

Communication in the Brazilian National Plan of Education: a critical approach

A comunicação no Plano Nacional de Educação do Brasil: uma aproximação crítica

CAMILA ALVARENGA, FAPP-UEMG, Belo Horizonte, Brasil (camila.aha@gmail.com)

RAFAEL AQUINO, FAPP-UEMG, Belo Horizonte, Brasil (rafaelquino@gmail.com)

JOSE MARCIO BARROS, FAPP-UEMG e PUC Minas, Belo Horizonte, Brasil (josemarciobarros@gmail.com)

NUBIA BRAGA RIBEIRO, FAPP-UEMG, Belo Horizonte, Brasil (nubiabr8@gmail.com)

ABSTRACT

This paper aims to reflect upon the treatment that the current National Education Plan in Brazil¹ (PNE 2014-2024) gives to the subject of Communication. Based on the concepts of “Educommunication”² and Communicative Ecosystem, the first part of the work intends to establish a conceptual link between Communication and Education. The second part presents the two last Brazilian PNEs (2001-2010 and 2014-2024), as subsidiaries for the analysis on how the goals and strategies of both plans deal with communication. Throughout the research, it was possible to notice how the traditional stance of denial regarding today’s cultural transformations’ complexity, as well as the institutions refusal in treating what is truly experienced by the various players in the education process, actually contributes to a practice where communication is still seen as a secondary dimension and is seen through an instrumental bias.

Keywords: Communication; education; educommunication; National Education Plan; Brazil.

RESUMO

Este trabalho busca refletir sobre o tratamento que o atual Plano Nacional de Educação no Brasil¹ (PNE 2014-2024) dá à questão da comunicação. A partir dos conceitos de educomunicação² e ecossistema comunicativo o texto, em sua primeira parte, busca estabelecer uma relação conceitual entre comunicação e educação. Na segunda parte são apresentados os dois últimos PNE brasileiros (2001-2010 e 2014-2024), de modo a subsidiar a análise de como nas metas e estratégias de ambos a questão da comunicação é abordada. Foi possível perceber como a tradicional postura de negação da complexidade das transformações culturais da atualidade e a recusa das instituições em tratar o que efetivamente é vivido pelos diversos atores envolvidos no processo de educação contribuem para que a comunicação ainda seja vista como uma dimensão secundária e por um viés instrumental.

Palavras-chave: Comunicação; educação; educomunicação; Plano Nacional de Educação; Brasil.

•How to cite:

Alvarenga, C., Aquino, R., Barros, J., Ribeiro, N. (2014). A comunicação no Plano Nacional de Educação do Brasil: uma aproximação crítica. *Cuadernos.info*, 35, 69-81. doi: 10.7764/cdi.35.651

INTRODUCTION

This article aims to reflect and to discuss the guidelines of the Plano Nacional de Educação no Brazil (PNE 2014-2024), which evokes the Communication. It is a byproduct of the research *Communication and Culture: A study of social participation and proposals for consultation and public deliberation*, with financial support of the Conselho Nacional de Desenvolvimento Científico e Tecnológico³ (CNPq), the Fundação de Amparo à Pesquisa do Estado de Minas Gerais⁴ (Fapemig), and the Programa Institucional de Apoio à Pesquisa/Universidade do Estado de Minas Gerais⁵ ((PAPq/UEMG).

This text is organized into three parts. The first seeks to address the Communication and Education: a conceptual framework, where we discuss issues of conceptual and theoretical nature, passing by a literature review on the subject. The second section “The national plans of Education and perspectives of the current National Plan of Education 2014-2024 (PNE 2014-2024)” presents a brief history of national plans of Brazilian Education, and is devoted to analyzing carefully the last two of them: PNE (2001-2010) and PNE (2014-2024). The third part of this reflection “Communication in the PNE (2014-2024)” analyzes the goals and strategies that intermediate the Education and Communication relationship, and how this latter is considered in its instrumental dimension in the guidelines of that PNE.

In this proposal, the relationship between Communication and Education is understood as dialogic and dynamic activities between individuals interacting in a world of meaning, inside diverse knowledge networks and many experiences.

Communication and Education should not be understood as a transmission of contents, but as promoters of behavioral changes in individuals training, and intrinsic to the action of teaching and learning. In this regard, the current PNE still leaves something to be desired, particularly in this relationship. Communication is associated with a useful perspective, as the access to media, the expansion of digital resources, or the use and speed of computers and the internet; or to the implementation of software, portals, networks or to training personnel in the schools, without reflecting, however, on the Communication process itself and its established exchanges. In the contemporary world, globalized, in the knowledge age, we are not diminishing nor neglecting all these aspects and features, but we intend to question this relationship and to contribute in discussing the subject.

