).

In the case of *Acelera Brasil* program, attention is drawn to the search for private actors to improve school flow in the early years of Elementary School, when the trend indicated by enrollment shows that the state has been disregarded by the provision of this stage of schooling.

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<sup>11</sup> It is about the professional training integrated with high school, allowing the student to complete their studies in this stage of schooling with a technical-professional training.

### 3.1 Coverage of the educational provision of the Jovem de Futuro, Educação Integral and Acelera Brasil in relation to the state networks of Pará, Pernambuco and Goiás

The following data correspond to the coverage of the educational provision by the studied programs, therefore, the period covers the year before the term and 2018 - the last year of PJF and last year of the sample for PEI, which remains in effect, when data are available for the two reference years. For the analysis, we first bring the programs focused on High School, and afterwards, Acelera Brasil that focuses on the initial years of Elementary School, for which we present the coverage of attendance to students in age-grade distortion, considering the temporal specificity already highlighted.

The first program analyzed is the Jovem de Futuro of Unibanco Institute, the information that makes up Table 2, originate from different sources, since we did not find published data on the schools participating in the PJF in any historical series that could compose a framework for analysis. The reason for this is because Unibanco Institute held the ownership of the Project Management System (SGP), which collected the data of the schools, just as the date of students, teachers, managers, so that the Department of

**Table 2:** enrollment in schools with Jovem de Futuro program in Pará in relation to state enrollment in High School (regular and integrated), partial and full shift – 2018

Stage/type	Shift	Total state	Total in the PJF-informed in the Unibanco Institute report	Total in the PJF-informed on the website of the Secretary of Education
		2018	2018	2018
High School (Regular + Integrated)	Partial	323,205	97,257	109,960

Source: prepared by the authors from the data of the State Department of Education of Pará (PARÁ, 2021) and Unibanco Institute Report (INSTITUTO UNIBANCO, 2018b).

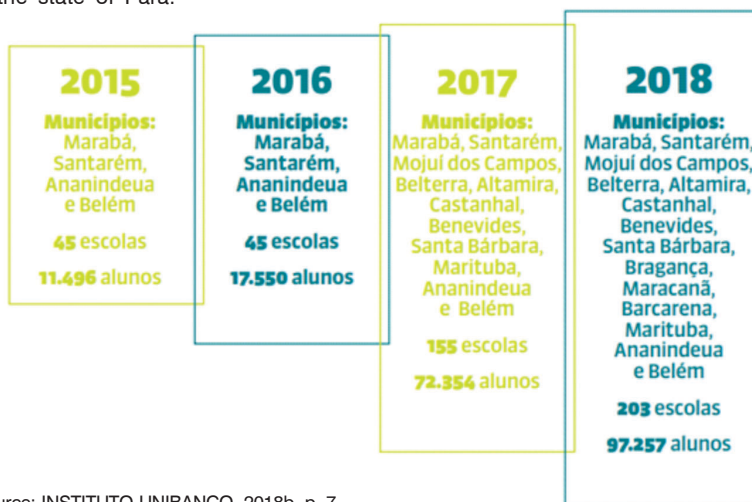
Education, upon breaking the cooperation agreement with the Institute in December 2018, was restricted from accessing the data on the private platform (CECCON; MONTEIRO, 2022; GARCIA; COSSETIN; PEREIRA, 2022).

When considering the students that Unibanco Institute declared to attend in 2018, as shown in Graphic 1, we have a percentage of 30% of all High School (regular and integrated, integral and partial) in the state network of Pará, a rate that expands to 34% with the numbers of the list published by the Department of Education on its website<sup>12</sup>. Until the closure of the program, in December 2018, it can be seen that Unibanco Institute, by implementing its management model in the public network of Pará, has had an impact on the education of a number of young people from Pará who were attending high school, causing inequalities, since the universality of access was never the agenda of the program, as well as the real service was far from reaching the totality of the offer for this stage of education. On the contrary, the experience of the PJF in Para, in the seven years of incidence, was present in a small part of the school population, focused with in large metropolitan centers, as shown in Graphic 1 (next page). This occurrence scenario changes in the final years of the partnership, when the project is expected to be renewed, but, in fact, the material existence is within a restricted group and with questionable results, given that Unibanco Institute itself, in its 2018 report, recognizes that Pará “was the only state of Jovem de Futuro *which did not registered an advance* in the indicator [Ideb]” (INSTITUTO UNIBANCO, 2018a, p. 10, emphasis added).

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<sup>12</sup> The lists of schools participating in the PJF, in the years 2017 and 2018, were removed from the site School Consultation of the Department of Education (PARÁ, 2021). Years prior to 2017 were no longer available for consultation, so we made use of backup personal files, since the queried data was excluded from public consultation.

**Graphic 1:** evolution of the occurrence of the Jovem de Futuro program in schools in the state of Pará.



Source: INSTITUTO UNIBANCO, 2018b, p. 7.

We resume the enrollment data exposed in Table 2, because at the same time that there is a decrease in the supply of regular High School (partial and full shift added) of 9%, it is observed that in the years 2012 and 2018, period of the occurrence of the program, there is a positive growth. However, in the group of schools of Santarém, analyzed by Cecon and Monteiro (2022), there was a contrary movement, that is, while enrollment in schools of the Pará State Network increased in, which may indicate an increase in the dropout rate in these schools with incidence of the PJF (CECCON; MONTEIRO, 2022), a fact to be yet deepened. However, the net enrollment rate offers clues in this regard. In the year of 2018, according to the National Household Sample Survey (Pnad) (IBGE, 2022), the population from 15 to 17<sup>13</sup> years resident in Pará was

<sup>13</sup> The age range of 15 to 17 years corresponds to the age for attending high school, which lasts three years and is based on what is foreseen in the National Education Guidelines and Bases Law (BRASIL, 1996).

**Table 3:** enrollment in schools with Educação Integral Program in Pernambuco in relation to state enrollment in High School (regular and integrated), partial and full shift (2007 and 2018)

Stage / type	Shift	Total state		Total in PEI	
		2007	2018	2007	2018
High School (Regular + Integrated)	Partial	356.581	149.252	2.571	33.414
	Full	8.420	147.234	21.875	118.898
	Total	365.001	296.486	24.446	152.312

Source: elaborated by the authors from data from the Educational Data Laboratory<sup>14</sup> and microdata from the 2007 and 2018 School Census (INSTITUTO NACIONAL..., 2021).

approximately 476 thousand young people, the total enrollment in High School for this age group corresponded to 221,814, which makes the net enrollment rate of 46.60%, showing that a population contingent of 254,186 students of this age group has not yet reached the education system. It is no wonder that Ceccon and Monteiro (2022), call attention to the fact that they have not identified actions motivated by Unibanco Institute to actively seek age considered adequate to attend this stage of schooling.

The enrollments of the state of Pernambuco, per shift of service, show the expansion of the full supply and the reduction of the partial from 2007 to 2018, as previously demonstrated. However, the general sum reveals a decrease of 68,515 enrollments, a decrease of 18.7%, which means there is a shrinkage of the supply in a stage of schooling that has its demand expanded either by the improvement of the school flow of elementary school (OLIVEIRA, 2007), or by the mandatory enrollment in the age group of 15 to 17 years,

<sup>14</sup> See <<https://dadoseducacionais.c3sl.ufpr.br/#/indicadores>>. Accessed: 24 Jun 2022.

brought to the by constitutional amendment no 59 of 2009, which causes education systems to expand the offer (SILVA, 2020), information indicated in Table 3 found right after.

As far as coverage via the Educação Integral Program is concerned, in the year before it was transferred to the state, most full time high school enrollments (regular and integrated) were offered by the private player, and the Institute of Co-Educational Responsibility (ICE); in the case of the part time, the attendance via PEI did not reach 1% of total enrollments. Adding the two shifts, we have about 7% of all high school students in Pernambuco under the direct interference of the Institute's actions, recalling Moehlecke (2022) that young people were selected through tests, at the beginning of the ICE management, considering that the Institute sought to create teaching centers of excellence, after the Prohibition of this selection by the Public Ministry, they had to receive students close to the schools, from any age, who applied to colleges and could attend the full shift. However, as the demand has always been greater than that of the Public Ministry, the standard that prevailed was "merit", selecting students by school history which kept access restricted to a select group of young people even after their transfer to the Department of Education<sup>15</sup>.

As the State Department of Education began to manage the PEI in 2018, although supported by the rules arising from the ICE, the offer expanded in the two service shifts, representing 22.38% of the offer in the partial and 80% in the integral. This shows that PEI reached the majority of students enrolled in High School in full or semi-full shift. Although, it is important to highlight that the resident population aged 15 to 17 years in Pernambuco corresponded to 483

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<sup>15</sup> For further study in this regard see Moehlecke (2022); Moehlecke, Borghi, Ceccon and Silveira (2022), in Text 1 of this book.

thousand young people in 2018<sup>16</sup> adding the municipal, federal, and private offerings in the state for the same age group, there were a total of 265,717 enrollments, which resulted in 55% of students aged 15 to 17 who accessed High School in the state and 217,283 who were not in the same condition. Even though the gross tuition fee<sup>17</sup> indicated 87% of students in the last years of basic education, it remains to be seen where are the other young people of this stage of compulsory education that do not appear in the statistics. This may not be a reality of Pernambuco and Pará, because according to Simões (2019), in 2017, Brazil had about 1.5 million children and young people between 4 and 17 years out of school, and 57% were concentrated in the age group of 15 to 17 years, adding, approximately, 850 thousand students. However, this aspect does not seem to be among the concerns of private actors, since the focus is on its results and not on the universal access.

The last program to be analyzed, which differs from the others in terms of the target and objective audience, is *Acelera Brasil*, which proposes to exclusively attend to students in the Age Grade Gap, or in other words, those enrolled two years above the age theoretically considered adequate for the grade they are in, so it makes more sense to present this coverage.

As Kanno and Domiciano (2022) demonstrated, the attendance via PAB seems to leave out most children who are in this condition, not reaching all children as recommended by the Ayrton Senna

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<sup>16</sup> Population data collected by the Brazilian Institute of Geography and Statistics, from the National Household Sample Survey (Pnad), second quarter (IBGE, 2022).

<sup>17</sup> According to the Brazilian Institute of Geography and Statistics (IBGE), gross enrollment rate corresponds to the percentage of people enrolled in a certain stage of basic education in relation to the population in the age group theoretically appropriate to the same stage of Education. Gross enrollment in High School in 2018 in the state of Pernambuco corresponded to 418,658.

**Table 4:** number of students in Age Grade Gap in the state network of Goiás and in the classes where the Acelera Brasil program (PAB) was located - Elementary School - Early Years (2007-2014)

	2007	2012	2013	2014	2018
<b>State network of Goiás</b>	15,328	6,100	4,541	3,396	1,262
<b>Acelera Brasil</b>	1,227	67	76	53	0
<b>% of attendance via PAB</b>	8%	1.09%	1.67%	1.56%	-

Source: own elaboration based on the microdata of the school census (INSTITUTO NACIONAL..., 2021).

Institute. There is a decrease in the number of children in age-grade distortion, however, it is a generalized drop in enrollment in the early years of elementary school, as previously observed.

### **3.2 Infrastructure of the educational provision of Jovem de Futuro, Educação Integral and Acelera Brasil programs**

*A quality standard guarantee* it is one of the educational principles established by Article 206 of the Federal Constitution of 1988 and by Article 3, item IX, of the current National Education Guidelines and Bases Law (LDB), Law n.9,394/96. It is, then, “a constitutive element of the right to education” (Sena, 2014, p. 270). And, for this right to be effective, quality conditions are necessary, among them, material and structural ones (CAMPANHA..., 2018; CARREIRA; PINTO, 2007; DOURADO; OLIVEIRA, 2009; SCHNEIDER, 2018). We do not disregard other dimensions of the quality of education and school, for example, teacher training, democratic management, the access and permanence of students, as a constituent part of the quality of education and school, although we will deal exclusively with the dimension of material conditions starting from the selection of variables considered by Garcia and others (2021), as previously presented.



For analysis, we respect the peculiarities of the temporal clippings of the state education networks of Goiás, Pernambuco and Pará. This option reports limits for the construction, at this time, of joint articulation of the data collected for the three programs. However, we reinforce that the objective of this chapter is to locate common and, perhaps, divergent points, with regard to the conditions of the educational offer, more specifically, on the infrastructure in the period in which the programs were in effect, with a view to identifying implications for the Human Right to Education.

Alluding to the sample of the schools analyzed here, it is recalled that, in the course of its validity, the program of Educação Integral preserved a set of 47 institutions, as for Jovem de Futuro we obtained access to 24 institutions in the city of Santarém, which participated in all cycles of the program, unlike Acelera Brasil, which had variation for each year of collection, due to the turnover of the program in the Goiás network, yet, we considered 43 units that at some point in the historical series had the incidence of the private actor through the PAB. To analyze the infrastructure, in addition to the data collected via microdata from the School Census (Inep, 2021), also contributed the considerations of Ceccon and Monteiro (2022) about the Jovem de Futuro program, by Kanno and Domiciano (2022), about the Acelera Brasil program, as well as Moehlecke (2022) and Venco (2022), about the Educação Integral.

The data reveals that in the initial years of the programs, the schools had better infrastructure conditions than the other providers of the state networks of the same stages of education, demonstrating that private actors tended to privilege their incursion in materially better equipped schools, a fact that corroborates the analyses of Ceccon and Monteiro (2022) and Kanno and Domiciano (2022).

The information in Table 5 (next page), where is the initial situation or prior to the realization of the agreement between the

public and private sector, reveals that the sample of schools with the presence of the programs have better infrastructural equipment when compared with the other providers of their respective networks in the same stages of education, expressed by the higher proportion of inputs in institutions with programs and lower proportion in other schools, findings identified in the table by the cells in green and red color.

Our attention is drawn to the fact that the proposal for educational intervention of private entities in the PJF and PAB marginalize

**Table 5:** conditions of the educational offer of schools with Jovem de Futuro, Acelera Brasil and Educação Integral program's initial year (\*) in relation to the schools of the state networks of Pará, Goiás and Pernambuco

CATEGORY	CONDITIONS	2011		2007		2007	
		Pará State HS	Santarém PJF	Goiás ES (BY)	PAB	Pernambuco State HS	PEI
General conditions	Filtered water	77.00%	91.70%	90.37%	88.57%	80.90%	85.10%
	Public electricity network	99.00%	100.00%	93.52%	97.14%	99.90%	100.00%
	Public sewage system	16.70%	4.20%	36.35%	34.29%	65.60%	57.40%
	Periodic garbage collection	93.90%	100.00%	94.30%	100.00%	94.50%	93.60%
Dependencies	Computer Lab	78.90%	91.70%	23.97%	17.14%	66.20%	85.10%
	Science Lab	41.10%	66.70%	4.32%	8.57%	27.60%	54.70%
	Reading room	18.30%	16.70%	63.46%	74.29%	---	93.60%
	Library	75.20%	83.30%				
	Teachers Room	90.20%	100.00%	84.48%	85.71%	92.30%	91.50%
	Indoor Court	50.00%	50.00%	36.15%	48.57%	---	---
Equipment	TV	94.50%	100.00%	99.10%	100.00%	98.60%	100.00%
	Overhead projector	66.90%	83.30%	---	---	87.90%	91.50%
	Multimedia projectors (Data show)	---	---	---	---	---	---
	Printer	92.10%	10.00%	96.27%	100.00%	92.60%	93.60%
	Copier	20.10%	58.30%	19.65%	8.57%	21.70%	38.30%
	Computers	94.90%	100.00%	96.66%	100.00%	95.60%	83.00%
Internet access	Internet	77.60%	100.00%	44.99%	40.00%	78.80%	68.10%
	Broadband	55.50%	87.50%	---	---	---	---

Source: elaborated by the authors based on the School Census Microdata (INSTITUTO NACIONAL..., 2021). Color legend: red (lower proportions of supply of input); green (higher proportions of input).

\* Note: year prior to the beginning of the term for the Jovem de Futuro and Educação Integral programs; initial year identified in the microdata of the school census for Acelera Brasil

infrastructure issues in their actions, but settle in schools with superior material conditions. In the case of PEI, it is recognized that the infrastructure does not go unnoticed by the private actor, since the expectation of success of the program is correlated with the “own budget allocation, in addition to a physical restructuring for the installation of laboratories and other equipment” (MOEHLECKE, 2022). The microdata of School Census showed the major incidence of the three programs on urban schools. There is also a higher concentration on highest population densities, specially on schools with PJF (CECCON; MONTEIRO, 2022; GARCIA; COSSETIN; PEREIRA, 2022) and PEI (VENCO, 2022), on the other hand for the PAB, this assertion is difficult to predict, as the lack of data transparency made it difficult to accurately locate the set of schools (KANNO; DOMICIANO, 2022).

Regarding the infrastructural elements compiled in Table 6 (next page), even considering the sample diversity for the case of the PAB, the existence of the programs does not necessarily represent an improvement of these aspects in the schools in which they focused, on the contrary, there are indicators that worsen in the collections carried out in the last year of the series. If we think of the elements listed as essential for the provision of quality education, the data indicate how far the state network is still away from guaranteeing all these inputs in the schools under its responsibility. It surprises in a negative way the absence of minimum sanitary conditions in part of the school units, as is the case of filtered water, garbage collection and public sewage system, especially in the state of Pará. There is also the lack of specialized dependencies for the development of pedagogical activities, such as computers and science laboratories, libraries and courts in many schools, which suggests that the offer of education is limited to the spaces of the classrooms.

**Table 6:** conditions of the educational offer of schools with Jovem de Futuro, Aceitera Brasil and Educação Integral programs in relation to the schools of the state networks of Pará, Goiás and Pernambuco – final year

CATEGORY	CONDITIONS	2018		2014		2018	
		Pará State HS	Santarém PJJ	Goiás ES (BY)	PAB	Pernambuco State HS	PEI
General conditions	Filtered water	86.80%	100.00%	93.58%	100.00%	91.30%	91.50%
	Public electricity network	99.50%	100.00%	98.49%	100.00%	100.00%	100.00%
	Public sewage system	21.80%	12.50%	41.13%	0.00%	58.60%	59.60%
	Periodic garbage collection	93.40%	100.00%	93.96%	100.00%	95.10%	100.00%
Dependencies	Computer Lab	88.50%	75.00%	88.30%	100.00%	84.90%	89.40%
	Science Lab	53.40%	66.70%	7.17%	0.00%	39.50%	53.20%
	Reading room	31.80%	45.80%	70.94%	50.00%	13.30%	14.90%
	Library	57.80%	62.50%			89.10%	93.60%
	Teachers Room	88.50%	100.00%	82.64%	100.00%	92.30%	89.40%
	Indoor Court	36.70%	25.00%	43.77%	50.00%	34.70%	17.00%
Equipment	TV	79.40%	95.80%	98.11%	100.00%	82.20%	83.00%
	Overhead projector	18.20%	20.80%	---	---	35.50%	38.30%
	Multimedia projectors (Data show)	90.40%	100.00%	---	---	86.80%	87.20%
	Printer	66.20%	62.50%	98.49%	100.00%	71.10%	59.60%
	Copier	21.30%	8.30%	59.62%	100.00%	55.80%	70.20%
	Computers	90.90%	100.00%	100.00%	100.00%	99.10%	97.90%
Internet access	Internet	81.30%	100.00%	92.08%	100.00%	96.90%	97.90%
	Broadband	66.20%	87.50%	---	---	76.60%	85.10%

Source: own elaboration based on the School Census Microdata (INSTITUTO NACIONAL..., 2021).

Color legend: red-lower proportions of supply of input; green – higher proportions of input.

In the equipment category, absences were found once again, as in the case of schools with the PEI, which did not reach 100% in any input, and the item “computers”, which came closest to this proportion, was still 1.2 percentage points lower than the units of the state network. Institutions with PAB are in better condition, but it is needed to recall that, in 2014, the sample collected was reduced, which means that the tabulated data do not necessarily represent the full supply of these inputs. In the PJJ’s case, because it is a fixed sample, it is verified that the inputs of printers and copiers worsened in relation to the other schools of the network, with emphasis on copier that shrank 13 percentage points.

Concerning internet access, in schools with PAB and PEI's samples indicated that, in the first year of collection, digital access was not generalized to all institutions where the programs worked, a condition that remained for units with PEI in 2018. Broadband access, seen in schools with PEI and PJF, in the last year of collection, does not mean that the internet is given with adequate speed through which the use of electronic data transmission resources is allowed. In an interconnected world and with the strong appeal to new information technologies in the educational field, it is strange that more than 10% of the schools of the PJF and PEI did not have access to broadband internet. In these two programs that have a fixed sample of school institutions for the entire period, little evolution or even worsening was observed in the analyzed indicators, in the PEI, especially in the inputs related to dependencies (computer laboratories and indoor courts) and equipment's (TVs, overhead projectors, printers and copiers) and in the PJF, Science Laboratories, teachers' rooms, TVs and printers. When comparing them to schools in the state network, we also see a worsening in relation to progression in the overall picture of the states. This difference may be due to the fact that the schools in the state network have, in general, shown improvement due to they starting from lower levels. And yet, when the institutions of the PJF and PEI are compared with the point from which they left, there is a decrease in equipment that is either replaced by new technologies or simply deteriorates over time, with no replacement existing. The inputs that suffer the most reduction are: computer laboratories, libraries and indoor courts at PJF and the teachers rooms and Science Laboratories at PEI.

Given this, we emphasize that the list of inputs presented allows a partial reading of the reality faced by the education networks with regard to the conditions of supply, future investigations may extend the collection to other variables, enabling new analytical

relationships with the particularities of each locality. As an example, we cite the variable computers in the institutions where the PJF worked in Santarém, the fact that the percentage indicates that all schools had computers does not mean that it was within the reach of all students, because the number of equipment available per school seems insufficient to serve all students of the institutions, access that has worsened over time.

The set of schools analyzed by Santarém's PJF reached the totality of schools that declared to have computers in the census microdata in 2018; however, according to Table 7, the number of computers for use by students was more precarious if the variable related to this type of computers (QT\_COMP\_ALUNO) was analyzed. Five schools had no computers available for student use and 14 schools had up to 20 computers in 2018, a situation that suggests it is more serious when considering the enrollment of the 24 educational establishment, which, in 2011, was 17,308 students and, in 2018, 12,130 students (CECCON; MONTEIRO, 2022).

**Table 7:** relation of computers in PJF schools in Santarém, Pará (2011 and 2018)

<b>Relationship between number of computers for use by the students and the number of schools of the PJF in Santarém (PA)</b>		
<b>Number of computers for student use</b>	<b>Schools 2011</b>	<b>Schools 2018</b>
<b>0</b>	0	5
<b>1-10</b>	6	4
<b>11-20</b>	3	10
<b>21-30</b>	9	4
<b>31-40</b>	2	1
<b>41-50</b>	1	0
<b>Total schools*</b>	21	24

Source: elaborated by the authors based on the microdata of the 2011 and 2018 School Census (INSTITUTO NACIONAL..., 2021).

Note: \* the omissions of answers for the year 2011 results from the cases of "missing value" of the school census, a recurring fact in the analysis of microdata by SPSS software.

## 4 Student performance

The school path of the students in the schools that integrated the programs of this research was also the object of analysis, and for this purpose we collected the abandon rates, approval and grades of the Saeb, the last two variables being those that make up the Basic Education Development Index (Ideb)<sup>18</sup>. The use of the approval rate and standardized grade of the Saeb, separately, aimed to verify whether the program's performance focused on the flow or the result of the external evaluation, indicators that appear associated in the Ideb. Due to the different moments of validity of the programs, the period corresponded to the last two years for which data were available for the Jovem de Futuro and Educação Integral, being 2017 and 2019, an period of time that covers the final years and after the validity of the program; in the case of Acelera Brasil the information corresponded to 2011, 2013 and 2015. After the performance indicators, we present the socioeconomic level Index (Inse) of 2013, 2015 and 2019 for the three programs, seeking their possible correlations with school performance.

The biggest challenge for the analysis in the historical series was the changes between the indices, their calculation forms and parameters. The High School Ideb, for example, did not publicize the results of the standardized grade of the Saeb *by school* before 2017 and the following year of disclosure was 2019, since it is an indicator calculated biannually. The Educação Integral (PEI) and Jovem de Futuro (PJF) programs, both aimed at High School, started in 2008 and 2012, respectively; as there are no performance data

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<sup>18</sup> The Ideb ranges from 0 to 10, gathers flow data (school approval) and performance in External Evaluation (standardized grade of the Saeb), and also is an important driver of public policies since it is used as a parameter of quality of education and as a tool for monitoring goals.

released by school for these years, the comparison of the situation before and after the programs were in course was impossible. Despite this, we consider that the years collected offer important clues to think about the incidence of private actors in the path of students in state networks.

**Table 8:** approval rate, standardized Saeb grades in High School and abandon rate of Jovem de Futuro program schools

Jovem de Futuro Program										
	Year	N	Missings	CV (%)	Rate	Median	5%*	25%**	75%***	95%****
Approval	2017	24	0	7.93	76.12%	73.55%	62.20%	68.13%	83.38%	96.75%
	2019	24	0	8.64	82.49%	82.30%	64.45%	76.88%	90.43%	97.53%
Saeb HS standardized	2017	24	18	9.84	3.85	3.79	3.43	3.56	4.06	-
	2019	24	5	6.99	4.07	0.58	3.20	3.86	4.48	-
Abandon	2011	24	0	2.10	19.74%	21.10%	1.68%	13.70%	23.35%	36.90%
	2018	24	0	1.17	8.37%	6.80%	0.05%	2.53%	14.10%	25.58%

Source: elaborated by the authors based on data released by Inep (2022b).

Notes: **CV:** Coefficient of variation = [mean/standard deviation] measures the dispersion or inequality of the data set. CV values less than or equal to 15% deal with small variabilities

**Median:** Measure that indicates the core value of a data distribution, it is possible to read that half of the values are above or below the median

\* **5% lowers** values are up to this indication

\*\* **First Quartile:** 25% lower values are up to this indication

\*\*\* **Third Quartile:** 25% of values are above this indication

\*\*\*\* **5% higher** values are above this indication

When analyzing Saeb grades, the movement of averages in PJF schools increased, from 3.85 in 2017 to 4.07 in 2019. The percentage of approval grew (6.37 p.p.) and there was a decrease in the average abandon rate (11.37 p.p.) from 2011 to 2018 in the set of 24 schools analyzed. Although there is a certain evolution in the analyzed rates, there does not seem to be a direct relationship with the program that was at course, first because there was a reduction in enrollment especially in these institutions, which contributes to having a more “select” audience, in order to allow abandon and “improvement” in results, at least numerically. The fact of provoking a certain



“selectivity” may also indicate that a group with a more “privileged” socioeconomic profile remains in school, a situation that we seek to correlate further. Another point that deserves to be highlighted is the promise made by Unibanco Institute to raise the Basic Education Development Index (IDEB) by 30% in the five-year period, a goal that was noticeably missed.

A similar movement is observed in institutions that have adopted the model of the Educação Integral program (PEI). In the grades of the Saeb, there was a slight growth in the average (0.10 p.p.) from 2017 to 2019, in addition, there was a reduction in the abandon rate, a fact that deserves attention because, as seen in the previous section, the total enrollment of high school declined 18% in the state. It is noteworthy that in the first percentile of the pass rate, 95% of the schools selected for the PEI study had pass rates above 90%, a percentage higher than that of the PJJ schools that had approximately 64% above this range.

**Table 9:** approval rate, standardized Saeb grades in High School and abandon rate of schools in the Educação Integral program

Educação Integral program										
	Year	N	Missings	CV (%)	Rate	Median	5%	25%	75%	95%
Approval	2017	47	0	33.73	94.90%	95.00%	90.20%	92.70%	97.30%	99.20%
	2019	47	0	36.11	95.79%	96.10%	89.86%	94.40%	97.90%	99.20%
Saeb HS standardized	2017	47	2	12.35	5.13	5.07	4.49	4.77	5.49	5.77
	2019	47	0	11.01	5.25	5.25	4.63	4.95	5.74	6.12
Abandon	2011	47	0	0.64	2.20%	0.70%	0.00%	0.00%	3.50%	10.82%
	2018	47	0	0.35	0.15%	0.00%	0.00%	0.00%	0.00%	1.30%

Source: elaborated by the authors based on data released by Inep (2022b).

In the Acelera Brasil program, whose focus was on the beginning years of Elementary School, the averages rise for the indicators approval and Saeb in schools that, in at least one year, had the PAB as a program to regularize school flow, considering the first

indicator, the percentage increased by 4.48 p.p. from 2011 to 2015 and, for the second, 0.49. The abandon rate decreased by 0.10 p.p. in the highlighted series. Once again, there is a reduction in attendance at this stage of schooling by the state of Goiás, a situation that directly interferes with the result of these indicators.

An interesting point to highlight is the fact that the median abandon rates of schools that had this indicator was 0, except in 2009. This means that half of the schools that showed this indicator had “zero” abandon rate in 2011, 2013 and 2015. It is also observed by the analysis of the third quartile of approval levels that at least 25% of schools had 100% approval. It is worth considering that in no other program analyzed the educational institutions presented 100% approval suggesting that at least in those institutions for which there was an abandon rate and approval, the program may have had some effect.

**Table 10:** approval rate, standardized Saeb grades in elementary school and abandon rate of Acelera Brasil program schools

Acelera Brasil program										
	Year	N	Missings	CV (%)	Rate	Median	5%	25%	75%	95%
Approval	2011	43	13	16.48	92.76%	93.95%	80.40%	87.90%	97.03%	100.00%
	2013	43	21	35.37	97.74%	98.75%	91.62%	96.05%	100.00%	100.00%
	2015	43	25	26.91	97.24%	97.85%	87.10%	96.58%	100.00%	100.00%
Saeb ESBY standardized	2011	43	16	11.26	5.51	5.50	4.57	5.17	5.91	6.42
	2013	43	24	11.30	6.12	6.15	5.34	5.62	6.59	-
	2015	43	25	9.63	6.00	5.94	5.19	5.32	6.45	-
Abandon	2009	43	13	0.89	2.24%	1.30%	0.00%	0.00%	3.40%	8.13%
	2011	43	13	0.54	1.29%	0.00%	0.00%	0.00%	2.63%	7.69%
	2013	43	18	0.41	0.39%	0.00%	0.00%	0.00%	0.00%	3.13%
	2014	43	20	0.44	0.35%	0.00%	0.00%	0.00%	0.40%	2.92%

Source: elaborated by the authors based on data released by Inep (2022b).

In order to search for possible correlations between school performance and socioeconomic status, we present the Socioeconomic Level Index (Inse) of 2013, 2015 and 2019 for the three programs.

The same challenges faced for the analysis of the data that make up the Ideb, we found for the Inse data in the temporal period of this investigation, because the parameters changed from one edition to another, which required to clarify their differences, however, it is reported that we prioritize the levels where the selected schools are concentrated, according to Chart 3.

**Chart 3:** description of the socioeconomic level of students in the schools of the Jovem de Futuro, Educação Integral and Acelera Brasil programs - 2013; 2015; 2019.

Inse 2013	Inse 2015	Inse 2019
<p><b>Level III - (40;50):</b> In this level, the students, in general, indicated that there are in their home elementary goods, such as a color television, a radio, a refrigerator, a cell phone, two bedrooms and a bathroom; complementary goods, such as VCR or DVD, washing machine, computer and also have internet access; they do not hire a monthly or daily maid; <b>monthly household income is between 1 and 1.5 minimum wages;</b> and your father and mother (or guardians) have complete elementary education or are attending this level of education.</p>	<p><b>Level III - (40;48):</b> In this level, the students, in general, indicated that there are in their home elementary goods, such as a bathroom and even two bedrooms to sleep, they have a television, a refrigerator, two or three mobile phones; complementary goods such as a washing machine and a computer (with or without internet); the monthly family income is <b>between 1 and 1.5 minimum wages;</b> and their guardians have completed elementary or high school</p>	<p><b>Level IV - (4.5;5.0):</b> At this level, students are up to half a standard deviation below the national average of Inse. Considering most students, the mother, father or guardians have <b>incomplete or complete elementary school and/or complete high school.</b> Most of them have a refrigerator, one or two bedrooms, a bathroom, wi-fi, washing machine and freezer, but do not have a vacuum cleaner. Part of the students at this level also have a computer, car, study desk, garage, microwave oven and one or two televisions.</p>
<p><b>Level IV - (50;60):</b> At this level, the students, in general, indicated that there are in their home elementary goods, such as a radio, a refrigerator, two mobile phones, up to two bedrooms and a bathroom and, now, two or more color televisions; complementary goods, such as VCR or DVD, washing machine, computer and have internet access; supplementary goods, such as a freezer, one or more landlines and a car; they do not hire a monthly or daily maid; <b>monthly household income is between 1.5 and 5 minimum wages;</b> and his father and his mother (or guardians) <b>they have completed elementary school or are attending this level of Education.</b></p>	<p><b>Level IV - (48;56):</b> At this level, the students, in general, have indicated that there are in their home elementary goods, such as two or three bedrooms to sleep, a bathroom, a refrigerator, three or more mobile phones, and one or two televisions and; complementary goods such as washing machine, microwave, computer (with or without internet), a landline telephone and a car; supplementary goods such as; <b>monthly household income is between 1.5 and 3 minimum wages;</b> and their guardians have <b>completed high school or college.</b></p>	<p><b>Level V - (5.0;5.5):</b> At this level, students are up to half a standard deviation above the national average of Inse. Considering most students, the mother/guardian <b>has complete high school or complete higher education, the parent/guardian has from complete elementary school to complete higher education.</b> Most have a refrigerator, one or two bedrooms, a bathroom, wi-fi, washing machine, freezer, a car, garage, microwave oven. Part of the students at this level also have two bathrooms.</p>

Source: adapted by the authors based on the technical notes of Inse 2013, 2015 and 2019 (INSTITUTO NACIONAL..., 2022c).

As mentioned at the beginning of this section, socioeconomic levels, measured by possession of household goods, contracting services, income and education (INSTITUTO NACIONAL..., 2013,

2015, 2019) change between editions, so that the classification of a level of the same number between years may indicate different socioeconomic conditions. This happens because the division of levels is based on the reality declared by Brazilian students in the questionnaire of the Saeb test of the specific year of collection, thus, according to data from the technical note of the Inse of 2013, the 15.9% of the total Brazilian students with worse socioeconomic conditions were classified in levels I, II and III of the Inse, while the poorest 16.49% of the 2019 edition were in levels I and II. This means that level III of 2019, for example, contemplated a set of students with better socioeconomic status than those who were at Level III in 2013. In the 2015 edition, there are few changes related to the quantity of goods and services compared to the previous edition. What is noticed is the insertion of a new level (level VIII) and the variation in family income between the levels and the degree of education of mothers, fathers and/or guardians of young students.

Presented the overview of the levels of the Inse, the analysis of this indicator in the investigated programs is carried out.

**Table 11:** Quantities of schools of each program (Acelera Brasil, Integral education and youth of the future) at each level by edition of Inse 2013, 2015 and 2019

Levels	Inse 2013			Inse 2015			Inse 2019		
	PAB	PEI	PJF	PAB	PEI	PJF	PAB	PEI	PJF
I	0	0	0	0	0	0	0	0	0
II	0	3	1	0	7	0	0	2	4
III	30	44	23	11	38	13	1	11	16
IV	10	0	0	24	2	8	23	31	3
V	0	0	0	0	0	0	11	3	1
VI	0	0	0	0	0	0	0	0	0
VII	0	0	0	0	0	0	0	0	0
VIII	–	–	–	0	0	0	0	0	0

Source: elaborated by the authors based on the technical notes of Inse 2013, 2015 and 2019 (INSTITUITO NACIONAL..., 2022c).

As shown in Table 11, most of the schools in the programs that had the Inse released in 2013 were in the point range between (40; 50]<sup>19</sup>, classifying them at Level III, being 30 of the PAB, 44 of the PEI and 23 of the PJF. The students grouped at this level had at least one of the assets listed in the questionnaire, except when it came to pay TV, landline, vacuum cleaner and car, they did not hire monthly or daily services, the family income corresponded between 1 and 1.5 minimum wages and the level of education of their family members (mother and father or guardian) was complete elementary school or attending this stage of schooling. In the edition of the year 2015, we identified at Level III, 11 schools of the PAB, 38 of the PEI and 13 of the PJF. This year's Level III included students with better indicators of socioeconomic conditions than in the previous edition, especially when considering the degree of Family Education. Most of the schools in Acelera Brasil that same year were at Level IV (48; 56], whose difference for Level III was in the family income and the level of education of the families. At Level III, the income range ranged from 1 to 1.5 minimum wages and from 1.5 to 3 minimum wages in IV. The education level at Level III covered mother, father or guardian who had elementary or high school completed and Level IV those who completed high school or college completed.

In 2019, the last year for which the Inse was collected, we ascertained 16 PJF institutions at level III; 23 PAB schools and 31 PEI schools at level IV and also, 11 PAB educational units (1/3 of them) at level V. It is recalled that for each year, the Inse makes a "portrait" of the socioeconomic condition of the specific group of students who answered the questionnaire, a condition that may

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<sup>19</sup> (40; 50] is a real interval where "((" represents an open extreme and "]" represents a closed extreme; that is, values strictly greater than 40 and less than or equal to 50.

vary from one edition to another. In 2019 the technical note informs that the questionnaire did not include the question about family income, justified in the text that the possession of household items is an indirect measure of income and also, that there are “concerns, for example, with the accuracy of the information collected, the number of blank answers and privacy.” (INSTITUITO NACIONAL..., 2019, p. 6).

The description of Level III of the year 2019 suggests that the socioeconomic situation of the group of young people is lower than that of the youth of Level III of the previous edition, with regard to the possession of complementary goods (computer, car) and, possibly, to the income standard, at Level IV there are those who have slightly better conditions, part of this group declares to have a car, garage, study table, in these two levels, the level of education of those responsible is between having incomplete and/or completed elementary school and/or completed high school. The profile of those at Level V is even better, possession of goods expands and the level of education of the mother and/or guardian is between having completed high school and higher education, of the father and/or guardian, from complete elementary school to incomplete higher education, belonging to the group of this level, means that young people are among the 50% of brazilians who have more possession of goods and families have a higher level of education, according to data from Inep (2019).

### **3.1 Correlation between socioeconomic indicator and standardized grades in Saeb in programs**

The relationship between poverty and inequality of access to knowledge throughout the school career is not a recent subject, Sampaio and Oliveira (2015) recall that the theme gains relevance in the 1960s in the United States with the publication of the result of

the research report supervised by Coleman, which denounced socioeconomic differences as the main cause of inequality between performance results, as well as Bourdieu's theory of reproduction that, broadly speaking, showed that educational systems reproduced class inequalities, perpetuating the historical exclusions of the poorest, to the extent that educational success was strongly conditioned by the socioeconomic status of families. Studies on intra- and extra-school inequality (GAYA, 2019; SAMPAIO; OLIVEIRA, 2015) generalize and confirm the relationship between socioeconomic inequality and abandon, abandon and educational outcome. Thus, when analyzing the schools in the sample that were the longest under the action of the programs of private actors, we sought to determine whether the socioeconomic situation, measured by the socioeconomic indicator (Inse) could correlate with the improvement or worsening of the results of the Saeb. For this purpose, we used Pearson's correlation<sup>20</sup> selecting the standardized grades of the Saeb and the Inse for the years 2019 for the schools of the PEI and PJF and of 2013 and 2015 for the PAB.

As shown in Table 12 (next page), the Inse has a very strong correlation (0.78) with the 2019 Saeb score for PJF schools, this means that the higher the level of the socioeconomic indicator, the higher the Saeb score. A strong correlation (0.54) is also found between the Inse and the Saeb score of the institutions that were part of the PEI. For educational units that composed the Acelera

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<sup>20</sup> The Pearson correlation coefficient is a statistical tool calculated by the covariance of the two variables divided by the product of the standard deviations of both. This index returns a value from -1 to 1 where -1 would mean an extremely negative correlation, in other words, as one variable increases the other decreases. A Pearson correlation index equal to 1 between two variables would mean an extremely positive correlation; that is, as one variable increases, the other also increases. The closer to 0, the weaker the correlation, whether positive or negative. The correlation is said to be weak if its modulus is between 0 and 0.3, moderate if its modulus is between 0.3 and 0.5 and strong if above 0.5.

**Table 12:** Pearson correlations between Inse and standardized notes of the Saeb for the stage in which the programs focus.

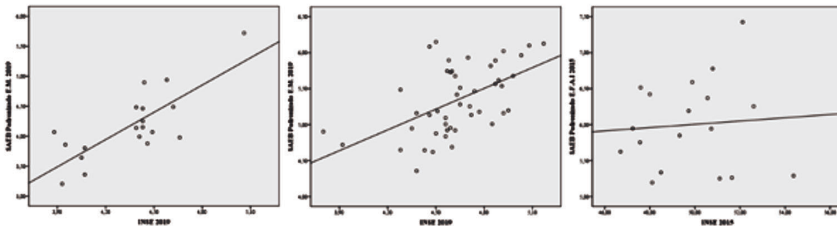
	PJF: Saeb grade in standardized 2019 vs Inse 2019	PEI: standardized grade of Saeb 2019 vs Inse 2019	PAB: standardized grade of Saeb ES-BY 2013 vs Inse 2013	PAB: standardized grade of Saeb ES-BY 2015 vs Inse 2015
Pearson correlation	0.78	0.54	0.38	0.08
Sig. (bilateral)	0,00*	0,00*	0.11	0.76
N	19	47	19	18

Source: elaborated by the authors based on Inep data (2022b; 2022c).

\* Correlation is significant<sup>21</sup> for  $p < 0.01$  (bilateral).

Brasil program, the correlations are weaker (0.38 and 0.08) and are not significant. According to the low correlation in PAB schools, future deepening is suggested to verify whether the impact of Inse on Elementary School differs from High School.

**Graphic 2:** dispersion charts of the 24 schools of PJF with Inse 2019 vs Saeb Standardized Grades in High School 2019, 43 schools of PEI with Inse 2019 vs Saeb Standardized Grades in High School 2019 and 18 schools of PAB that had both variables Inse 2015 and Saeb Standardized Grades in the Beginning Years of Elementary School 2015.



Source: prepared by the authors based on Inep data (2022b; 2022c).

Graphic 2 deals with the dispersion of schools, on the vertical axis is the information of the Saeb 2019 grade and, on the horizontal, the value of the Inse 2019 of the schools of the Jovem de Futu-

<sup>21</sup> Significance of a correlation indicates the risk of concluding that a correlation exists when in fact it does not exist. Since the correlations were significant for a p-value less than 0.01, we have a less than 1% chance of wrongly concluding that there is a correlation.



ro, Educação Integral and Acelera Brasil programs, respectively, images that allow better visualization of the correlation between Inse and standardized Saeb grade.

#### 4 Final considerations

In this part of the study we analyze the conditions of the educational offer of the state schools of Pará, Pernambuco and Goiás that had the programs Jovem de Futuro, Educação Integral and Acelera Brasil in the time interval of its validity in order to identify the implications for the Human Right to Education. The adherence of State managers to programs proposed by private actors is part of a global trend that is based on the perspective of the New Public Management (NPM) that is based on elements of business practice judged more effective and efficient to solve the country's historical educational problems (GARCIA; ADRIÃO; BORGHI, 2009; DRABACH, 2018).

On the part of Public Administrators, the success attributed to the programs coming from private institutions testifies to their own inefficiency and incompetence to deal collectively, publicly and democratically with the historical challenges of basic education, namely, universal coverage of access at all stages and modalities, evasion, repetition, age-grade gap, improvement of the indices, which supposedly measure learning. However, we have been investigating for almost twenty years the processes conceptualized by Adrião (2018) of privatization of basic education, that is, "measures that have subordinated, directly and indirectly, compulsory education to the interests of corporations or organizations associated with them" (ADRIÃO, 2018, p. 9), without a glimpse of the solution of the educational problems of our country by private entities and, apparently, these deepen inequalities and hurt fundamental characteristics of the Human Right to Education. For

the data analyzed here, we captured disrespect for accessibility and availability.

The information brought in item 2.1, reveal that the coverage of the target audience of each program was not generalized to all applicants, the Jovem de Futuro program (PJF), for example, served about 34% of all students in the network in 2018, this if we consider the list of schools published by the State Department of Education of Pará; The Educação Integral program (PEI) reached 22.38% coverage in the partial shift and 80% in the integral after its management was transferred to the state government in 2018, before that, the percentage of attendance in both shifts reached 7%. In this aspect, we emphasize that the expansion of access took place more effectively when the state took responsibility for the supply, which, in our conception, reinforces the superiority of the public sector in conducting politics in a way that universalizes it, even if we recognize the problems of it being based on the ideological bases of private institutions.

In the case of Acelera Brasil, the data revealed that the coverage of students in age-grade gap, the focus of the program, stood at 8% in 2007 and, for the subsequent years (2012, 2013 and 2014), did not reach 2% of the universe of applicants. There is an explicit disregard for the dimensions availability and accessibility since none of the programs reached all students. In this regard, it is noteworthy that the PEI reached the amount of 300 schools that it sought, but this did not mean a greater number of students in these institutions, because it was evidenced the reduction of the total enrollment in High School in the state network throughout the historical series, a situation observed for all states, which may indicate school abandon. The net enrollment rates for the PEI and PJF, presented in Section 2.1, also express a contingent of non-enrolled young people who support this statement.

As stated by Kanno and Domiciano (2022), when indicating that the programs do not meet all possible plaintiffs, it does not mean that if available and accessible to all and all the problem would be solved, since it is not a question of including those who are excluded, and actually it is necessary, according to Simões (2019), to examine the school mechanisms that produce these needs to be strengthened in the public sector because of the very nature of the public, which is to guarantee the Right to Education to every citizen in an equal way.

In the section that deals with the information about the infrastructure of all the schools of the programs, we identified superiority in the general conditions, dependencies, equipment and internet access, at the time of the “installation” of the programs, this when we compare them to the other units of the network of Pará, Pernambuco and Goiás. This situation changed for some inputs and programs over the years analyzed. In the PJF example, we found worsening in the items that made up the school premises, specifically, computer laboratory, library and court and, in the equipment part, overhead projector and copier. In the PAB case, we identified reduction of Science Laboratory and reading room, and in the PEI, covered court and printer. When comparing the inputs between the schools of the programs in the same period, or in other words, as they were at the beginning and how they reached the end of the analyzed series, the institutions of the PJF declined in the items related to the computer laboratory, library, indoor court, printer and copier<sup>22</sup> and the PEI, teachers room, TV and printer. In the PAB we located decrease in the availability of reading room and court. The material resources that suffered depreciation in the schools of

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<sup>22</sup> As well as Soares Neto and others (2013) we disregard overhead projector because it is an item that has become obsolete over time.

the programs are those that Soares Neto and Castro (2020) classify as pedagogical infrastructure (library/reading room, science laboratory, computer science, court), building (teachers' room) and infrastructure for pedagogical support equipment (printers, copiers).

The fact that the programs are associated with the improvement of indicators guided by external evaluation, such as, for example, the performance of students in the Saeb tests or the regularization of school flow, as often justified by the governments that adopt them, private actors seem to look for schools with better infrastructure that favors activities which took place during the after-school period, whether spaces such as laboratories, libraries, focused both on the subjects of a differentiated curriculum as is the case of the program focused on the full shift and for realization for school reinforcement, simulated, tests for standardized tests, and omit as to other fundamental elements to guarantee a quality offer, such as, for example, neglect of the availability and improvement of essential inputs for learning, such as inadequate sanitary conditions and insufficient quantity and quality of laboratories, libraries, courts, computers and broadband internet for all school communication.

This conduct is based on the managerialist conception of private actors (SILVA; DRABACH, 2022), which takes over the planning of educational policy in state governments, thus distancing itself from the possibility of adopting a socially referenced quality perspective (ALVES; ASSIS, 2018; ASSIS; AMARAL, 2013; DOURADO; OLIVEIRA, 2009), subjugating education systems to an organization of school administration to meet the goals established by hierarchical and decontextualized policies, marginalizing issues properly related to the pedagogical and contrary to the material realization of the guarantee of the Human Right to Education.

Another highlight refers to the path and performance of students from the educational institutions of the three programs, indicators

analyzed based on Saeb approval pass, abandon rate and standardized grade rates. As reported in Section 3, we collected data from the years 2017 and 2019 for the Jovem de Futuro and Educação Integral programs, an interval that covers the final years and after the term, and for Acelera Brasil, 2011, 2013 and 2015, because, the programs are in different years and the information was not available for all historical series. It is recalled once again, that in this sample are the institutions that remained throughout the duration, this is the case of the PJF and PEI, and those that had incidence of PAB at least in one year in the intercourse of the time investigated. Therefore, the results indicated an increase in the approval rates in the schools that had the Jovem de Futuro, Educação Integral and Acelera Brasil programs, with emphasis on Acelera Brasil that reached 100% in the schools for which they had data, which suggests that the program has influenced this process. Abandon rates also declined in the schools in the sample in the three programs and, again, Acelera Brasil stood out, as half of the units for which they had data reduced abandon to zero. It is prominent that the abandon rate considers students with 25% lack or more, that is, they are not escaped students, so that the program Acelera Brasil, in this aspect, may have influenced the students to stay in school.

As stated in Section 3, in the case of the PEI and PJF, the evolution of approval rates and the reduction in abandon, sometimes discrete, is not directly related to the actions of the programs, since the decline in total enrollment of High School, for both cases, suggests that school abandon may have expanded or that schools may have maintained groups of young people with a more “select” profile, a situation, somewhat confirmed by the correlation between socioeconomic indicator (Inse) and standardized grade of the Saeb. This movement showed that, as the level of the Inse increased, the

Saeb score was also higher. In addition, when carrying out such correspondence, we noticed that the socioeconomic profile of the young people improved in the years analyzed, this enabled two conclusions, the first, that the improvement of the Saeb score, in the PEI and in the PJF, was not directly related to the action of the program and, the second, that the students who went to access the schools of these programs had a better socioeconomic level. The fact of provoking a certain selectivity, directly affronts the dimension of accessibility, which is proposed to be non-discriminatory. For the Acelera Brasil program, the correlation between Inse and Saeb score was not strong, a situation that requires future research to determine if there are differences in the impact of Inse from elementary to High School.

Regarding the geographic accessibility of programs in the states, it was not possible to detail by region, neighborhood. However, in the case of the PEI, the locality raised by the microdata of the school census indicated that these were mostly urban schools, since it is repeated in the PJF and cannot be confirmed for the PAB, given the specificity of the sample. Thus, the characteristic of availability has once again been disregarded, reinforcing that private actors tend to seek better located and, as we have seen, well equipped schools, that is, the starting point for “choice” of school institutions is a characteristic observed by private actors who propose the programs, it is noticed that they make use of the public structure to promote themselves, which in itself already guarantee conditions that favor their initial actions and their continuity.

Staying in urban areas and conserving groups of students with better socioeconomic conditions is consistent with the objectives declared in each program, since the main concern is related to the improvement of external evaluation indicators or school flow, in which case, the universalization of access, according to Simões (2019), is not on the outlook.

In addition, the prominence of external educational evaluations, which guide the actions of states and private actors, violates the principles of national legal ornament, with emphasis on the Federal Constitution (BRASIL, 1988) and LDB 9,394 (BRASIL, 1996b), which have elements based on international treaties, such as the “International Covenant on economic, social and Cultural Rights” (UNITED NATIONS, 1966), indirectly internalized by the Brazilian constituent movement of 1988 and definitively ratified by Decree No. 591 (BRASIL, 1992). Thus, the 4A’s are strong elements to analyze the Brazilian educational reality, since they make up its legal duty.

In this sense, the fact that the programs aim to improve the indicators that use the results of standardized tests and, therefore, narrow the curriculum, focusing almost exclusively on Portuguese and Mathematics, as content purposes, affronts the dimension of adaptability and hurts LDB 9,394 (BRASIL, 1996b) itself, in its art. 32, inc. I, and art. 35, inc. I, which provides for the expertise of reading, writing and calculation as *means* for the development of learning ability. Therefore, the entry of these private actors, in order to promote strategies to measure better performances in external evaluations, intensifies processes that impede the real socially agreed purposes in the Federal Constitution of 1988 for Brazilian basic education, that is, the “full development of the person, their preparation for the exercise of citizenship and their qualification for work” (BRASIL, 1988).

With this, we conclude that the programs more harm the desirable characteristics of the Human Right to Education than promote them, a fact that makes us reaffirm the importance of educational policies being taken exclusively as a commitment of the state and not of the market.

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## Educational assessment in the programs Acelera Brasil, Jovem de Futuro and Ensino Médio Integral and the assurance the human right to education<sup>1, 2</sup>

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### 1 Opening remarks

This text seeks to further our understanding on the evaluation proposals of three educational programs offered by the private

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<sup>2</sup> Tikinet Academic Eireli, we would like to thank you for the translation.

sector to Brazilian public schools: Jovem de Futuro (Unibanco Institute); Acelera Brasil Program (Ayrton Senna Institute) and Full-time High School (Corresponsabilidade pela Educação Institute), implemented in the states of Pará (PA), Goiás (GO) and Pernambuco (PE), respectively, and how these proposals impact the guarantee of the right to education.

A closer look at the evaluation proposals espoused by these programs allowed us to delve into their characteristics and to highlight their similarities and differences in terms of evaluation processes and how these contribute to the privatization of public education management.

The text begins by discussing the correlations between education, evaluation, and managerialism, understood as drivers behind the privatizing processes in basic education. Next, it presents a brief contextualization of Education in the states of Pará, Goiás, and Pernambuco, followed by a discussion about the private actors responsible for the programs in question and their organization, focusing on the aspects and processes that characterize their evaluation proposals. Finally, it reflects on the intersection between the evaluation proposals analyzed and the dimension of adaptability (TOMAŠEVSKI, 2001), and on its implication to ensuring the human right to education.

## 2 Education, evaluation and managerialism: creating privatizing processes

The reform of the Brazilian State has imposed managerial principles on public management to break the State's control over the market, with outstanding action on the political, social, and economic agreements of the capital/labor relationship. At its core, this change sought the hegemonic control of society, for the maintenance of capitalism as a model of organization of work, pro-



duction, consumption and concentration of wealth, in configuring the New Public Management (NPM) or managerialism, the guiding principle of State reforms since the 1990s (NEWMAN; CLARK, 2012).

In managerialism, the organization, development and interpretation of the state are based on theories and categories of private management, in line with the “[...] international and transnational networks of exchange, imitation, and coercive transfer of policy and governance models [...]” (NEWMAN; CLARK, 2012, pp. 355), to local particularities without, however, losing their fundamental principles. Newman and Clark (2012, p. 359) identified in the 1970s neoliberal state reforms the application of managerialism and managerialization precepts, the former being a complex ideology that legitimizes

[...] rights to power, especially the *right to manage*, constructed as necessary to achieve greater efficiency in the pursuit of organizational and social goals [...] it is a *calculative framework* that organizes knowledge about organizational goals and the means to achieve them [...], a series of *overlapping discourses* that articulate different – even conflicting – propositions about how to manage and what should be managed. Thus, different forms of managerialism focus on *leadership, strategy, quality*, and so on to produce a complex and changing field of managerial knowledge (emphasis added). (NEWMAN; CLARK, 2012, p. 359)

In this perspective, managerialization is the execution of managerialism via practical application actions by developing ways of managing, managerial strategies, and management mechanisms; it is “[...] a process of establishing managerial authority over corporate resources (material, human, or symbolic) and corporate decision-making” (NEWMAN; CLARK, 2012, pp. 359).

According to Ball (2005), the strategies of managerialist administration are called performativity, in which professionalism loses space and meaning. For the author, professionalism is based on the professional’s relationship with their work, on moral reflec-

tion which seeks to organize practice through correct decision-making. Once there is no possibility of moral reflection, professionalism is eradicated by the combination of performativity technologies and managerialism, “[...] which represent, perfectly and frighteningly, the modernist quest for order, transparency, and classification” (BALL, 2005, pp. 542). To achieve this goal, indicators and information are elaborated and published to compare institutions and individuals based on their results, reinforcing the idea of “comparing, naming, differentiating, and classifying” (BALL, 2005, p. 544).

In Brazil, the introduction of these business management principles in schools by the adoption of goals; evaluation and management focused on results; participation of volunteers in the pedagogical agendas and actions; curricular adaptation and teacher training for the development of students’ technical skills and competencies, among others, was first put forth through public-private “partnerships”<sup>3</sup>.

In this context, business groups began to directly interfere on the federal, state, and municipal governments, by sophisticated attacks from the ideological discourse of private solidarity or social philanthropy in favor of the quality of education. Meanwhile, they began using public funding as a source for investing in their actions, presenting themselves as socially responsible companies concerned with improving public schools (LÉLIS, 2007). Later, the attacks turned to capturing the school’s formative function, targeting their management and curriculum (ADRIÃO, 2019). At first, then, we have a private social *marketing* appeal with public funding

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<sup>3</sup> The term is used here in quotation marks to point out, according to Adrião (2018), that it can cover up the ongoing privatization processes of education, after all, it is not a collaborative relationship between sectors acting horizontally, as the term “partnership” may indicate at first. Brazilian public education, understood as that financed and managed by the state, has been formally and concretely subordinated to the private sector for profit.

and, later, a strong action of entrapping the educational function into the ideological and technical precepts of the private sector. Such precepts hegemonize private mercantile management as the best model for managing public goods and services.

The logic of the managerial State promotes services and regulates the activities developed in public schools. Since the 1990s, this logic in Brazil is expressed, among other actions, in the creation and consolidation of large-scale evaluation systems, widely advocated in the official documents of the federal government and the World Bank. A national system of evaluation for basic education is consolidated, proliferating in Brazilian states their own specific evaluation systems (BERTAGNA; BORGHI, 2018) and also in municipalities (BAUER et al., 2015). The intensification of such strategies happens through the creation of programs, projects, and advisory services aimed at making this logic effective, with the participation of the private sector, considered the most efficient to propose and “sell” products and services to the public sector that, due to its limitations, is seen as incapable of offering quality education.

Parente (2018) underlines that the adoption of these managerial mechanisms in education

[...] imposes a culture of competitiveness-, represented by a power relation and by statistical indicators that aim to measure the quality of education through evaluation processes (Ideb, Prova Brasil, Enem). This expanding condition of managerialism replaces professionalism, which has a moral and ethical character, with performativity, developed by a culture of production and performance, more in line with business logic. (PARENTE, 2018, p. 95)

The emphasis on large-scale external evaluation adopted as government policy in the country since then has contributed to weakening evaluation proposals with distinct objectives, targets, priorities and subjects, based on democratic and collaborative ideas

and work, which were subordinated to the hegemonic model of competitiveness, meritocracy, and individualism. This regulation model reduced the very meaning of the evaluation and its possible purposes in the education sector, tying it to a productivist, meritocratic and privatistic logic that, according to Freitas (2011), expresses the neo-technicism of Brazilian education.

These systems of external evaluation of education and school performance, presented as *accountability* mechanisms to civil society, produce statistical data that, according to Parente (2018, p. 97),

[...] can be interpreted according to the dominant interest and logic, taking the risk of making mistakes depending on the criteria that are adopted and the way in which they are analyzed. In this context of the performativity culture, the evaluation processes have an essential role in legitimizing the State's control over teaching activities.

A powerful monitoring and regulation system of the pedagogical process and its results is therefore created, which can serve both the discourse of holding the school responsible for its results and justify the implementation of vertical programs and projects with a managerial process. Currently, they prominently focus on the supply, management, and curriculum to solidify and consolidate ideas, mechanisms, and strategies that regulate and direct the public sector towards private sector services, while impregnating the former with the logic and culture of the business market limiting the human right to education (ADRIÃO, 2018).

Among the many mechanisms put into place to achieve these ideals, besides external evaluation, the internal evaluation of the teaching and learning process directs and quantifies the results, established by quantitative target standards that direct the schoolwork, teaching and education professionals towards this educational goal.

### 3 The educational evaluation in question: the programs Jovem de Futuro (PJF) in Pará, Acelera Brasil (PAB) in Goiás and Full-Time High School (EMI) in Pernambuco.

The programs and the educational evaluation, as follows:

#### **3.1 Jovem de Futuro Program in the state of Pará**

The state of Pará<sup>4</sup> is plagued by serious social inequalities that reflect on educational ones and vice-versa. Considering those inequalities that permeated public education in the state, with high rates of truancy, dropout, age/grade gap and the need to improve educational outcomes and approval rates, the Pact for Education of Pará (PPEP)<sup>5</sup> was launched in 2013, materializing in the scope of educational policies the introduction of public-private “partnerships” in basic education, since it sought to involve different government sectors and levels, civil society (foundations, NGOs, various social organizations), private initiative, and international organizations such as the Inter-American Development Bank in improving the quality of public education in Pará.

One such “partnership,” which was already underway, was made with the Unibanco Institute (IU), to offer the Jovem de Futuro Program (PJF), launched in 2012 in the state and incorporated

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<sup>4</sup> Pará, whose capital is Belém, is located in northern Brazil, with a territorial dimension of 1,245,870.798 km<sup>2</sup>. It is the second-largest state in the country, with 144 municipalities and a population of 8,513,497 inhabitants in 2018, according to IBGE data. Its Gross Domestic Product (GDP) in 2018 totaled R\$161,349.60 million and GDP *per capita* of 18,952.21. In 2017 the state had a Human Development Index of 0.698, lower than Brazil (0.759). Considering the historical frame of the research, Pará had only two governors: Simão Jatene of the PSDB party, in office from 2003-2007 and from 2011-2019, and Ana Júlia Carepa of the PT party, from 2007 to 2011.

<sup>5</sup> PPEP was enforced through the Program for Improving Quality and Expanding Coverage of Basic Education in Pará, under contract no. 2.933/OC-BR (BR- L1327) signed on 12/16/2013.

into the PPEP in the “Improving the Quality of Basic Education” axis in 2013.

Unibanco Institute was created in 1982 and, according to its official website (INSTITUTO UNIBANCO, 2021), seeks to improve public education in Brazil through educational management. It supports and develops management solutions to increase the teaching efficiency in schools.

The IU is a third sector institution that make up the Todos Pela Educação Movement and works in partnership with other public and private institutions, universities, research centers, among others. Organized as a network, it clusters alliances between the State (via governments), civil society and the market.

It acted in the state of Pará, through PJF, from 2012<sup>6</sup> to 2018. Targeting teachers, managers, and high school (EM) students, PJF aims to contribute to guarantee student learning as a consequence of an educational management geared towards the continuous advancement of public education. It furthers and broadens the scope of actions aimed at improving educational management, having as guidelines a structured, participatory management, of technical quality, and oriented towards improving the results of student learning (INSTITUTO UNIBANCO, 2021).

To this end, the Program offers technical support for school units to develop more efficient Action Plans focused on learning results. It provides tools to support the management work of schools

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<sup>6</sup> In 2012, PJF was integrated into the Innovative High School proposed by MEC, changing its name to ProEMI/Jovem de Futuro and becoming the main public policy for High School in some states, including Pará. Balduino (2020) questions this merging, first due to the antagonistic proposals: while ProEMI comes from MEC, focused on curricular innovation centered on integrated and comprehensive education, the private initiative PJF is based on the concept of management by results. He also points to the fact that PDDE resources, previously used to finance a public program (ProEMI), are now being used to finance a privately managed program.

and education networks, such as technical assistance, training, data analysis, and technological systems, to reach better educational levels.

The main way that the Jovem de Futuro Program proposes to implement results-focused management in schools is the construction of an Action Plan, which is an important instrument for materializing participatory planning in schools. Through it, the school community outlines what needs to be done, according to its diagnosis, to achieve the expected results. (PROGRAMA..., 2015)

The program's methodology relies on training education professionals (managers and teachers) to prepare their action plans looking to achieve higher student performance in Portuguese and Mathematics, in order to leverage better results in external evaluations, translated by the Basic Education Development Index (Ideb), besides reducing school dropout and failure (school flow)<sup>7</sup>.

School autonomy and identity is disregarded by directing the construction of Action Plans based on pre-defined goals that, instead of focusing on the integral formation of the human being, search solely for better results obtained in large-scale evaluations. In this regard, the schools' Political Pedagogical Project (PPP), built democratically, at least in theory, is replaced by such Plans, and the schools are constantly monitored and charged for their implementation and, consequently, for the improvement of educational indexes.

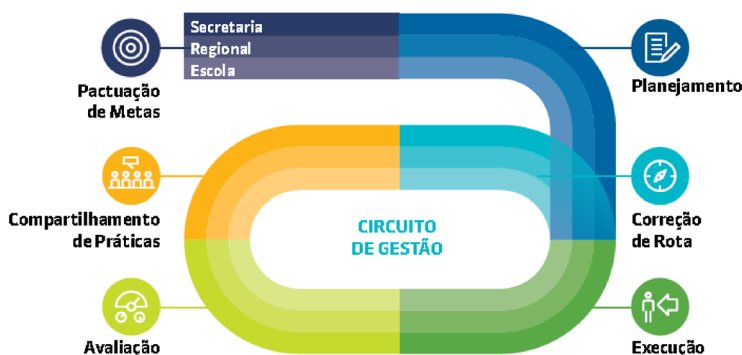
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<sup>7</sup> The State of Pará also has its own evaluation system, called Pará Evaluation System (Sispae), an external large-scale evaluation model created in 2013 for 4th and 8th graders and the 3 years of high school in the subjects of Portuguese and Mathematics through tests and questionnaires to profile the quality of the teaching-learning process and the effectiveness of the educational model in each school. This evaluation model translates the Pará Education Development Index (Idepa), created for contributing to elevate the Ideb, since it monitors the yearly development of the teaching-learning process in school units (SANTOS, 2018).

IU also organized a material called “Menu of Methodologies – Pedagogical Proposals for Application in Public High Schools”, which interferes in the pedagogical content (prioritizing the work with proficiency in Portuguese and Mathematics) disregarding regional and local realities and specificities. Such standardization influences the organization of school schedules and curriculum.

Through PJJ, the Institute directs the adoption of a management method by schools and SEE, called PDCA (*plan, do, check, act*), widely used in business and industrial process management. This method is part of the Management Circuit (Graphic 1), used to achieve School Management for Results and Learning, being applied in the continuous improvement of management processes and adapted to the Brazilian public school system, whose steps should be based on planning, monitoring, result assessment, and route correction. This is a management-oriented methodology that provides control and monitoring in its stages, as a means of obtaining better Ideb results.

**Graphic 1:** operation of the State Networks Management Circuit



Source: HENRIQUES; CARVALHO; BARROS, 2020.

The first stage established by the Management Circuit is the pacting of goals, when SEE, advised by Unibanco, defines the edu-



cational improvement goal to be achieved in a 4-year cycle (political cycle of one administration) based on Ideb. This goal is broken down into annual goals. This pact generates a cascading effect: each school becomes committed to its own goal. Schools with the worst performances are considered priorities and will receive greater attention from the regions and the SEE as a whole, so that they can advance at a faster pace, reducing the distance that separates them from the rest of the Network. Each regional also has its own goal, calculated from the goals of the schools under its coordination (HENRIQUES; CARVALHO; BARROS, 2020, p. 12).

Once the collective commitment to these goals has been established, all instances (SEE, Regionals, and Schools) move on to the second stage, which involves planning the actions that will be taken to achieve the proposed results. At this point, the Action Plans are prepared, documents produced by the managers detailing the activities that will be carried out, their period, the expected results and those responsible for them (HENRIQUES; CARVALHO; BARROS, 2020).

In these and other stages of the Management Circuit, the Regional and SEE teams receive technical assistance and training from the IU and are guided by protocols, documents that detail step by step the indicators and activities to be monitored. Schools, in turn, carry out a diagnosis of the causes of the main obstacles to improving the quality of education and list the actions to combat them.

Importantly, the Regional and SEE also prepare their Action Plans, foreseeing actions that will be carried out to support the teaching units. Supervisors from the Regionals are assigned to visit schools on a weekly or bi-weekly basis to “follow-up” on the effectiveness of their Plans.

After the planning stage, the next step is to execute the proposed actions. Even though there is a specific stage for evaluating the results,

this does not mean that the schools will not be monitored at this stage. On the contrary, the figure of the supervisor continues to be essential, because they help the schools to monitor the actions and identify small adjustments that can be made immediately. The regional schools themselves, in addition to the secretariat, are also mobilized at this time to execute the actions under their responsibility. (HENRIQUES; CARVALHO; BARROS, 2020, p. 13).

The next stage of the Management Circuit is evaluation, a time for collective assessment of what has been accomplished and the preliminary results achieved.

The PJF methodology, through the Management Circuit, also highlights the importance of another stage: the sharing of practices, that is, the management teams meet in their respective regional schools to exchange experiences.

Finally, the Management Circuit provides for the correction of routes, when actions are redesigned based on what has been learned from the mistakes and successes throughout the process. After correcting the routes, the Circuit restarts, giving rise to a new cycle of execution, evaluation and sharing of practices, so that the progress sought is continuous, that good practices are not lost due to implementation difficulties, and that they are shared with a larger group, increasing the repertoire of actions of the entire network in pursuit of common goals. (HENRIQUES; CARVALHO; BARROS, 2020, p. 14).

Peroni and Caetano (2016, p. 413) reinforce that the PJF induces schools and public education to managerialism, naturalizing the business logic and changing the content of the educational proposal. It is the management of systems and schools, therefore, that carries out the practices inspired by the mercantile perspective: control, efficiency, effectiveness, results, and productivity.

Similarly, Balduino (2020, p. 5) states that the PJF employs the market logic in schools and induces their accountability for results, which incorporates changes in their pedagogical proposals and, thus, compromises the school management autonomy, harming the principle of democratic management.

Since the PJF focuses on the search for better educational results, we present the evolution of Ideb in Brazil, comparing it with the Ideb of Pará. We chose to present the educational results starting from 2011, that is, one year before the Jovem de Futuro Program was implemented in Pará.

**Table 1:** National Ideb and the evolution of Ideb (High School) in Pará – implementation period of the Jovem de Futuro Program

Years	National Ideb	Ideb of Pará
2011	3.7	2.8
2013	3.7	2.7
2015	3.7	3.0
2017	3.8	2.8

Source: prepared by the authors based on data (INSTITUTO NACIONAL..., 2021).

We emphasize that the state Ideb does not reflect and express only the result of the implementation of a managerialist methodology proposed by the PJF, but also of other actions linked to the Pact for Education of Pará. But as one can see, such actions have not been sufficient to leverage the results of Secondary Education in Pará (2011-2017), after all, despite a small growth of the state index in 2015, it was insufficient to reach the national average.

In the state of Pará, the PJF did not provide for a bonus/award system for teachers who met the proposed goals, but established incentives by disseminating successful experiences/practices of teachers and schools on the IU website and in meetings with school representatives and the SEE, causing exposure and competitiveness among education professionals.

Given this scenario, the PJF, proposed by a private institution (Unibanco Institute), strongly interferes in the public sector, directing the adoption of business/managerial-based management models that relies on standardization/uniformity processes to achieve goals

and results with control and monitoring at all stages, disregarding the realities, local specificities and school identity, whose implications for the human right to education will be presented in this work.

### **3.2 Acelera Brasil Program in the state of Goiás**

Goiás is the most populous state in Midwest Brazil<sup>8</sup>. Under the motto “Being a national reference in education” (GOIÁS, 2021), the government of Marconi Perillo, of the Brazilian Social Democracy Party (PSDB), implemented in 2011 the “Pact for Education”, a program that guided the state educational reform, which was based on five pillars, among them the system of merit-based recognition and remuneration of education professionals through evaluation of the state education system (GOIÁS, 2021).

As provided for in the “Pact for Education,” (<https://bit.ly/3aLXECO>) Goiás implemented the System of Education Assessment of the State of Goiás (Saego). “[...] through cognitive performance tests, and in the dimensions of school climate and socioeconomic conditions, through contextual questionnaires” (SISTEMA..., 2021), which was later advised by the Center for Public Policy and Education Assessment of the Federal University of Juiz de Fora (Caed/UFJF). The test evaluated proficiency in Portuguese and Mathematics of 2nd, 5th, and 9th graders, and students in the 3rd year of high

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<sup>8</sup> In 2010, total population in Goiás was 6,003,788 million inhabitants, with a demographic density of 19.93 inhabitants/km<sup>2</sup>, with an estimated 7,113,540 inhabitants in 2020 according to IBGE (2010), distributed across 246 municipalities, in a territorial extension of 340,086 km<sup>2</sup>. Its Human Development Index (HDI), in 2010, was 0.735, considered high, occupying the 8th position in relation to the other Brazilian states and the Federal District. The state’s economy has agribusiness and cattle rising, among others, as core activities. Its current governor is Ronaldo Caiado of the Democratic Party (DEM), elected in the first round with 59.73% of votes (MORAIS, 2018). In 2018, its education system totaled 4,400 schools, with 1,568 in the state network; 1,659 in the municipal network; 26 in the federal network, and 1,147 in the private network (INSTITUTO MAURO..., 2019).

school, along the lines of the federal evaluation system (SISTEMA..., 2021).

The Saego results compose the Goiás Education Development Index (Idego) and are used to compare the indexes generated by national external evaluations. However, access to such results is restricted, so Table 1 presents the results of the state in the Basic Education Development Index (Ideb) during the research period (2005-2018) (ADRIÃO, 2019), which coincides with the period of the Acelera Brasil Program in Goiás. This allows us to visualize state and federal data. As observable, the state results remained at the Brazilian average until 2009, with a sharp increase in relation to the national average starting in 2011.

**Table 2:** Ideb results in Brazil<sup>9</sup> and in the state network of Goiás in Primary Education in the research period (2005-2018).

	2005	2007	2009	2011	2013	2015	2017	2019
<b>Brazil 5<sup>th</sup> grade</b>	3.9	4.3	4.9	5.1	5.4	5.8	6.0	6.1
<b>Goiás 5<sup>th</sup> grade</b>	3.9	4.3	4.9	5.3	6.0	6.1	6.6	6.4
<b>Brazil 9<sup>th</sup> grade</b>	3.3	3.6	3.8	3.9	4.0	4.2	4.5	4.7
<b>Goiás 9<sup>th</sup> grade</b>	3.3	3.4	3.6	4.0	4.5	4.7	5.2	5.2

Source: prepared by the authors based on data (INSTITUTO NACIONAL..., 2021).

In this period, Goiás developed many and varied actions articulated and guided by the logic of result management—focused on leveraging quantitative goals and indicators as a reference for the effectiveness and efficiency of the managerial/business model

<sup>9</sup> In the data for Brazil, only the data from the state education network were considered.

adopted by the public sector, derived from the market model and logic. Based on the pillars defined in the Pact for Education, for example, the use of prizes/bonuses for teachers, students and schools that “stood out” in the evaluation results was adopted, which impacted the career plan policy for teachers who lost their bonuses for tenure and began to be rewarded for the results achieved in state tests, results that combined different criteria, including the student’s grade. The school was awarded prize money, the resources received were directed towards investment to improve school equipment, and the “best” students in the 5th and 9th grades of elementary school and 3rd year of high school, identified by their scores in the state evaluation, also received bonuses/prizes (MOURA, 2016).

### *3.2.1 The Acelera Brasil Program: general considerations*

The Acelera Brasil Program (PAB) is one of the first programs linked to the Ayrton Senna Institute (IAS) and is presented as an “educational solution” to correct the school flow through learning acceleration, using the age/grade gap as “[...] the educational indicator that allows monitoring the percentage of students in each grade that are above the expected age for the year in which they are enrolled” (INSTITUTO NACIONAL..., 2020b).

The school flow can be constituted by the discrepancy between the student’s age and the grade/year, either by repetition, school dropout, or late school entry, striking realities of Brazilian education, specially before the enactment of the 1988 Federal Constitution (BRASIL, 1988) and Law no. 9,394/96 (BRASIL, 1996), which established education as a right for all and a duty of the State and families. Article 24 of Law no. 9.394 (BRASIL, 1996) touches upon the acceleration of studies for students with age/grade gaps, taking as reference the school flow referring to the entry at age 6 in the initial years of elementary school and the completion of High School. The age-grade gap is considered to be the failure to match the flow after two years of

schooling. In 1997, the Ministry of Education started actions to correct the school flow via the Learning Acceleration Plan (PAA).

The Acelera Brasil Program is based on the pedagogical dimension of teaching and learning, but it also addressed school management, aiming to consolidate a public educational policy of success for children, which included actions directed towards training teachers, offering teaching materials, methodological determinations, systematic monitoring of pedagogical practice and learning evaluation, focus of this study, as well as permanent technical consulting (INSTITUTO AYRTON..., 2021). According to the IAS president (LALLI, 2000, pp. 145), “[...] learning acceleration is just a strategy to achieve a larger goal: it is an intervention in educational policies that aims to eliminate the culture of grade repetition in schools [...]”.

The Acelera Brasil teaching material – produced by the Centro Tecnológico de Brasília (Ceteb) – was materialized in textbooks and a set of 40 literary books was made available for each subject. Once each workbook was finished, the students took a test prepared by the program, according to the contents studied. According to this logic, teachers only had to teach the material using a pre-defined methodology taught in the program’s trainings.

At the beginning of the program (school year) a pre-test took place – tests were applied by a consulting firm, Ceteb, and at the end of the school year a post-test, conducted by the Carlos Chagas Foundation, involving Portuguese and Mathematics contents. Their results were compared to the tests applied by the National System for Evaluation of Basic Education (Saeb) (OLIVEIRA, 2002).

To monitor the PAB, students’ daily, fortnightly, and monthly attendance records were kept; the quantity of literature books and diagnostic assessments of reading and writing were seen as “success indicators” that, together with the teacher’s constant evaluating eye, became data to be entered by the education networks into a

computerized monitoring system of the Ayrton Senna Institute. Based on this data, technical reports were prepared, which took on the character of process evaluation.

When the results of each student, class and school did not reach the indexes stipulated by the program, parallel remedial strategies were organized, during or after school hours, with teachers assigned to this task or by the same class teachers.

Besides school content, the PAB invested in raising the students' self-esteem, as a driving force for their ability to win, and also in the principle of resilience to overcome difficulties experienced in schooling and in life (LALLI, 2000).

Seeking to extend the PAB actions to other segments of schools and public education networks, the IAS created in 2001 the Acelera Brasil Network, consisting of municipalities that had participated in the Program, with "[...] two main objectives: ensure the consolidation of the project in these municipalities and promote, disseminate and provide the intervention technology, to correct the school flow, to other education networks" (OLIVEIRA, 2002, pp. 180). Thus, the pedagogical practices of the networks began to include "[...] systematic monitoring of student attendance, adoption of diagnostic instruments for new students and criteria for integration, literacy policies for new and lagging students, and external evaluation" (OLIVEIRA, 2002, pp. 184).

The disregard of internal and external factors that determine school lag by acceleration programs is a recurring criticism in the literature, as they do not tackle the root of the problem. Thus, the age/grade gap rate grew again in Brazil (INSTITUTO NACIONAL..., 2020b), showing that the causes of this phenomenon have not been overcome and reaffirming that focused programs cannot solve structural issues in education.



Ensuring the right to education is a challenge for the Brazilian educational reality, since the age/grade/year gap rates reveal “bottlenecks” and not-learning by the students, regardless of what has produced it—evasion, repetition, lack of access. They also demarcate the classic relationship between poverty and illiteracy, which is significantly accentuated in Northern and, sensitively, in Northeastern Brazil according to Inep data (INSTITUTO NACIONAL..., 2020b).

### *3.2.2 The Acelera Brasil Program in Goiás and its repercussions on education evaluation*

In Goiás, the PAB, together with the literacy project *Se Liga*, was resumed and implemented by the Technical and Pedagogical Cooperation Agreement no. 030/12 (GOIÁS, 2012), signed between the State Department of Education of Goiás (SEE/GO) and the Ayrton Senna Institute, effective as of May 2012. As Borghi and Domiciano (2022, in press) point out, Goiás was the first state network to implement the PAB in 1999. The authors highlight, however, the difficulties in accessing information about the Program:

[...] first of all, it is important to emphasize the difficulty of access to information and data of the Acelera Program in the state network of Goiás. Besides the little or almost non scientific production about the Program in this state, the path to get to the information analyzed in this text was also challenging. (BORGHI; DOMICIANO, 2022, in press)

In this text, analyses are directed to the resumption of the Program in 2012, considering the research period (2005-2018) and the agreement made official between SEE/GO and IAS, from 01/2012 to 12/2014 (GOIÁS, 2012).

In general, the PAB in Goiás followed the same administrative and pedagogical guidelines of the program common to all municipalities and states. The methodology highlighted the teacher training execute the program; monthly visits by the supervisor to the class

lessons, with a specific script to be filled out and signed by them and the responsible teacher (GOÍÁS, 2012b). A strong focus is placed on the attendance of students and teachers, on all the scheduled school days, and, in cases of local peculiarities, adjustments could occur as long as the minimum annual workload is met and “[...] class lessons cannot be suspended for extra activities such as rehearsals, games, or others” (GOÍÁS, 2012a, p. 3).

The evaluation system was based on the daily record of the student’s development, on the teacher’s gaze and observations that were transformed into qualitative and quantitative data, which were then entered into the monitoring system by the monitoring teams, after the data were collected by the teachers. The reports produced were called process evaluation (GOÍÁS, 2012c).

Regarding the activities proposed for evaluation, first was the application of a “[...] literacy diagnostic test to determine the nature of the flow correction projects to be implemented, with guaranteed service to all students, whether literate or not” (GOÍÁS, 2012, p. 3).

Circular no. 01/2012 (GOÍÁS, 2012b) presented a specific schedule for the assessments that would take place during the program’s execution in the state, for a total of 7 days of test application. Circular no. 02/2012 (GOÍÁS, 2012c) clarifies that “[...] as for assessment, one should only assess what has been taught, and such is the importance and need for lessons to be planned based on the skill matrices” (GOÍÁS, 2012c, p. 1). It also pointed out that “good evaluation” must involve three steps:

[...] knowing the current level of student performance (stage also known as diagnosis); comparing this information with what needs to be taught in the educational process (qualification – skills matrix); making decisions that make it possible to achieve the expected results (planning activities, didactic sequences or teaching projects with their respective assessment instruments for each stage). (GOÍÁS, 2012c, p. 1)

The document also provides clarifications about the PAB evaluations: they would take place at the end of each Portuguese, Mathematics and Science book; the evaluation and correction instruments followed criteria definitions that had to be met. They had to be applied, corrected and consolidated by the class teacher; the teacher had a maximum of five days to correct and deliver the results to the supervisor; the regional supervisor had a maximum of three days to consolidate the school results and send them to the state team. The results pointed to the students' individual needs, by skill; the supervisor consolidated the school results and sent it to the state team. It was warned that the application would not take place outside the schedule date, as well as the forwarding of the results by the supervisor (GOIÁS, 2012c, p. 1).

Such directions emphasize the relation of the evaluation with the curriculum, by skills in knowledge of these disciplines, to curtail the student's education and, furthermore, indicates strong control over the pedagogical process for production of results, that is, evaluation by results in conformity with a management by results.

As for the statistical indexes of the school flow correction, in this state, from 2012 to 2018 there are no records on the SEE/GO websites and documents, nor on the IAS website, revealing the lack of transparency in the publicizing of the results of a process vaunted as promoting the quality of public education.

It is noticeable that to achieve success, the PAB exercised control over the school's pedagogical work and involved school managers/supervisors, to ensure the results and impacts expected by the program, materialized with the computerized monitoring system and the on-site monitoring performed by trained technicians (supervisors), among others.

This reveals a culture of competitiveness, individualism, and power struggle that creates a climate of instability in the school. The search

for working together and the socialization of pedagogical work is compromised by an environment of doubts and uncertainties that constantly test the teacher's ability to get involved in school-related issues, generating a great deal of stress. There is a constant concern to disguise difficulties and hide problems, as if they were not important in the reflection process that enables decision-making and resolution of the problems inherent in any educational institution. (PARENTE, 2018, p. 97)

In a way, PAB introduces the logic of the private sector (business market), which, by means of excessive control for the production of results, relegates human formation to second place by standardizing and minimizing knowledge, as well as the collective and democratic construction of the schools' pedagogical work, mischaracterizing the school community's participation in decision-making on pedagogical, administrative, and organizational issues, which are of interest to the school community itself (BERTAGNA, 2021).

Such evidence was also identified in the academic papers on IAS analyzed, as in Silva and Jacomini (2018, p. 938), who state

[...] that a colonization of the public sector by the private sector has occurred, bringing to it the undemocratic private logic that seeks only statistical results linked to business values such as efficiency, meritocracy, and performance improvement.

Bertagna and Borghi (2018) also analyze the incidence of the private sector via programs in public schools, as shown in the present text, and other forms and related strategies aligned with the perspective of introducing managerial logic, favoring the insertion in the public sector of the private sector organizational culture and, therefore, intensifying privatization processes.

### **3.3 Full-Time High School Program in the state of Pernambuco**

According to Duarte (2019), the Northeast region historically stands out for having the worst socioeconomic indicators in the country,

carrying the stigma of misery and low education. Since the 2000s, this situation has been changing; however, the region still presents low social indicators compared, above all, to the Southeast, South, and Midwest. In this region, the state of Pernambuco<sup>10</sup> is among those that have presented, in the last decades, the greatest advances in terms of social indicator development: HDI and Gini. However, it still ranks 19th among the 27 federal units in nominal monthly household income *per capita* measured by IBGE (DUARTE, 2019).

In the education sector, the state maintained, in 2019, a high illiteracy rate in the population aged 15 years and older (11.9%), but with an important reduction of 6.1% compared to 2010 (18%). Nonetheless, the state presented a rate above the national average of 6.6% in 2019, but rated below the Northeast average, 13.9% (IBGE, 2011, 2019). The state had, in 2019, average of 8.6 years of education for people aged 25 years and older. Best result for the Northeastern states, but still below the average for Brazil, which was 9.4 years (IBGE, 2019).

According to Inep, the state registered 2.2 million enrollments in basic education in 2019, 62,659 less compared to 2015, with a 2.7% reduction in total enrollments (INSTITUTO NACIONAL..., 2020b). In high school, the focal stage of the integral education program under analysis, as foreseen in the educational legislation, the state network accounted for 87.2% of the enrollments, followed by the private network with 10.3% and the federal network with 2.4% of the enrollments. Importantly, 0.1% of the enrollments at this stage were still registered in the municipal network. Nationwide, between 2015 and 2019, total high school enrollment is down

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<sup>10</sup> Having as capital the city of Recife, Pernambuco occupies an area of 98,076.021 km<sup>2</sup> and is made up of 185 municipalities. In 2019, according to IBGE, it had 9,557,071 inhabitants, with a demographic density of 97.4 hab./km<sup>2</sup>.

7.6%. In Pernambuco, however, the overall percentage of enrollments at this stage, considering the different supply modalities, increased by 0.5 percentage points (p.p.) (INSTITUTO NACIONAL..., 2020b).

The age/grade gap is a serious problem affecting high school education in the country. In the state of Pernambuco, this rate in 2019 was 23.7%, considering public and private supply, staying below the national average of 26.2%. In the state network, it was 25.6%, more than three times the rate of the private network (7.3%) (INSTITUTO NACIONAL..., 2020b). But the net enrollment rate in high school, in Pernambuco, in the year 2019, reached 86.2%, short of the Brazilian average that was 89.2% (IBGE, 2019).

In 2015, 5.9% of high school students in the country were enrolled full-time, spending seven or more hours a day in school activities. This grew significantly, reaching 10.8% in 2019, an increase of 4.9 p.p. (INSTITUTO NACIONAL..., 2020a). In Pernambuco this is much higher. In 2019, 47.0% of those enrolled in high school spent seven or more hours a day in school activities, characterizing full-time education. Between 2015 and 2019, the proportion of public network enrollments classified as full-time increased by 13.5 p.p. The proportion of these enrollments is much higher in the public network (52.1%) than in the private system (2.5%) (INSTITUTO NACIONAL..., 2020b). These data reveal the state government's investment in the expansion of this teaching modality through budgetary forecasting, with specific program and actions for its expansion and qualification, as Silva (2018) points out.

### *3.3.1 Proposal for Full-Time High School in Pernambuco*

In the implementation of educational policies aimed specifically at full-time secondary education, the state government of Pernambuco stands out in the national scenario, being presented by

governments, institutes, and foundations as a model to be followed, taking as a reference the expansion of the offer and the increase in the Ideb results of the state high schools in the last years.

From 2000 to 2007, the Corresponsabilidade Educacional Institute (ICE)<sup>11</sup>, in coordination with the government of Jarbas Vasconcelos (1999-2006) (PMDB), acted to propose and implement a proposal for full-time high school education committed to managerial principles, the implementation of a results-based management model, and the establishment of new partnerships between the public and private sectors. Here, as Peroni (2021, p. 29) observes, “Education remains public, but who directs it is no longer the state”, but a civil society organization of public interest (Oscip).

In 2008, during the government of Eduardo Campos (2007-2014) (PSB), this partnership was broken, and the state took over the coordination of the full-time high school proposal, keeping most of the ICE guidelines. With the creation in 2008 of the Programa de Educação Integral (PEI), the government of Pernambuco assimilated some aspects of the Full-Time Education Policy into the state sphere, however, continuing the privatist project of educational management started by the former government, with the incorporation of new managerial tools in the management of its education network and schools (ARAÚJO, 2020).

Araújo (2020) points out that Campos’ government replaced the private resources from the ICE partnership with public funding from the Ministry of Education, through the high school support program. It also institutionalized new rules for the position of school manager,

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<sup>11</sup> The ICE’s action emerged from the diagnosis, made by a group of businessmen from Pernambuco, that the public administration lacked the necessary competence to face alone the challenge of school quality. Hence, businessmen should contribute with the State to overcome the difficulties faced by public schools.

created its own curricular matrix for the network, and democratized the access to full-time high school education by expanding the number of schools in this modality. At the same time, his office expanded “private participation in the educational sector via pulverized actions that updated managerial methodologies in school management and introduced the projects of social organizations to ‘innovate’ curricular activities” (ARAÚJO, 2020, p. 7).

Thus, the model proposed by the ICE, which had as its central characteristics the establishment of a partnership between the public and private sectors, supervision, evaluation, and rewarding of results (MAGALHÃES, 2008), was disseminated, as of 2008, as a state policy for the entire state education system, contributing significantly to the managerial reform of Pernambuco’s public education.

### *3.3.2 Managerialist orientations in the Full-Time High School Program and Pernambuco’s state education network (2008-2018)*

The full-time high school program of the Pernambuco state education system became a state public policy in 2008. It is regulated by the complementary laws no. 125, of July 10, 2008, no. 364, of June 30, 2017, and no. 450, of April 22, 2021, which establish that the Program will be implemented and developed, on a full or semi-full time basis, in Elementary Reference Schools, in High School Reference Schools and in State Technical Schools, of the state public education system (PERNAMBUCO, 2017, art. 1, sole paragraph), working on a full day of at least 35 hours-class per week and up to 45 hours-class per week (art. 5), with the forecast of expanding its offer to all micro-regions of the state (art. 2, item V).

The goals defined for the Program reveal its managerial and privatistic orientation: to systematize and disseminate pedagogical and managerial innovations; to consolidate the management model for results, with the improvement of managerial instruments for planning, monitoring and evaluation; and to enable partnerships with



educational and research institutions, public or private entities that aim to collaborate with the expansion of the Full-Time Education Program at the State level PERNAMBUCO, 2017, art. 2.).

The expansion of the scope and the deepening of managerial orientation in the state school system of Pernambuco was accomplished through its implementation in all schools of this network, which occurred by the reformulation of the Pernambuco System of Educational Evaluation (Saepe), the creation of the Educational Performance Bonus (BDE), the Commitment and Responsibility Term (TCR), and the Pernambuco Information System (Siepe). These measures are part of the Public Management Modernization Program – Goals for Education (PMGP/ME),<sup>12</sup> implemented in 2008.

Saepe was created in 2000 and, since then, has undergone several changes for its improvement. It evaluates the performance of 4th and 9th grade elementary school students, and 3rd year high schoolers in Portuguese (reading and writing) and Mathematics in the state and municipal school systems. As of 2008, the Saepe is applied annually and is part of the Pernambuco Education Development Index (Idepe). According to Oliveira (2020, p. 114), this external evaluation system allowed the state government “[...] to regulate the establishment of goals by schools, the allocation of BDE, to feed the results monitoring systematics, besides supporting the accountability initiatives through the public disclosure of the results.”

BDE, created by Law no. 13.486 (BRASIL, 2008), consists of a reward for results directed at school professionals that could meet, partially or fully, at least 50% of the Idepe annual goals. As of 2009, the BDE concession also started to include professionals from the

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<sup>12</sup> PMGE-ME was created in a “partnership” between the state government, the Movimento Brasil Competitivo (MBC) and Instituto de Desenvolvimento Gerencial (INDG), to improve the state’s educational indicators (SILVA; SILVA, 2016).

Regional Teaching Managers (GRE). Progressively, other segments were included: in 2010, the education professionals hired on a temporary basis; in 2011, the occupants of commissioned positions with no effective link to the public service and, in 2014, the teachers and military personnel who work as teachers at the Pernambuco Military Police College. It has an annual frequency and is equivalent to the distribution, among the awarded servers, of the total amount of resources intended for its payment (BRASIL, 2008).

In 2011, the Siepe was implemented, which aims to monitor the educational indicators of schools, providing information for decision-making to improve indicators and rates. Siepe is a tool for monitoring and regulating the work of teachers and school managers. Its proper completion and in agreement with the schedule defined by SEE/PE is one of the criteria for calculating the schools' Managerial Efficiency Index (IEG)<sup>13</sup>, used as reference for granting the Additional Managerial Efficiency Bonus (AEG), intended for the school management team: manager, assistant manager, secretary, educational analyst and support educators, implemented by Law no. 15.973 (BRASIL, 2016). This bonus granting aims to ensure the commitment of these professionals to achieve the externally defined goals and results for the schools (OLIVEIRA, 2020).

In the 2018 Strategy Map, the state government established the priorities and actions for improving the quality of education in Pernambuco. Among them featured the reaffirmation of the purpose of consolidating the state as a national reference in quality public education and, consequently, the promotion of management

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<sup>13</sup> IEG is formed by the weighted average of the following indicators: 1. operational efficiency; 2. regularity in the rendering of accounts; and 3. regularity in the recording of management information. It integrates the state government's Managerial Efficiency Policy (PEG) for school management teams (BRASIL, 2016).

focused on results, with the development of programs and projects directed towards improving the students' school performance and strengthening the proposal of full-time high school education, by universalizing access to reference schools for all students in the state high school network (PERNAMBUCO, 2018b).

Silva and Borges (2016) point out two phases in the process of implementing managerialism in Pernambuco's state education. A first "experimental initiative", under the Jarbas Vasconcelos government (1999-2006), with the Ginásio Pernambucano project and the experimental centers, under the ICE. And a second phase following the "transformation of the experiment into public policy in the sphere of education" (SILVA; BORGES, 2016, p. 6), in the government of Eduardo Campos (2007-2014), as of 2008, with the expansion of the managerial guidelines of the initial phase to all schools in this education system, having as a milestone the implementation of the PMGP/ME and the measures that followed, such as the creation of IEG and AEG aimed specifically at the school management teams.

### *3.3.3 Evaluation initiatives in/of Pernambuco's Full-Time High School Program (2008-2018)*

The present research failed to identify the existence of a specific policy aimed at evaluating the learning and performance of students enrolled in full-time high schools, since they adopt the same guidelines for all schools in the state.

According to the Normative Instruction for Evaluation no. 04 (PERNAMBUCO, 2014), issued by the Pernambuco State Department of Education and Disposition, which provides guidelines and procedures for the Learning Evaluation System in schools of the State Education System, the process of student learning evaluation should take place according to the education stages and modalities and how it is organized in the years/grades/cycles/phases/modules of education and special projects (PERNAMBUCO, 2014, art. 2.).

The Instruction establishes that in high school, full-time high school, semi full-time high school, high school integrated to vocational education, high school vocational education, student learning evaluation should be performed by diversified instruments and the learning assessments should be recorded by score (PERNAMBUCO, 2014, art. 2, item VI). According to article 4, the evaluation criteria should be established based on the contents defined by the Secretariat of Education and Sports for each curricular component.

The external evaluation of the students' performance is done annually by the Saepe, with the generation of Idepe, and the tests and indicators that make up the Saeb, applied biannually. The PEI of Pernambuco emphasizes the results of the external evaluations: Saeb/Ideb and Saepe/Idepe, considering the income and performance indicators. In this perspective, Silva and Silva (2016, p. 746) point out that the PEI "[...] assigns too much value to the quantification of success indicators through the result-focused educational management present in the Program for the Modernization of Public Management – Goals for Education (PMGP-ME)".

Regarding the granting of specific bonuses for professionals working in schools that offer EMI, related to performance or competence evaluation, no specific initiative was identified. Thus, EMI schools adopt the same state bonus policy, implemented as of 2008, based on result-based management: BDE and AEG.

Teachers who work in the reference schools of the Full-Time Education Program are granted the special location bonus. According to Silva and Silva (2016), this bonus can double the base salary, in return for exclusive dedication. In full-time schools, with 40 hours a week, they will be granted a bonus corresponding to the application of the 1.99 index to the base salary of permanent position, limited to R\$ 2,032.00. In semi full-time schools, with 32 hours a week, they will receive a bonus corresponding to the application of the 1.59

index to the base salary of the permanent position, limited to R\$ 1,623.00 (BRASIL, 2008)<sup>14</sup>. Directors and secretaries of the reference schools are paid a representation bonus (BRASIL, 2008).

Dutra (2014) clarifies that this configuration aims to stimulate the exclusive dedication of teachers to this teaching modality. To work in these schools, state teachers enter a simplified internal selection process, which involves a resume analysis, a specific knowledge test, and an interview. Additionally, they have their performance evaluated every semester, and can be disconnected from the full-time high school, returning to the regular school network if they obtain a “low performance” (SILVA, 2013). This reveals a process of monitoring and evaluating the teachers’ commitment to the EMI proposal and the teaching demands in these schools.

In 2015, the government of Pernambuco adopted an evaluation initiative of the EMI Program, through advisement from the ICE, the Natura Institute, and the Sonho Grande Institute, to conduct studies on the costs and academic effectiveness of full-time schools. This study sought to find out the impacts of this policy via the results in the flow indexes (dropout rate, failure rate and age/grade gape), the proficiency in external examinations, its costs per student, the position of the state’s education in the national *ranking*, etc. (ARA-ÚJO, 2020).

In line with the managerial model, the emphasis on large-scale external evaluation and monitoring of results was observed in Pernambuco’s Full-Time High School Program, understanding that these initiatives identify the quality of the education offered and contribute to the review of actions to improve results. With the

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<sup>14</sup> According to data obtained from education professionals of this school network, the amount of the special location bonus has not been adjusted since its creation in 2008, which has generated discontent among teachers who demand its updating.

increase in the Idebscores of the state reference schools, since the creation of the Program, Pernambuco's proposal has become a showcase of the full-time high school model in the country, under the ICE principles and of the public-private partnerships.

#### 4. Educational evaluation: considerations about educational programs, managerialism and the human right to education.

Considerations on educational evaluation in the following items.

##### **4.1 Evaluation and managerialism: sowing the "soil" for privatization processes in education**

The analysis of the three programs, Jovem de Futuro in Pará, Acelera Brasil in Goiás, and Full-Time High School in the state of Pernambuco, shows that the evaluation processes implemented in them, despite their specificities, are linked to the results-based management model with an emphasis on educational products and school regulation. Strongly linked to the raising of indicators and quantitative goals referenced in the proposals of the programs/projects/actions, they are based on managerial and business assumptions, strengthening competitiveness, productivity, selectivity, and meritocracy, contrary to the principle of democratic management, established in the 1988 Federal Constitution.

Hypolito (2011) points out the existence of two distinct, but inseparable moments of neoliberal managerialist policies in education: the creation and implementation of large-scale evaluation policies – exams, tests, classifications (*rankings*) – and the introduction of public-private partnerships, with profound changes in school management and organization. These two moments were identified in the programs under study, such as Jovem do Futuro and Full-Time Education, in which the evaluation refers to the PDCA model – a production and evaluation model of a strong administrative-

managerial-business nature adapted to education. In this context, external evaluation has become a strong ally of the processes of control, standardization, and monitoring of the pedagogical work of schools and their administration, curtailing the autonomy and more participatory and democratic forms of school management.

The programs analyzed reveal, based on Lima (2018), processes of *stricto sensu* and *lato sensu* privatization that mark the introduction, in the education networks that implemented them, respectively, of market-inspired logics and mechanisms, fluid organizational statutes, and hybrid legal regimes that combine public administration and business management, transforming the public sector and making it increasingly more similar to the private sector. Such processes are constituted by complex forms of privatization, in which, according to Lima (2018, p. 130),

[...] the public/private antinomy was replaced by a *continuum* of articulations and partnerships commanded according to the so-called entrepreneurial spirit, announced as capable of fighting bureaucracy, of reinventing the government of public affairs through the introduction of market logics, contracting, competition among suppliers, performance measurement, consumer choice.

The hiring of private institutes and foundations, such as Unibanco Institute, Natura Institute, IAS and the ICE, to take over the role of the public sector in the implementation and management of programs aimed at improving educational indicators – results in external evaluations, student performance and school flow correction – as well as the implementation of an “innovative” proposal for high school education, demonstrate a process of *stricto sensu* privatization. Concomitantly, in these processes occurs the dissemination of managerial values and the supremacy of the private sector in relation to the public sector, which starts to be guided “[...] according to competitive principles and organization

and management models typical of the private capitalist company” (LIMA, 2018, p. 130), revealing a *lato sensu* privatization.

The ‘new managerialism’ for Lima (2018, p. 138), has become, in recent decades, a “powerful managerial ideology in education” that, despite the diversity of its theoretical assumptions and its empirical manifestations, “[...] exported the model of private enterprise and corporate governance as symbols of modernization, rationalization, and innovation of educational systems and schools” (LIMA, 2018, p. 138).

Among the programs analyzed, the best example of the success of this ideology and the transformations it produces and legitimates is the EMI proposal implemented in the state of Pernambuco, since even with the end of the direct action of the ICE in 2007, the state government assimilated the managerialist guidelines of this Institute, expanding it to all schools in the state since 2008, revealing a process of “business impregnation” (LIMA, 2018) throughout the education network. From then on, under the direct coordination of the public sector with the “support” of third sector entities in several initiatives, the “success” of the Pernambuco experience qualified the ICE to act in the other states of the federation, including the mobilization of other institutes and foundations. Among them are the Natura Institute and the Sonho Grande Institute, as partners in the dissemination of the proposal, as well as in producing a proposal for a “school of choice” specifically designed for elementary school, expanding its niche in the “education market.”.

The evaluation proposals inherent in the programs analyzed have competed to insert and naturalize different forms of privatization, reinforcing political discourses and practices of managerial, instrumental, and productivist nature (LIMA, 2018) that have guided educational policies adopted in the country since the 1990s.



## **4.2 Evaluation in educational programs and the human right to education**

In the programs analyzed, the occurrence of evaluation systems, designed and reported here, among other aspects not deeply discussed in this text, show how the work of the school and the human formation become erected under a management organized from business foundations that disrespect important dimensions of the human right to education.

Tomaševski (2001), United Nations rapporteur on the Human Right to Education (DHE), from 1998 to 2004, presented four indicators of state action, namely *availability*, *accessibility*, *acceptability*, and *adaptability*. To these four DHE indicators presented by the author, which are part of the current research, we add one more indicator conceived by the notion of social control.

For analysis purposes, we have observed the consequences of the following programs: Jovem de Futuro (Pará), Acelera Brasil (Goiás), and Full-Time High School (Pernambuco) for the DHE, using as reference the adaptability indicator, which contemplates the specificities of the themes presented here regarding evaluation and managerialism.

The adaptability dimension, according to Tomaševski (2001), presupposes that the school respects its students as holders of rights, which requires respect for their characteristics and needs, considers the demands of the communities in the democratic performance of the school, respect for human rights, including the rights of education professionals and their working conditions.

Considering such indicator, we highlight that in all three programs, through the emphasis on external evaluation and results that can be compared, there is a conformity/standardization that curtails the school curriculum, disrespecting the realities and regional, local and community specificities, and also causing curriculum narrowing (FREITAS, 2011; RAVITCH, 2011).

In PJF in the state analyzed, there is a differentiation and inequality in the provision of the curriculum between schools that implement it and those that do not. The former are directed to change the pedagogical content, prioritizing the knowledge related to proficiency in Portuguese and Mathematics, aiming to improve the educational results obtained in large-scale evaluations, translated by the Ideb. Similarly, EMI also follows this path, centered on a management-by-results conception, focused on the product, such as the indexes produced by the external exams. The PAB also focuses on proficiency in Portuguese and Mathematics, but in this program, the evaluation focuses on correcting the school flow (age/grade distortion). Thus, in the different evaluation strategies proposed in the programs analyzed, the definition of the curriculum does not express a concern with ensuring the human formation of the student in its entirety, considering human development in its multiple dimensions (BERTAGNA, 2017) but, as a priority, the achievement of previously defined quantitative goals.

The PJF and PAB are organized and anchored in a universal and standardized proposal for education, providing a “single package” for students in the country, with no adaptability of the curriculum, methodology and assessment, which is standardized, causing disrespect for the individual needs of students and the local community, as well as the learning-teaching time that is shaped by the routines and forms of assessment established in the programs as already reported. PAB, for example, has a specific schedule for conducting the evaluations during the program’s execution, organized in several stages, with a total of seven days for applying the tests. These evaluation steps must be strictly complied with, under control and collection over the execution and, furthermore, in a common way to all the schools that joined the program.

In the case of EMI, there is a curricular differentiation between the schools that implement it and the regular schools, generating inequality in the supply of the curriculum, that is, access to knowledge is restricted as a result of the differences between the two work proposals linked, also, to the shorter or longer time the students spend in the schools. Despite the discourse of a broader conception of education, aimed at guaranteeing the integral development of students, we observe an exacerbated concern with educational indices, linked to the state policy that acts in a constant and articulated way to build an image of quality education. This policy is based on the logic of classification, selection of schools and students, those who can dedicate more time to study and those who cannot, which reveals a social class cut, and (*accountability*) of those involved in the educational process.

Although they do not have a specific student learning evaluation proposal, PJF and EMI make use of the parameters required by national and state external evaluations to measure the “quality of the education” offered. The goals for each school are defined based on Ideb, Idepa and Idepe. As, observed in PJF and EMI, the race for improvement of educational indices and the fulfillment of pre-defined school goals favors and encourages competitiveness among teachers and schools (SILVA; SILVA, 2016), hindering collective work, democratic management, and participatory mechanisms of social control, with the strengthening of the principles of meritocracy and business logic in the educational sector.

In PAB, there is a specific learning assessment at the end of each stage of studies, follow-up and monitoring of the results of students in the program recorded in the Ayrton Senna Innovation System (Siasi), and also an external assessment of the program.

We observe that PJF, PAB, and EMI are committed to monitoring and controlling the stages of program implementation and to the

deep-rooted search for effective results, consolidating the management by results via systematic evaluations. This emphasis on evaluation, already indicated by Afonso (2007) as an “evaluative obsession,” refers to the control of the organization of schoolwork, interfering in the objectives and educational purposes (Paro, 2008), in order to direct the schoolwork, through the control of time, form, content, not respecting the multiplicity and/or complexity of human formation and its specificities.

Through the evaluation proposals of the programs, we have a system of monitoring and regulation of the pedagogical practice and its results, which conspire in favor of the accountability of schools (PARENTE, 2018), promoting competition among them, the unbridled quest for increasing the quantitative indexes, the *ranking* of their results, without considering the inequality conditions and socioeconomic level that permeate them and also justifying the insertion of private and vertical programs and projects with a managerial essence in the public sector.

Considering the above, in these programs, teaching autonomy and freedom to teach are also curtailed by the logic of standardized assessment and the strengthening of mechanisms of control, inspection and monitoring of results which directly affect the choice of content, teaching methodology, and assessment practices, limiting the exercise and professional performance of teachers (SOUZA; SILVA, 2022, in press).

In Pará, PJF did not include a system of bonuses and rewards for teachers for reaching targets but did use incentives through recognition of the schools’ successful experiences and practices, systematized and disseminated in work meetings, videos and pages of the Unibanco Institute, revealing the adoption of a form of symbolic accountability. In Pernambuco, EMI is linked to the state’s bonus system and to financial incentives (additional to managers) tied to

the achievement of results targets and management indicators, consolidating a policy of accountability for results in the state.

Also regarding the adaptability indicator, with respect to the evaluation systems analyzed in light of this study, the focus of the private programs selected in the research is on standardization of evaluation, on obtaining better educational results, with a strong inspiration in statistical indexes, in the competition between schools, in the control and monitoring mechanisms inherent to them, introduces and strengthens the strategies present in managerialism and disregards the social role of education in human formation, as a propeller of the full development of students in its multiple dimensions, causing serious consequences for the guarantee of the human right to education.

## 5 Closing remarks

The different evaluation systems present in the programs analyzed and in the states that are the object of this study reveal the urgency of the managerial/business logic through external evaluation, conforming concepts and the organization of school work along the lines of results management, guided by efficiency, effectiveness, economic criteria, with emphasis on quantitative goals that end up unveiling the implications for the human right to education, especially regarding the adaptability indicator proposed by Tomaševski (2001), and by limiting this indicator, consequently, does not promote the full human right to education.

The significant presence of control and monitoring through evaluation systems, aiming at the promotion of results translated into quantitative indexes, transfers to the public sector the logic of the private sector, standardizing the teaching-learning process for the attainment of goals that enclose the purposes and objectives of education to market values (business), such as competitiveness,

meritocracy, classification, rewarding and punishment, among others, with losses to the democratic, participatory, and solidarity-based processes in schools and education systems.

We understand, therefore, that we are in times of perplexity regarding the realization of the human right to education, a period in which educational policies emphasize the right to learning, in which educational quality is advocated by its evaluative/quantitative bias, naturalizing the individual accountability over evaluation/qualitative processes that direct to the social quality of education (BERTAGNA; SORDI, 2016) and that favor collective participation in promoting the human right to education.

Like Arroyo (2015), we argue that the struggle for the human right to education is not separated from the struggle for other (basic) human rights and does not occur in isolated social and political processes; therefore, we resist evaluation and accountability processes that mitigate and strengthen the social disengagement with participation, collective and democracy and naturalize competitive, individualistic and meritocratic educational processes, because the guarantee of the human right to education does not necessarily mean the guarantee of other fundamental rights for life, and also that human rights are collective and not individual.

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## Privatization of management and the human right to Education: accountability/social control in three educational programs <sup>1,2</sup>

*Nádia Drabach, Márcia Cossetin e Teise Garcia*

### 1 Introduction

The text problematizes the consequences of privatization in Basic Education, in the three programs selected by the research, for the Human Right to Education, HRE, especially on accountability.

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<sup>1</sup> This study was carried out with funding from the Coordination for the Improvement of Higher Education – Brazil (Coordenação de Aperfeiçoamento de Pessoal de Nível Superior, Capes), funding code 001.

<sup>2</sup> Pamela Rossini, we would like to thank you for the translation.

From the mapping performed, three programs with greater capillarity and longevity in the country were selected, in three Brazilian state networks<sup>3</sup>, also considering the dimensions of the educational policy on which privatization processes are verified. The dimensions are: *curriculum*, related to the privatization of operating activities of school education; *educational supply*, corresponding to the transfer of state responsibilities to the private sector in the supply; and *education management*, referring to ways of privatization of educational and school management by transferring responsibilities to the private sector (ADRIÃO, 2018).

The programs, selected according to the dimensions in which privatization was configured, were studied in their implementation in state networks, also intentionally defined according to the longevity of the program. Note that the differentiation of dimensions is an analytical resource adopted by the research to enable reflection and does not hide that the same program can focus on different dimensions. Chart 1 shows information with programs, privatization dimensions, and state networks.

**Chart 1:** programs selected in the research, dimensions of educational policy/ privatization, responsible private actor, and state network selected

Program	Dimension of educational policy/privatization	Private actor	State school network
<b>Jovem de Futuro</b> [Promising Youngster]	Education Management	Instituto Unibanco	Pará
<b>Acelera</b> [Accelerate]	Curriculum	Instituto Ayrton Senna	Goiás
<b>Ensino Integral</b> [Full-time High School]	Supply	Instituto Natura	Pernambuco

Source: the authors, based on the data collected for research (ADRIÃO, 2018).

<sup>3</sup> The characterization of the Programs is in a specific part of this work, as well as the characterization of the responsible private actors. Methodological procedures adopted to select programs are in the Presentation.

The text characterizes and problematizes the three programs in their materialization in the three selected education networks, from an analysis perspective focused on accountability, characteristic of the human right to Education (HRE) regarding management more directly.

The HRE, and its characteristics, constitute an analytical matrix for research enabling, from the dimensions of privatization on which the programs focus, the study of the privatization of Basic Education in state schools in comparison with the fundamental conditions for achieving the human right to education indicated by Katarina Tomasevski (2003), the so-called “4As” of the human right to Education: acceptability, accessibility, adaptability, and availability, in addition to the fifth characteristic presented by De Beco (2009) as a cross-sectional theme to all other HRE characteristics and incorporated into the “4 As,” accountability, translated to *prestação de contas/control social* in Portuguese (SILVEIRA; ADRIÃO, 2022).

Accountability is an indicator presented by De Beco (2009) as cross-sectional to the “4As,” as well as the theme of participation in decisions regarding education and the need to disaggregate indicators to capture discrimination in education in its different forms (DE BECO, 2009).

As this part of the study focuses on programs that relate to accountability instruments, in addition to this introduction, the discussion on the concept is developed immediately after that. Next, the programs are approached, problematizing them from two perspectives: the forms of management adopted and the relations between these forms and the accountability, as one of the important instruments to understand how a given policy, in this case a privatization program, relates to achieving the HRE. Finally, considerations are presented with a view to systematizing the results of the study.

## 2 Accountability

It is important to start this item by noting that translating the term **accountability** into Portuguese is no simple task. According to Janaina Camelo Homerin in the field of public administration, the term was introduced in Brazil in 1990 as a reference to the theoretical debate with the article “Accountability: quando poderemos traduzi-la para o português?” [Accountability: When we will be able to translate it to Portuguese?], authored by Anna Maria Campos, published in the *Revista de Administração Pública* of Fundação Getúlio Vargas (HOMERIN, 2016). Campos (1990) investigates the concept from American and European literature, discussing it as a construction proper of democratic societies, with a high degree of civil society participation in the control over state policies, which is why the concept, according to the author, had no repercussion in the country, fresh from a dictatorial period and with a marked bureaucratic emphasis on public administration (CAMPOS, 1990). Pinho and Sacramento (2009), in turn, in a work that revisits the pioneering article, affirm that the concept gains relevance in the national territory as Brazil was redemocratized, highlighting the accountability of its predominant translations. In fact, authors such as Fernando Abrucio and Maria Rita Loureiro (2004) assimilate accountability to *responsabilização*:

[...] being an attribute of democratic governments, the accountability of the rulers can be defined as the institutionalized process of political control of the rulers that extends in time (election and mandate) and in which citizens organized politically must participate in one way or another. To do so, rules and arenas in which accountability is exercised are necessary, in addition to expanded negotiation practices between actors, to make decisions more public and legitimate. (ABRUCIO; LOUREIRO, 2004, pp. 13-14).

The concept, as presented above, emphasizes the accountability of the rulers, but also highlights the relevance of mechanisms



of social control, institutionalized or not, making political decision more transparent in society.

The Federal Constitution of 1988 normalized the participation of Brazilian society in public management, which has stimulated, in recent decades, the production of social control instruments, such as councils for control of social policies, plebiscites, budgets with participation, as well as mechanisms such as the use of popular actions (PINHO; SACRAMENTO, 2009).

The approval of the Brazilian Constitution (BRASIL, 1988) was followed by the managerial reform effort in public administration, initiated in the 1990s. The reformist propositions, of a neoliberal nature, anchored in what was called the New Public Management, mobilized instruments from business management for the interior of public management.

To Garcia and others (2009), the Reforms of New Public Management (NGP) proposed a structural change in the functioning of the State, much more than a simple modernization of the public machine. The authors conclude that:

[...] the characteristics of this “new standard” of public management combine mechanisms related to the expansion of social control in the face of the functioning of the State, a desirable condition in democratic societies, with competitive assumptions derived from the market sphere, which, in principle, waive any democratic rule (GARCIA et al., 2009, p. 17).

Social control, in the context of this New Public Management, involves the fulfillment of goals and accountability for results, in line with the mercantile logic. This is essentially different from the desired social control in democratic societies, in which the participation of citizens is assumed in defining the priorities in public policies and in elaborating action plans in different governmental spheres – which means, in fact, a social

mechanism of sharing the decision-making power between State and society.<sup>4</sup>

Almerindo Afonso Janela (2012), however, notes that the accountability theme, given the regressive political contexts, has been problematized from a neoconservative and neoliberal thinking, and extrapolating this limitation to a democratic perspective is necessary (and possible).

This work considers important to record that the analytical perspective of Human Rights places the concept of accountability in a necessarily democratic perspective, as indicated by Afonso (2012) who, in the Brazilian case, dialogues with the constitutional principles already exposed. Accountability is, therefore, defined as an expression that relates:

[...] to the existence of mechanisms of social control that allow society and the actors involved to question governments regarding their obligations, regarding the right to education. It implies the existence of transparency mechanisms, legal protection, requirement, and information on action plans in implementation and budget monitoring mechanisms. (SILVEIRA; ADRIÃO, 2022, p. 4).

The matrix for the analysis of the consequences of the privatization of education, based on the fundamental characteristics of the Human Right to Education regarding the dimensions of educational policy, elaborated in the scope of the research and cited by Silveira and Adrião (2022) highlights key issues for the analysis of social control in the dimension of school management. Namely:

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<sup>4</sup> Note, however, that the Federal Constitution (BRASIL, 1988) and the Law of Guidelines and Bases of National Education (BRASIL, 1996) limit the right of family participation in the preparation of the educational proposal, restricting this right to professionals, as Silveira and Tavares (2014) observe.

Can the school community, including parents, choose their adhesion to the program? Data on programs are easily accessible, with transparency; Does the program value the selection of the school principal by the school community in any way? Is there a targeted and/or centralized way of choosing the school principal in the program? Is there any orientation in the program that hinders the exercise of democratic management at school? Was the community consulted for the implementation of the Program? (SILVEIRA; ADRIÃO, 2022, p. 8).

The relationship between the issues that guide the reflection on the accountability and the principles of democratic management for Brazilian education provided for by the Federal Constitution (BRASIL, 1988) and guaranteed by the Law of Guidelines and Bases of National Education, Law no. 9,394 (BRASIL, 1996). “I. participation of education professionals in the elaboration of the pedagogical project of the school; II. participation of school and local communities in school boards or equivalents” (BRASIL, 1996, art. 14).

The basic elements that make up democratic management are manifested in the school by the constitution of school boards, in the collective and participatory construction of the Political Pedagogical Project, in the direct election for school principals, in the transparency and accountability to the school community. The constitutional principles for official education, in short, indicate democratic social control as an important instrument in qualifying public education, either by inducing transparency in accountability by the public agent, or by the explicitness of the right to community participation in relevant decision-making spaces.

The analysis of the programs in focus follows, with emphasis on the forms of management adopted and on the relationships between these forms and the accountability from the understanding indicated above.

### 3 Three programs for the privatization of Basic Education: Acelera, Jovem de Futuro and Educação Integral in the states of Pará, Goiás, Pernambuco – incidences on school management and social control

The programs and education networks under discussion were characterized in a previous chapter of this same collection, which is why this item focuses on the forms of management adopted and the relationships between these forms and the accountability as one of the important instruments to understand how the programs relate to achieving the Human Right to Education.

#### **3.1 Programa de Ensino Médio Integral – Pernambuco**

The Programa de Educação Integral (PEI), whose origin and operationalization have already been explored in studies by Adrião and others (2018); Silva and Drabach (2022); Moehlecke (2022), among others, was implemented in the state network of Pernambuco as a public policy from 2008, in the context of the Program for the Modernization of Public Management – Goals for Education, launched by the Pernambuco government in 2007. The PEI was created by Complementary Law no. 125 (PERNAMBUCO, 2008), and updated by Complementary Law no. 364 (PERNAMBUCO, 2017b). The program, according to Article 1 of Complementary Law no. 125, had as objective: “the development of policies aimed at improving the quality of high school and the professional qualification of students of the Public Education Network of the State of Pernambuco” (PERNAMBUCO, 2008). The managerial orientation of the program appears in its purposes, among which we highlight:

- [...] VI – consolidate the management model by results in Reference Schools and Technical Schools of the State, improving management instruments of planning, monitoring, and evaluation;
- VII – stimulate the collective participation of the school community in elaborating the school’s political-pedagogical project;

VIII – enable partnerships with educational and research institutions, public or private entities that aim to collaborate with the expansion of the Comprehensive Education Program at the State level; [...]. (PERNAMBUCO, 2008, Art. 2nd.).

The development of the Policy of Integral Education in high school in the State of Pernambuco had as main interlocutors the business sector, with direct participation in the definition of the conception of integral education management in the state (BENITTES, 2014). The concept of public education management within the scope of the Program focuses on the notion of efficiency, approaching the management model, whose pedagogical work developed in the school is directed to achieving objectives aimed at producing results expressed in educational indexes.

The results management model on which the PEI is based in Pernambuco is based on what Lima (2014) calls “quality management,” evaluation and measurement of results, with the production of rankings, schools of excellence, external evaluation, standardized tests, etc. (LIMA, 2014). According to Silva and Drabach (2022), articulated to a system of accountability that aims to recognize the merit of professionals for achieving the goals. Thus, it instituted the systems of bonus and gratification of education professionals, called Educational Performance Bonus (BDE), known as 14th salary, consists of a bonus for results directed to professionals of schools and Regional Education Management (GRE) who meet, partially or in full, the goals established annually by the Pernambuco Basic Education Development Index (Idepe) that is based on the performance of students in the tests of the Educational Assessment System of Pernambuco (Saepe) (SILVA; DRABACH, 2022).

In addition, the Term of Commitment and Responsibility (TCR) was also created, which consists of an educational accountability document, containing indexes of performance of schools, the goals to be achieved, and the responsibilities of managers for the increase

of students' results. The term is signed between the principal and the Regional Teaching Coordination and signed by the school manager at the time of inauguration. In this term, "school managers undertake to increase the results of external evaluations, under the guidance of the management model that seeks productivity and total quality" in school (OLIVEIRA, 2020, p. 127).

According to Silva and Drabach (2022), another control mechanism in management is the Education Information System of Pernambuco (Siepe), implemented in 2011. This system promotes the monitoring of process indicators and results of schools, which uses the methodology of the Management Program Score 10, of the Instituto Ayrton Senna (OLIVEIRA, 2020). The System allows "recording, compiling, measuring, processing, and analyzing a series of information that reveal the development of scheduled activities, oriented to achieve the objectives and goals established for each school" (PERNAMBUCO, 2012a, p. 28).

The control of schoolwork as can be seen by the mechanisms presented is established from the central bodies, the Secretariat of Education and the Regional Coordination of Education. Other aspects in which the conception of control established by the central organs can be verified is the proposal to choose principals in the program. This form of selection involves merit criteria.

The way of choosing principals in schools in the state network and in the schools of the Programa de Educação Integral started being guided by the Decree no. 38.103 (PERNAMBUCO, 2012b) the first to guide the choice of principals after the creation of PEI within the State Secretariat of Education in 2008.

The Decree established criteria to provide the role of principals in line with the guidelines of the Program for Modernization of Public Management – Goals for Education, established in 2008, which established a system of monitoring and evaluation and educational

accountability, and the School Manager Training Program (Progepe), created by Decree No. 35,957, 30, 2010 (PERNAMBUCO, 2010).

Among the guidelines of the decree was the link between the period of the director's term of office and the result of the performance evaluation, which, if positive, would allow the extension of the two-year term of office to two additional years (ADRIÃO et al., 2018). Another directive that points to the accountability and control of the Secretariat of Education over the role of the school principal is based on establishing efficiency indicators, whose non-compliance would result in the dismissal from the function

The Decree also guides the choice of principals throughout the state network and establishes a process that occurs in three stages: 1) Selective stage consists of the completion of the Course of Improvement in School Management (Progepe) and the Certification in Knowledge; 2) Consultation stage consists of the legitimization of the candidate by the school community and designation by the Governor of the State from a triple list. At this stage, the schools of the Program under analysis were not included. 3) Training stage, in this stage selected candidates should enroll in the specialization course or professional master's degree to develop new competencies in management, monitoring, and educational evaluation, necessary for the exercise of the function (PERNAMBUCO, 2012b).

According to Silva and Drabach (2022), the directive of stage three lasted until 2017, when it was amended by Decree No. 44,079 (PERNAMBUCO, 2017a), which waived the requirement of enrollment in specialization or professional master's degree. The directive became the enrollment in a face-to-face updating course, deepening, complementing, and expanding the knowledge indispensable to the exercise of the function (PERNAMBUCO, 2017a).

From the signing of the Term of Commitment and Responsibility with the Regional Education Management (GRE) the principals must

comply with all the guidelines emanating from the Secretariat of Education, under the monitoring of GRE based on the management and efficiency indicators centrally established (PERNAMBUCO, 2012b).

Excluded from the consultation<sup>5</sup> stage, the Reference Schools of the Programa de Educação Integral promote the endowment of principals to the position by appointment of the Governor of the State (SILVA; ARAGÃO, 2019), which started appointing as principal one of the professionals certified in the evaluation of knowledge in school management, carried out in the first stage of the process of selecting principals.

Even in regular state schools, the election acquired an advisory-only character, emptying itself of its potential for community participation, since the definition of who will be the principal is carried out by the Governor of the State by indicating one of the names on the triple list (ADRIÃO et al., 2018). The procedure represents a setback regarding social control from the perspective of democratic management, community participation is restricted to indicating the triple list for schools of the regular network. In the case of PEI reference schools, the situation is even worse, since the community is not consulted regarding the choice of principals, including the commitment of the directors to the Secretariat of Education by signing the TCR. The control of the principal's work is established by compliance with the guidelines elaborated by the central bodies, linked to the performance bonus.

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<sup>5</sup> Schools with up to 200 (two hundred) students; those exclusively for the early years of elementary school; those for indigenous peoples; those with alternation pedagogy; those shared in the form of cohabitation, state and municipal; technical schools; charter schools; Rehabilitation and Special Education Centers; Supplementary Examination Centers; Early Childhood Education Centers; schools operating in prisons; and those in the process of municipalization and extinction were also excluded from the consultation stage (PERNAMBUCO, 2012b).



The management plan that the principal must presented for the exercise of the function precludes the participation of the school community in its elaboration. It is prepared by the principal based on the indicators of educational results: Ideb, Idepe and Saepe (PERNAMBUCO, 2012b).

In conclusion the social control is disconnected from the perspective of guaranteeing the Human Right to Education, and forms of accountability distanced from the debate and social control from the democratic perspective are lasting, since the school community is excluded from several perspectives of decision-making.

### **3.2 Programa Acelera Brasil – Goiás**

The Acelera Brasil program was created by Instituto Ayrton Senna (IAS), founded in 1994 by the pilot's sister, Viviane Senna, as a “non-profit organization that aims to give Brazilian children and young people opportunities to develop their potential by means of quality education.” (INSTITUTO AYRTON..., 2021b). It is one of the longest-term “educational solutions” offered by IAS to municipal and state schools. According to Borghi and Domiciano (2022) it was first implemented in 1997 in 15 municipal school networks with the declared objective of correcting the school flow. The following year, it was already installed in 800 Brazilian municipalities, in state and municipal networks. In 2009 it received the seal of the Ministry of Education that started including it in the Guide to Educational Technologies, a selected set of programs and actions considered innovative and with the potential to qualify education (BORGHI; DOMICIANO, 2022).

As presented in a previous chapter of this same work, the program targets students from the initial grades of elementary school (1st to 3rd grade) who failed multiple times. The first step for its implementation in the school is making a diagnosis produced

by the institute. The diagnosis is made first by finding the series-age distortion and then by a test applied to the students in distortion. Those who are characterized as illiterate are assimilated by the program *Se Liga* [Get a Hint] and those who have some levels of literacy are referred to *Acelera Brasil*. The test is a “good” of the Instituto Ayrton Senna and has a single format for application in any of the networks that adhere to the programs, as well as the materials produced by the institute that should be the references for the work of teachers with the selected groups (PATRÍCIA, 2021).

The two aspects as management mechanisms mentioned do not require any form of participation of local communities, both regarding the evaluation procedures of the students, or the contents and methodological orientations. The management of the program in the school units is responsible for organizing the practices required in the guidelines and the materials produced by the private actor for the program. This conclusion is limited to what Licínio Lima calls a plan of the guidelines for action at school, which do not allow us to conclude everything about the action at school, since guidance and action are not synonymous and the reality of the educational organization is complex (LIMA, 2001); it allows, however, to analyze the political perspective to achieve a given action: in this case a program that privatizes the curriculum and precludes the participation of the school community in the fundamental decisions concerning the characterization of the central subjects of the process, the students.

In Goiás, the program was introduced in 1999, but the research team only obtained access to the Pedagogical Technical Cooperation Partnership Agreement no. 30 (GOIÁS, 2012). Although the program is projected for four years, its longevity in the state network of Goiás induced Borghi and Domiciano (2022) to question its efficiency regarding its objectives.

The Agreement of Technical Cooperation, according to the authors, delimited the set of responsibilities of the secretariat of education regarding the institute and the *Acelera* as much greater in volume than the responsibilities of the private actor. One of the tasks of the State Secretariat of Education (Seduc) was to survey students in grade-age distortion in the network to implement the program, already indicating that it would not be up to the schools to decide their entry in the program (BORGHI; DOMICIANO, 2022). Note that the program involved shifting children who were lagging behind to specific classes, representing adjustments in the organization of work at school.

Borghi and Domiciano (2022) still examining the term of Pedagogical Technical Cooperation highlight the lack of autonomy of Seduc/GO in relation to the IAS. Here is the excerpt selected by the authors, dealing with the obligations of the secretariat:

[...]

- develop a service plan for flow correction, to be submitted to the previous approval of the IAS detailing the annual goals and contemplating;
- meeting, in the execution of the actions of the programs, all the guidelines issued by the IAS or the technical agency that may be contracted;
- always use in full all materials that the IAS may make available in the light of this agreement;
- submit, when requested by the IAS, any and all documentation proving the fulfillment of the obligations assumed in this agreement. (BORGHI; DOMICIANO, 2022, p. 26).

The four commitments mentioned explain the absence of any expectation of social control of the process since the public body managing education needs to submit its work plan to the IAS and has the obligation to prove, when requested, the fulfillment of all the provisions contained in the signing of the agreement. Also note that any local diversities are not considered, since the use of materials

produced by the institute for the program is mandatory. Since the materials are of national character, they need no adaptation.

The program, according to the IAS, is managed within local administrations by a management committee. According to the institute:

Thanks to the work of **the Management Committee**, formed by professionals from the Institute and the secretariats of education, the proposal promotes the qualification of the management of indicators of education networks, contributing to achieving the goals of the National Education Plan and to the integral training of all educators and students of the networks (INSTITUTO AYRTON..., 2021b, emphasis added).

No more detailed information was found about the program Management Committee in Goiás, a data revealing the lack of transparency about Acelera Brasil, but the presentation of the forms of local management of the program, whereas not allowing to affirm on the functionality of the Management Committee in the state network of Goiás, allows us to infer about the ability of the private actor to act on local management.

Finally, public expenses with the program do not constitute information easily accessible to the population and they are found exclusively in a diffuse way in financial statements.

### **3.3 Programa Jovem de Futuro – Pará**

When studying the Programa Jovem de Futuro – PJF, Peroni and Caetano (2016) report that in 2007 the Instituto Unibanco (IU) experimentally implemented it in three schools in São Paulo and, in 2008, the pilot project was extended covering 20 schools in the state of Minas Gerais and 25 in the state of Rio Grande do Sul. In 2009, the project was newly expanded to 41 schools in the state of São Paulo and, in 2011, the schools of the so-called experimental phase were the first to perform the complete cycle of high school

with the Jovem de Futuro, bringing elements for the expansion of the PJJ in different Brazilian states (PERONI; CAETANO, 2016)<sup>6</sup>.

Thus, the action of the PJJ in the state of Pará begins with negotiations that took place in discussions with the Seduc in 2011 and that culminated with the implementation of the Program, from 2012, in the state network specifically for the high school stage. The PJJ in the state would have officially run until the year 2018<sup>7</sup> (GARCIA et al., 2022, in press).

Demarcating that regarding accountability the school units adhere to the program and their participation is not compulsory is necessary. The adhesion, however, means accepting the goals established within the PJJ. In the case of Pará, the goals were negotiated with Seduc, establishing those contained in the Education Pact, as indicated (CECCON, 2021).

Since its inception, the PJJ has presented results management as central by employing “[...] the concept of School Management for Results (GEpR), whose basic idea seeks to present to school managers strategies and instruments that make their work more efficient and more productive” (PERONI; CAETANO, 2016, p. 416). The emphasis, according to the authors, would be on teaching and learning outcomes. For this, processes and tools of school management, human, technical and financial resources, accountability, and information systems that monitor, control, and evaluate are used (PERONI; CAETANO, 2016).

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<sup>6</sup> All this happened in partnership with the Programa Ensino Médio Inovador [Innovative High School Program] of the Ministry of Education, with the Secretariat of Strategic Affairs of the Presidency (SAE), and with five State Secretariats of Education – Ceará, Goiás, Mato Grosso do Sul, Pará, and Piauí –, with the objective of, according to the Institute, improving public high school (PERONI; CAETANO, 2016, p. 412).

<sup>7</sup> The decision to end the partnership was also of common agreement between the parties, as stated in the termination term published in the Diário Oficial do Estado do Pará, no. 33,776/2018 (PARÁ, 2018; SILVA, 2021).

Action plans are elaborated focused on school management for results, whose interference in the school is direct. Thus, in the context of school management, the PJF implements an online platform for project management of schools and distance training, which, later, was called the Project Management System (SGP) and the Virtual Learning Environment whose foundation, as Peroni and Caetano (2016) assert, has the perspective of provoking in public schools the adoption of managerialism which naturalizes business logic (control, efficiency, effectiveness, results, productivity) in the educational field.

In addition to achieving goals established under the program, when the Project Management System, SGP, is implemented, information on student attendance and the number of classes taught in each course should be entered weekly. According to Guido (2019) the data generate the positioning of the schools, establishing a ranking among the units of the state network, whose reference point is the position of the school in the evaluations.

Within the PJF in the state of Pará, the training of managers, focusing on the Management Circuit, and inspired in the PDCA cycle of Deming, is also adopted (HENRIQUES; CARVALHO; BARROS, 2020). The Management Circuit “[...] is implemented with a partnership between the Unibanco Institute and the state education networks, acting in the three instances: in schools, in regionals and in the secretariat” (INSTITUTO UNIBANCO, 2022). The inspiration in the methodologies of total quality does not seem to constitute a novelty, since from the beginning of the program the orientation was the management by results (GARCIA et al., 2022, in press).

In the PDCA cycle, acronym for plan, do, check, and act, the Management Circuit would provide the analysis, review, and improvement of each action, promising the continuous progress of school management, in six stages: (1) Agreement of Goals; (2) Planning;

**Graphic 1:** management at PJF<sup>8</sup>

Infográfico do Circuito de Gestão

Source: INSTITUTO UNIBANCO, 2022.

(3) Execution; (4) Evaluation of Results; (5) Sharing of Practices, and (6) Route Correction (IU, 2022).

However, to what extent the accountability, by collective participation of the school community, would take place when the management circuit model is applied is not clearly established, that is, no such prevision announced in agreement, thus, with the foundation of the managerial management adopted in the PJF.

According to Garcia and others (2022) in all PJF generations, the main educational problem detected is mismanagement. If in the first two generations the documents emphasize the mismanagement in the school and its inability to produce positive learning results, recently, in the documents of the Unibanco Institute, the mismanagement of the systems is also identified. The academic performance

<sup>8</sup> Graphic translation: secretaria (secretariat); regional (regional); escola (school); circuito de gestão (management circuit); pactuação de metas (agreement of goals); planejamento (planning); correção de rota (route correction); execução (execution); avaliação (evaluation); compartilhamento de práticas (sharing of practices); infográfico do circuito de gestão (infographic of the management circuit).

improvement, therefore, results from changes in management, for which the last generation is emphatic in the guidelines, whose proposed method is the role of the school principal for an efficient management.

This emphasizes the training of technicians within the education secretariats in addition to school professionals (INSTITUTO UNIBANCO, 2011, 2013, 2015, 2016, 2018) (GARCIA et al., 2022, in press). This stems from the announcement of the need for “[...] continuous improvement of public educational management, seeking to expand the learning outcomes of all students” (INSTITUTO UNIBANCO, 2018, p. 4). Thus, the PJF foresees monitoring, supervision, and control in its implementation, as a mechanism to realize school management by results and favor achieving better educational indexes, and the problem to be faced in the three generations is the low quality of management (school and educational).

Lima (2021) when researching the PJF’s performance in the state of Pará, indicates that the Management Group was formed, in which representatives of the members of the school community (principal – evident member–, pedagogical coordinator – coordinator of the PJF in the school –, representatives of teachers, students, and families) participated. However, when evaluating the proposal for action and function of the

[...] Management Group “[...] to coordinate and validate the actions, supervised by technicians, who carry out visits, check the organization of activities and analyze reports and schedules” (INSTITUTO UNIBANCO, 2012, p. 17), a contradiction with the perspective of democratic school management appeared (LIMA, 2021, p. 21).

It is understood, in this perspective, that the proposal for the Management Group distances itself from democratic management by announcing only the coordination and validation of the PJF actions, whose methodologies reached schools already finished, standardized and with monitoring to control results (LIMA, 2021).



The research, also on social control, indicated that the state of Pará has the provision of manager functions mostly performed by indication, which prevents the participation of the community in the choice. In no IU document, this practice, which is recognized as harmful to the democratization of school management, is questioned. Although the program documents address participation and democracy, no action is taken in this perspective. The program demands, as observed, the constitution of the school Management Group, which comprises a representative of each segment, chaired by the director (indicated for the function) and with the task of disseminating the program and caring for its success (INSTITUTO UNIBANCO, 2020). This group has no apparent decision-making functions.

In this direction, Balduino (2020) states that the PJJ employs market logic in schools and induces their accountability for the results, which incorporates changes in their pedagogical proposals and thus compromises the autonomy of school management, hurting the principle of democratic management. Thus, the PJJ is a management oriented and permeated by the managerial perspective, opposite to the accountability whose instruments are constituted from participation, collectivity, that is, a management averse to democratic principles is observed.

As a synthesis on the conclusions reached regarding accountability, Chart 2 (next page) shows the characteristics regarding the HRE, as indicated in the presentation of this work.

For each of the HRE characteristics, a set of “guide questions” was established within the scope of the research (SILVEIRA; ADRIÃO, 2022). These questions, already presented in this text, make up the first column of the table. It is an initial exercise of systematization, note, for synthesis.

The first two questions, referring to the school community’s ability to choose to adhere to the program and select directors,

**Chart 2:** summary – accountability: issues – guides and programs

Accountability – guide questions	Programa Jovem de Futuro Pará	Programa Acelera Goiás	Programa de Educação Integral no Ensino Médio Pernambuco
Can the school community choose their adhesion to the program?	yes	no	no
Does the program value the selection of directors by the school community?	no	no	no
Is there transparency in the information about the program?	no*	no	no
Is there a targeted way in selecting the school principal	no	no	yes
Is there some guidance that hinders democratic school management?	yes	yes	yes

Source. Guide Questions Silveira and Adrião (2022), Garcia and others (2022), Borghi and Domiciano (2022), Silva and Drabach, (2022).

refer more directly to collective decision-making regarding school management and programs.

Only the PJF has clear information of voluntary participation of the schools. Although no information was obtained about the process in the state of Pará, research reports that in Rio Grande do Sul the decision is made by the School Council (RIBEIRO, 2013; PERONI; CAETANO, 2016), a collegiate management body in which all segments of the school community participate. Therefore, collective decision-making is provided for at an initial level.

The other programs lack such prevision. From the adhesion of the secretariats, the processes of diagnosis, materials, guidelines for the training of professionals are decisions of private actors at the national level, in all three cases. Exception made to the needs of adaptation to the conformation of local management bodies, considering the staff and regional distributions in the functions of supervision and coordination.

Information on the programs *Jovem de Futuro* and *Acelera Brasil* in the networks is scarce, lacking regular systematics of socialization and dissemination to society, both on the pages of the

programs and on the official websites of managers. Borghi and Domiciano (2022) and Garcia and others (2022) report the difficulty of even obtaining information from the departments of education, even with the use of the Information Law. Such difficulties indicate the lack of transparency in the privatization of Basic Education.

However, private actors publish general information about the programs. The Programa Jovem de Futuro, among those researched, has the largest volume of information available on the official website of the Instituto Unibanco, although not detailed for each state network.

Regarding school management, although all programs highlight the relevance of the managerial profile to the manager in their disclosure documents and training materials, the PEI is the only one providing specific selection processes for principals, differentiating itself from the process of choosing principals in the rest of Pernambuco state network by not including a relevant step: the choice for the community.

Finally, it is understood that all programs, although in different formats, bring in their guidelines hindering factors to democratic management, either due to lack of provided action in the sense of democratizing the school, or desired profiles for professionals expressed in the training processes, or even by measures that veto participation or do not stimulate it as already mentioned.

#### 4 Final considerations

According to Silva and Drabach (2022) in the *Programa de Educação Integral* implemented in Pernambuco, the choice of the principal and the demands for his work established from the TCR, make him, according to Lima (2013): “[...] the object of a deeper process of subordination and dependence to the central, concentrated, and unconcentrated power, on who fall, individually and

immediately, all political and administrative pressures” (LIMA, 2013, p. 59) and accountability for the results. This logic imposes on the principals the development of a management model whose focus is on competitiveness in achieving goals, demanding constant surveillance of teaching work and of their own work by the higher bodies, precluding any control coming from the school community.

Social control does not originate in sharing power with the school community from the perspective of participation in decision-making but is the result of a centralizing and competitive policy proper to the management logic.

The PJJ, in the state of Pará, of voluntary adhesion, proposes the formation of a Management Group with the participation of representatives of the school community presided by the school principal whose provision is mostly by indications – which, in itself, can harm democratic management. This Group, however, does not have the decision-making power, but fulfills the function of endorsing and disseminating the “packages of actions!” already prepared by the private actor (UI) ultimately responsible for the program. Thus, the educational proposals of the PJJ and the forms of management evidently reach the schools as finished products, without the space for collective construction, that is, they are only executed within the scope of the schools and not constituted by the subjects who comprise it, without, therefore, control from the school community.

In summary, the three programs *Jovem de Futuro*, *Educação Integral*, and *Acelera Brasil* use management tools to control educational and school management, establishing an authoritarian management mode since it disrespects democratic mechanisms provided for in the legislation. In the case of Pernambuco, management along the market molds, results in guidelines parallel to the state network.

In all the three cases studied, researchers detected the lack of transparency in information and lack of disclosure of data and results of the actions performed. The programs, therefore, do not contribute to the strengthening of social control from the perspective of the constitutional principle of democratic management of public education. Its proposals do not include the use of instruments that stimulate or implement community participation in the elaboration, decision, or supervision of the actions developed in schools, in the educational proposal, or in the choice of school managers.

Also in all the three programs, their management within the departments of education is made with the active participation of technicians representing private actors in boards and management committees, from a corporate governance perspective (PEREIRA, 2019).

Finally, the authors conclude that the consequences of privatizing educational management in the three programs selected for the research lack instruments that refer to what is established when it comes to the implementation of the Human Right to Education by the State, that is, they distance themselves from accountability from the democratic perspective.

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# Work relations and the privatization of education in Brazil<sup>1</sup>

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and Flávio Sousa*

## 1 Introduction

The purpose of this chapter is to discuss how processes of education privatization and the hiring of Basic Education teachers have converged from 2005 to 2018 in three Brazilian states in order to question the realization of the enjoyment of the right to education. To this end, we will focus on three programs, namely: Programa

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de Educação Integral, in the state of Pernambuco (ICE, Natura); Programa Jovem de Futuro by Unibanco Institute, in the state of Pará; and the Programa Acelera Brasil, in the state of Goiás (2012).

Despite the reorganization of social movements in support of democracy and the promulgation of the Brazilian Constitution, in 1988, as of the country's first direct election for President, the post-dictatorship period brought about a neoliberal wave by taking advantage of a world economic situation characterized by globalization, breakthroughs in microelectronics technology, and productive restructuring. The public sector followed in the same footsteps by adopting the New Public Management, contracting services out to the private sector, and through the flexibilization of labor relations.

With the election of Fernando Henrique Cardoso in 1994, the federal government began to advocate several reforms, including state and education reforms. The Managerial State was to replace the Bureaucratic State model, which, according to the government, did not meet the urgent demands of a society undergoing significant changes. It is therefore based on an opening to the private sector, involves the so-called Third Sector to implement public policy, thus transposing values that are central to capitalism, such as privatization.

This text arises from two qualitative research projects and presents their documental dimension. On the one hand, it systematizes microdata retrieved from the School Census conducted by Instituto Nacional de Estudos e Pesquisas Educacionais (Inep), particularly those concerning the hiring of Basic Education teachers in the historical series from 2011 (the first year said data was gathered) to 2018 (the last year of the governors' mandate in the states that host the programs being analyzed – Goiás, Pará and Pernambuco), and on the other hand, related documents, such as the presentation of actions by private

actors, the pedagogical approach taken, forms of student and teacher assessments, among others.

In addition to the Introduction and Closing Remarks, this part is divided into four sections. It starts by presenting the theoretical construct, on which the analyzes rely. Subsequently, three educational programs, which have been developed in three states, are reviewed according to the analytical categories of privatization and precariousness of labor relations.

The theoretical foundation of privatization is based on the concept established by Silva (2021) based on Di Pietro, who understands it as: a) deregulation with the reduction of state intervention in the economic sphere; b) demonopolization of economic activities; c) transfer of enterprise ownership from the state to the private sector, often referred to as denationalization or destatization; d) concession of public services to private entities and no longer to state-owned companies, as it used to be; and e) the outsourcing or contracting-out governed by contracts between the Public Administration and the private sector.

Based on a study that describes current forms of privatization in Brazil, Adrião and others (2018) mapped productions and publications related to the privatization of education and identified three dimensions of the privatization of education in Brazil: **offer** – operationalized through public funds for private education, as it is the case in charter schools, school vouchers and homeschooling; **educational management** – the decision-making processes on education policy are delegated or subordinated to private for-profit institutions or associated with them; and **curriculum privatization** – the private sector imposes curricular designs on schools, networks of schools or public systems.

The second category taken into consideration is precariousness of labor relations. Venco (2021) provides a systematic account of

the historical development of the concept in Human Sciences since de 1970's in studies that captured the advent of a rising phenomenon, in the midst of production restructuring. Based on Magaud (1974), the author reveals that worker classification is divided: even though they may work at the same place, one may be formally hired, while the other may work for a third party and, therefore, has different rights and salary.

According to Venco (2021, p. 87), based on Linhart and Maruani (1982), this situation provides for the destabilization of stable employment, which occurs simultaneously on two fronts:

[...] on the one hand, the direct and intensive layoff of workers with statutory employment rights through mass dismissals and other strategies, such as voluntary separation incentive programs and voluntary retirement incentive programs; on the other hand, erosion of the boundaries of protected jobs through changes in collective agreements, reduction of working hours, relocation to more distant and more cost-effective areas, among others.

The concept will continue to undergo changes, as those suggested by Castel (1998), who views precariousness as a phenomenon of salary condition characterized by employment agreements, be they fixed-term, with no or only limited social protection, part-time or even by worked hours. This fact leads to the precarization of living conditions, since those who are submitted to this logic will have problems to sustain their livelihood.

It was observed (VENCO; SOUZA, 2021) that the public sector followed into the footsteps of the private sector. The public service, which is reckoned to be responsible for fulfilling the right for the population, has its admission provided for in the Federal Constitution (BRASIL, 1988, Art. 37); candidates must pass a public entrance exam (*concurso público*), except to fill in on a temporary basis (Item IX). This principle is reiterated by Mello (2016, p. 248) [emphasis added], when he states that a public official is “a member

of the government servant category, a party to an employment relationship with the administration that is professional and **not contingent** in nature”.

## 2 Examined programs

As already mentioned, the research mapped the incidence of private actors on all school networks of the Brazilian states and the Federal District. Of all the programs and projects, three will be analyzed:

### 2.1 Programa de Educação Integral (PEI), in the state of Pernambuco

The Integral Education program (Programa de Educação Integral, PEI) is created in Pernambuco in 2004, during the government of Jarbas Vasconcelos (PMDB). At first, it is implemented in 13 schools, known as CEEs (Centros de Ensino Experimental – Centers for Experimental Education), and is jointly managed with ICE (Instituto de Corresponsabilidade pela Educação – Institute of Educational Co-responsibility) until 2007. In 2008, governor Eduardo Campos (PSB) establishes the Programa de Educação Integral<sup>2</sup>, improves the system for the privatization of education and incorporates other Institutes – such as institutes Natura and Sonho Grande – into school management with the objective of improving the quality of education, building facilities and infrastructure by utilizing resources from the private sector. The program offers two schooling options: full-time (45 hours weekly) and “semi-full-time” (35 hours weekly).

The program is based on the theoretical matrix of interdimensional education, whose mentor, Antônio Carlos Gomes da Costa, designed such a model for the resocialization of juvenile offenders,

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<sup>2</sup> Supplementary Law no. 125 (PERNAMBUCO, 2008).

very much in line with the approach adopted at the beginning of the century, when Nilo Peçanha creates craft apprentice schools (1906) intended to fight “idleness, the school of vice and crime” (CUNHA, 2000, p. 66)<sup>3</sup>.

Therefore, it embraces Jacques Delors’ conception (1996) that advocates the principles that include learning to be, learning to do, learning to live together and learning to know, which are based on entrepreneurial pragmatism that inspires a skill – and competency – based approach in education (ROPÉ; TANGUY, 1997).

The program was, therefore, conceived and developed in the entrepreneurial world and initially managed by ICE (Instituto de Corresponsabilidade pela Educação – Institute of Educational Co-responsibility). ICE held public authorities responsible for neglecting education and raised the company to a level of alleged excellence to interfere in the education of young people, as it encourages them to participate in management, which carries the values that are dear to capitalism, such as entrepreneurship.

In that context, it becomes clear that the action was not limited to building renovation, but that it progressed on to the educational proposition and attempted to shape young people. As highlighted by Adrião and others (2018), what at first seemed to be several companies taking action to restore the physical school facilities soon turned out to be a social organization that proceeded to act on education and even on the hiring of teachers.

Those dimensions are combined with the Tear (Tecnologia Empresarial Aplicada à Educação – Business Technology Applied to Education) framework, whose main objective is to train “leaders

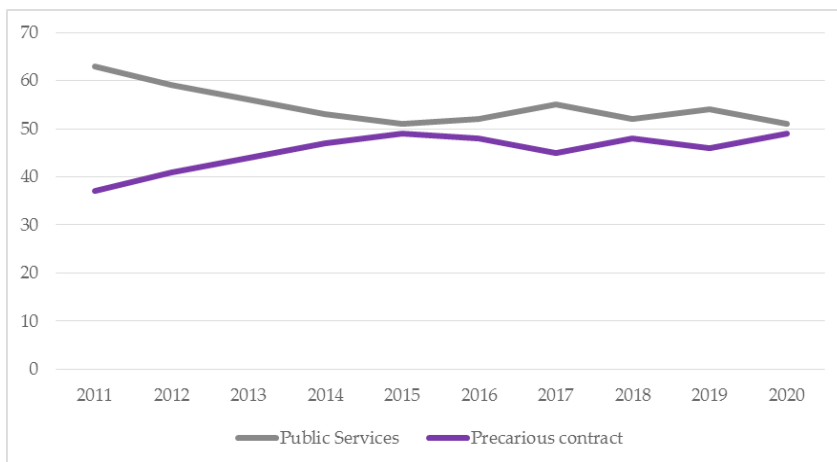
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<sup>3</sup> For more information, see Brazorotto (2021) A desigualdade de acesso ao ensino profissional no Brasil e na Alemanha [Inequalities in the access to professional education in Brazil and Germany].



and subordinates to take on a corporate attitude” (LIMA, 2011, p. 13), and take on the Unesco framework completed by Delors that preaches students’ behavioral competence.

**Graphic 1:** distribution of state (Pernambuco) Basic Education teachers, by type of contract. 2011-2020 (%)



Source: Educational Census, Inep. In: VENCO (2022). Research Report.

\* Except youth and adult education and professional education.

The aim is, therefore, to associate, on three levels, the context, in which the program was created, with teacher hiring practices. On the *macro* level, from 2011 to 2018, in average 6 out of 10 teachers in Pernambuco were employed on precarious contracts (Graphic 1). Although a reduction is observed in 2016 (48%), the state goes back to an upward trend and, in 2018, registers a rate of 52% of teachers without a public entrance exam (*concurso público*). It is to be assumed that Pernambuco has a predefined goal to reduce costs with its Public Education: on the one hand, it deprives a significant contingent of professionals of their assured right by employing them on a flexible contract, and, on the other hand, provides instability in schools, since teachers may not stay.

On the *meso* level, one can observe that the 300 schools that participate in the PEI showed a significant reduction of workplaces: 1,665 permanent and 1,180 non-permanent teaching positions were cut (Table 1).

**Table 1:** distribution of all PEI schools in Pernambuco, by percentage intervals of precarious contract, 2012 and 2018 (%)

% intervals	2012	2018
To 10	21	14
From 11 to 20	14	16
From 21 to 30	9	21
From 31 to 40	19	18
From 41 to 50	15	14
From 51 to 60	11	7
From 61 to 70	7	5
From 71 to 80	3	3
From 81 to 90	1	1
From 91 to 100	0	0

Source: Adapted from Educational Census, Inep. Authors self-elaboration.

PEI schools reveal two movements: on the one hand, there is a significant reduction of schools with less than 10% of teachers with no public entrance exam (21% in 2012 compared to 14% in 2018); on the other hand, the range of 21% to 30% of precarious contracts jumps from 9% to 21%.

On the *micro* level, one observes a similar movement in the 50 schools that have participated in the program from the very beginning: on the one hand a strong concentration in schools with up to 10% of precarious contracts in the two chosen years, possibly due to the bonuses teachers received in these schools; on the other, a significant increase in the percentage interval of 21% to 40% (Table 2).

**Table 2:** distribution of the 50 chosen PEI schools in Pernambuco by percentage intervals of precarious contract, 2012 and 2018 (abs no.)\*

	<b>2012</b>	<b>2018</b>
<b>Até 10</b>	<b>26</b>	<b>11</b>
<b>11 a 20</b>	<b>12</b>	<b>8</b>
<b>21 a 30</b>	<b>5</b>	<b>14</b>
<b>31 a 40</b>	<b>6</b>	<b>13</b>
<b>41 a 50</b>	<b>0</b>	<b>2</b>
<b>51 a 60</b>	<b>0</b>	<b>1</b>

Source: Educational Census, Inep. Self-elaboration.

\*Of the 50 schools, 1 was municipalized.

Although the program advocates the improvement of Public Education, one observes that there are neither actual efforts being made in order to expand the number of teachers entering through public entrance exams nor are professionals valued. On the contrary, the number of flexible contracts and, thus, the lack of stability at schools is increasing.

## **2.2 Programa Jovem de Futuro, in the state of Pará**

Institute Unibanco (IU) was founded in 1982. According to its proponents, its goal is to become one of the institutions in charge of private social investment by the conglomerate Itaú-Unibanco by “acting to improve the quality of Public Education in Brazil” (INSTITUTO..., 2021). One of its major programs is called Jovem de Futuro (Promising Youngster) that was launched in 2007 “with the objective to contribute to ensure that high school students have learning opportunities through an educational management geared towards continuous progress of Public Education” (INSTITUTO..., 2021).

The method was called “Management Circuit” and incorporates national metrics, the administrative structure provided for in the

Brazilian law on education (BRASIL, 1996), schools' and secretariats' culture and operation, and acts in three bodies: schools, regional branches and Secretariat (BRASIL, 1996). According to IU information, until 2020, the program had reached 3 million students of 11 states, and today is in 3,282 schools distributed in six states.

The program was implemented in the state of Pará in 2012<sup>4</sup>. According to IU, in 2015 it started a new phase by prospecting actions to be taken at 87 schools in the following four years (INSTITUTO..., 2021).

According to the report on the Education Pact of Pará (2012-2017), this initiative is strengthened through a multi-sector partnership between the nongovernmental organization (NGO) Roda Viva, government agencies at a municipal and federal level, international organizations (IDB) and the private sector (Institute Unibanco). The report highlight that these were financial, technical and programmatic partners, such as Synergos Brazil<sup>5</sup>, which took the lead in structuring the Education Pact of Pará and is member of the Group of Strategic Partners of the Education Pact of Pará (Grupo de Parceiros Estratégicos).

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<sup>4</sup> The geographic space of the state of Pará presents very heterogenous sociocultural and environmental conditions. With a population of approximately 7,581,051 people and an area of 1,247,954.32 square kilometers, Pará is the second largest federative unit of Brazil. According to Inep/MEC data, in 2017, the State Secretariat of Education of Pará reached a total of 2.339.648 students enrolled in its schools: 1.454.390 in Elementary School; 348.323 in high school; 56.510 in the Youth and Adult Education program; 602.347 in Professional Education; 235.440 in Pre-school, and 219 in Special Education.

<sup>5</sup> Synergos Institute is a global, non-profit institution that promotes articulation among diverse actors to address complex problems of poverty and create opportunities for the advancement of individuals, families and communities [...] In the case of Pará, the partnership was established due to the improvement of the state's educational results, which in 2012 were a real hindrance to development. In that year, the average years of schooling of the population was only 5.9 years, while the national average was 7.2 years. Only 30% of students finished High School, thus a vast majority was doomed to underemployment, unemployment or to marginal employment. Meanwhile, the private sector lacked skilled labor to meet the needs of an expanding market (Retrieved from <https://syngs.info/files/pacto-pela-educacao-do-para-brasil-relato-e-avaliacao-2012-2017.pdf>)

cos do Pacto Pela Educação do Pará, GPEP). Programs and projects are supported by the discursive arguments regarding the inefficiency of the public sector and the efficiency of the private sector. They develop strategies supported by a consensus around a market-based educational framework.

The Jovem de Futuro program from IU was effective in Pará from 2012 to 2018. The time series starts 2011, when there was still no school associated with the program, and ends 2018, the program's last year, showing higher enrollment rates.

**Table 3:** enrollment rates in the state of Pará for 2011, 2017 and 2018<sup>6</sup>

Enrollment			
	2011	2017	2018
<b>Brazil</b>	50.972.619	48.608.093	48.455.867
<b>Brazil - State</b>	19.483.910	16.222.814	15.946.416
<b>Pará - Total</b>	2.423.751	2.339.648	2.328.439
<b>Pará – State Total</b>	681.405	589.280	584.949
<b>Pará – High School Total</b>	352.602	359.127	359.331
<b>Pará – State High School</b>	318.094	320.765	323.205
<b>Pará – Federal High School</b>	3.682	5.099	6.229
<b>Pará – Local High School</b>	296	204	124
<b>Pará – Private High School</b>	30.530	33.059	29.773
<b>Pará - PJF</b>	167.438	127.533	124.521

Source: Greppe (2022) based on data from Educational Census, Inep.

However, although the higher enrollment rates of high school students are a positive aspect, data concerning the functional status of teachers show an increased precariousness, since the School

<sup>6</sup> Data was systematized by Santiago (2022) and presented at the Greppe Internal Seminar held in Campinas, in February 2022.

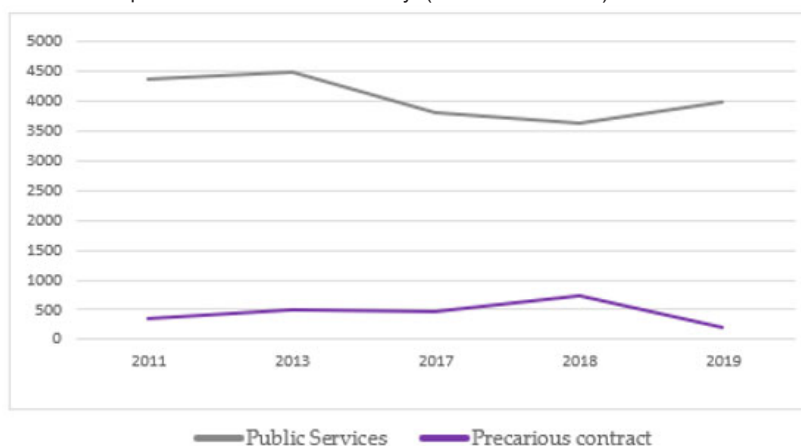
Census (MEC/Inep) suggests an expressive reduction of permanent/tenured teachers and concurrently a significant increase of non-permanent teachers. This shows a collapse of the appreciation of the value of teachers, as prescribed by constitutional provisions and infraconstitutional legislation.

**Table 4:** distribution of teachers of Jovem de Futuro schools (Pará), by type of contract. (absolute number)

Job function/Contract type/Type of affiliation (For public school teachers only)					
	2011	2013	2017	2018	2019
Public tender/effective/stable	4374	4482	3807	3614	3993
Temporary contract	349	488	467	744	201
Outsourced contract	2	0	0	3	0
Contract Consolidation of Labor Laws	0	0	0	1	1

Source: Educational Census, Inep. Authors self-elaboration: Greppe (2022) Internal Seminar held in Campinas, in February 2022

**Graphic 2:** distribution of teachers of Jovem de Futuro schools (Pará), by type of contract. For public school teachers only (absolute number)



Source: Educational Census, Inep. Self-elaboration: Greppe (2022) Internal Seminar held in Campinas, in February 2022

In the same way as the above-mentioned Article 36 of the Brazilian Constitution (BRASIL, 1988), its Article 206 (V) provides for the appreciation of the value of education professionals, warrants career plans, compliance with the national base salary, and admittance exclusively by means of public entrance exam consisting of a written exam and presentation of academic and professional credentials. Likewise, Law 9,394, Lei de Diretrizes e Bases da Educação (BRASIL, 1996) also ratifies constitutional provisions through its Articles 61 to 67, where it provides for guidelines for the training and appreciation of education professionals within the national territory, and emphasizes adequate working conditions.

### **2.3 Programa Acelera Brasil, in the state of Goiás**

The first step for the foundation of the Ayrton Senna Institute (Instituto Ayrton Senna, IAS) was the creation, in 1994, of the Ayrton Senna Foundation, in London. The same year, IAS establishes its head office in São Paulo and is able to receive royalties generated by the brand Senna. IAS arises in the midst of the implementation of neoliberal policies in Brazil, which is characterized by the minimal participation of the State in the national economy and in the labor market, the rationalization of spending in education, and the adjustment of school function, objectives and contents to the demands of the productive sector (MORAES, 2001).

IAS was appointed Unesco Chair in Education and Human Development (2005) and received the endorsement of the Organization for Economic Cooperation and Development (OECD) to join its group of partner organizations in the global network of foundations dedicated to promoting social impact. More recently, one of IAS' objectives has been to develop education solutions, research and know-how in education, educational management, assessment, and liaisons with secretariats for education.

According to its report, IAS develops actions in over 3 thousand cities across the country, and reaches over 30 million students. Programa Acelera Brasil is one of the main spaces for the realization and achievement of its goals.

The program was created in 1997 with the support of the National Fund for Educational Development (FNDE/MEC) and Petróleo Brasileiro S.A. (Petrobrás). Its pilot project initiated in 15 cities. By 1998, it had activities in 24 cities, and in states, such as Goiás and Espírito Santo.

Object of the program's action are students that present some deficit in their educational flow in the first phase of primary school (first three years) and are two or more years behind. Besides correcting the flow in networks of public schools, the program also contributes to keeping students in school by reducing dropout and in-grade retention rates. It is backed by Article 24 of the Brazilian law on education (BRASIL, 1996), which advocates acceleration classes for students with learning deficits.

In 1999, the program was implemented in all public state schools of Goiás with the objective of reorganizing the educational flow from the first to fourth grade within four years, as it is established in the Cooperation Agreement N° 030 of 2012 with the Goiás State Secretariat for Education (GOIÁS, 2012).

The object of this Agreement is stated explicitly as "technical-educational cooperation". Its proposed goal is made possible by the parties involved through the resources that are invested and the responsibilities that are shared within its scope. Based on Shiroma, Campos e Garcia (2005), one understands that it is a matter of "discursive hegemony" that the author describes, since determined items become legitimate through the actions they require.

The IAS has the responsibilities that characterize it as manager and the most interested party of the program, and takes actions



focused on: central management, material production (curriculum organization), training, indicator monitoring and evaluation, using the historical agency hiring policy to manage program actions, such as technical support and teacher training.

In this sense, the agreement gives rise to a controversial responsibility, namely the hiring required to carry out the program. Theoretically, since Goiás State Secretariat for Education (Seduc-GO) has public state teachers to implement the program, it complies with the Federal Constitution (BRASIL, 1988), according to which investiture in a public office or position is subject to prior successful completion of a public entrance exam. Conversely, the Agreement sets forth that Seduc-GO shall hire and provide “manpower, be it on a volunteer basis or not, to implement the object of this Agreement” (GOIÁS, 2012).

It is noteworthy that Seduc-GO is obliged to hire personnel, coordinators and teachers, with managerial skills, even if the hiring is done on a flexible or volunteer basis and Seduc-GO is liable for any future legal problems this may cause.

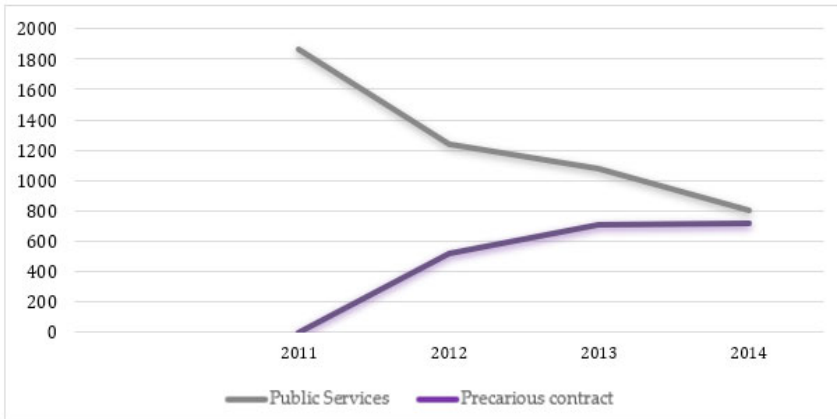
Aside from the already mentioned strategies, others can be identified in the Agreement that bring about the decline in education jobs, such as: training teachers according to principles of the Programa Acelera, holding teachers accountable for education results, and the attempt to dictate teaching methods.

The state of Goiás has both cut jobs and hired teachers without public entrance exam. In 2011, the state had 20.221 Basic Education teachers, compared to 19.048, in 2018. In the time the Programa Acelera was in effect, an increase in the number of teachers hired on precarious contracts and a decline in the number of teachers with public entrance exams can be observed.

During this period, the participating schools were not always the same. The vast majority did not stay with the program throughout

its existence. However, Graphic 3 shows the ways, by which teachers were hired by school groups, and the similarities with the hiring of teachers in the state of Goiás from 2011 to 2014.

**Graphic 3:** distribution of teachers of PAB schools in the state of Goiás, by type of contract. 2011 – 2014 (absolute number) \*



Source: Educational Census, Inep. Authors self-elaboration.

\* Except youth and adult education and professional education.

There were approximately 2 thousand permanent teachers working at participating schools in 2011 compared to approximately 800 in 2014. In addition to the increased number of teachers on precarious contracts at these schools, it stands out that the number of teachers with and without public entrance exams dropped (400 professionals were cut). However, at least in the case of the establishments that are parties to the agreement it is possible that they not only complied with eventual requirements to sign the agreement, but also with the condition of changing their hiring policy in order to be accepted into the program.

Analyzed data and documents show flexibilized hiring processes. The cooperation agreement signed by IAS and Seduc-GO encourages the noncompliance with Article 37 of the Federal Constitution, according to which public servants have to be provided via

public entrance exam, and signals the possibility of hiring temporary teachers to work in the *Acelera* program. Therefore, there are elements that converge with objective precariousness, since temporary teachers lose Social Security benefits, which are reserved to those with public entrance exams, as well employment stability.

### 3 Closing remarks

The intention of this chapter was to discuss the connection between two sides of educational policy: privatization and precarious employment relations that impact Basic Education teachers of public state schools.

Finding analytical categories indicates that privatization in public education has advanced with large strides. On the one hand, with support of public authorities, private actors have raised themselves to a condition of excellence in education and disregard the social construct created by professionals that are committed to quality public education. On the other hand, state governments empowered companies to educate future generations, thus furthering values that are dear to capitalism and withdrawing from building reflective and emancipatory thinking. On the contrary, they keep a cooperative attitude and the pseudo-harmony between capital and labor, as it is the case with socio-emotional skills that are legitimized by the federal government by means of the “common core” curriculum (Base Nacional Comum Curricular).

The Programa de Educação Integral conducted in Pernambuco subscribes to the logic of training for work and does not offer any concrete measures to reverse poverty in the state. One wonders to what extent the program is inclusive: High School students cannot stay all day in school, since they have to help support their families. Jair Ribeiro, businessman and president of *Parceiros da Educação* [Education Partners], one of the program’s private supporters,

objects to this criticism by stating that a huge inequality prevails in the country, that only a very small part of students are regularly employed and that they have to invest in their human capital in order to break the cycle of poverty to which they are destined (INSTITUTO..., 2021).

In regards to the precariousness of labor relations, one can observe that Pernambuco – despite efforts made to attract teachers to participate of PEI – presents an increasing number of temporary contracts, which is pivotal to establish quality education.

In the same way, Programa Jovem de Futuro, in the state of Pará, is fraught with entrepreneurial ideas and values, such as effectiveness and efficiency of the “New Public Management”.

Objectively, data indicates that the known social inequalities remain unchanged, and this ripples through the educational offer. As demonstrated, the School Census indicates a diversion of resources intended for the schools’ physical infrastructure and displays signs of uncertainty regarding the educational offer.

Privatization actions in the state apparatus also did not result in benefits to the career, salaries or bonuses of education professionals. On the other hand, there is evidence of an increasingly heavier workload for education professionals in the implementation of the program due to the many activities that are required. Furthermore, the decline in hiring teachers through public entrance exams and the increase in temporary contracts compromises the right to unionize, thus making this category more susceptible to instabilities and weakening the union movement. Paradox and superficial business actions to improve educational offer and teachers’ working conditions are signs of the ideological underpinnings of social responsibility and of systematized intervention intended for the proliferation of educational policies and practices that have business values as reference.

The analysis of the agreement signed by IAS and Seduc-GO points to a noncompliance with Article 37 of the Federal Constitution (BRASIL, 1988), which encourages admittance to public positions via public entrance exam. The agreement signals the possibility of hiring temporary teachers – and even volunteer teachers – to work in the Acelera program. This scenario converges with objective precariousness.

It must be brought on record that, in the case of the agreement signed by Seduc-GO and IAS, the State executes the political intentions of the private sector, which attempts to imprint public education with a managerial view – believed to be more efficient than public service principles – and thus puts the guarantee of the right to education at risk.

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