LITERATURE REVIEW

COMMUNICATION AND EDUCATION: A CONCEPTUAL FRAMEWORK

Much of the epistemological debates on Communication and Education rules focus in the discussion of the relationship between subjects and their objects. Traditional approaches in both fields work with paradigms that borrow social perspectives with a functional-pragmatic, empirical and mathematical substance, which subordinate both the educational process and the Communication, to a transmissionist idea. From this point of view, both Education and Communication are reduced to content delivery processes that require the ability to produce a message and to decode it. Communication and Education would perform their duties competently; if the initial code is unfolded in decoding on arrival. To communicate and educate would be to produce a movement of transference from one pole to another (Braga, 2006; Bruno *et al.*, 2012). In this context, on one side there is a person named sender/educator and on the other, a subject defined as a receptor/pupil, and everything that interferes with the process of encoding and decoding is treated as noise, which produces changes in the unit and identity defined by the first of them.

The functional perspective, pragmatic and empirical, even criticized and deconstructed by the interactionist approach and the cultural studies dimension, especially by the work of Martin-Barbero “From media to mediation” originally published in 1987, is still alive and active both in educational management and in the communicational processes, especially inside the institutional settings.

In this scenario, Education must be committed to promoting behavioral changes in the individuals and the teacher -process controller- should seek strategies to maximize the students’ performance, through the development of planned in advance, structured and defined products. Here the rule is the object, and the focus is on teaching techniques and strategies that lead to the student learning and not to understand what is an apprenticeship. (Bruno *et al.*, 2012, p.119).

The break point consists in the fact to overcome the opposite view of subject and object, proposing to recognize the importance of the interaction between them. In the first aspect, both Education and Communication are seen as the result of passive reception, as a consequence of a pole imposition, the emitter on another, the receiver. In the second perspective, Communication is perceived as the outcome of the reinterpretation that receivers do, inevitably.

According to Martin-Barbero (2014), Paulo Freire -a pioneer in formulating a communicational perspective of Education in Latin America inaugurates a new look on that relationship, now considered the sign of dialogism.

The dialogic texture is found both in symbol textures, as also in the subjectivity constitution: the self only becomes real in the reciprocity of interlocution. To dialogue is to expose a word to the meeting, not of a resonance, or to its echo, but of another word, the response from another. (Martin-Barbero, 2014, p. 33).

Thus, to Martin-Barbero (2014) the work of Paulo Freire allows the recognition that is through language, understood as action and expression, which occur the process of producing and circulating meanings. According to Lacan, language is more than a way to express ideas and to convey narrative discourses which may both disclose or hide, "a way of inhabiting the world, to be present in it, of sharing it with other men, more than a way to express ideas and to convey discourses and narratives, (Martin-Barbero, 2014, p. 37).

Baccega (2008) highlights how the work of Martin-Barbero allows overcoming a double risk in the reduction of this discussion. On one hand, to reflect on Communication considering the media as its exterior dimensions and as accessories; but also the mistake of thinking Communication as powered exclusively by the media, on the other. The challenge is to conceive "the field of Communication/Education as one of the places, even privileged, to produce social meanings. Beyond the media, but not without them." (Baccega, 2008, p. 3).

As a burden of this theoretical review, two conceptual frameworks are essential to analyze the relationship between Communication and Education. Especially for the reductionist and old view that even today insists on giving priority to the book as a space of reason and knowledge to the detriment of the image, still positioned as an expression of the world of irrationality, of consumeristic manipulations and political simulation (Martin-Barbero, 2014, p.45).

To the author, in the past, the aim of literacy was to generate skills for writing. Today, a time in which the information is allowing access to knowledge is set "by the different networks and images plots, and electronic scriptures" (p. 51), the book should be fundamental in early literacy. Books open us the world of writing, but

it must be accompanied by a second literacy, related to the many scriptures allowed by the audiovisual and electronic text. It is not about to think of replacing one thing for another but on the complex articulation and overlapping between them.

The first notion refers to recognize the singularity and complexity of Communication through the concepts of "communicative ecosystem" coined by Martin-Barbero, and "current communicational condition" in Orozco (2014). The second refers to the notion of "edu-Communication" (educative Communication), proposed by Kaplun and inspired by Paulo Freire. Both are present in two Brazilian authors cited in this work, as Ismar Soares and Maria A. Baccega, among others.

The communicative ecosystem perspective comes from a Pierre Lévy proposition of his book "The intelligence technologies: the future of thinking in the informatics era", about the emergence of a cognitive ecology and collective intelligence.

There is no subject or thinking substance, nor "material" or "spiritual". The thinking occurs inside a network in which neurons, cognitive modules, humans, educational institutions, languages, writing system and computers interconnect, transform and translate representations. (Lévy, 2004, p. 83).

In Martin-Barbero, we find the concept of communicative ecosystem, structured upon the recognition of the plurality and complexity of knowledge networks, increasingly mediated by technological devices, and in its structure, an expression of cultural diversity. It is the confirmation of a diffuse and disoriented process, the result of transforming hybridism between devices, languages and ways of knowing where the media are no longer taken as voids of content and producers of alienation, but become to be conceived as dense and intrinsically interconnected (Salvatierra, *s.d.*).

With the prospect of the communicative ecosystems, we are invited to recognize the new fields of subjective and cognitive experience emerging with the process of reorganization of knowledge, of the information flows, and the emergence of creative and playful exchange networks, accompanied by a new articulation between the realities in their local and global dimensions. Dynamic and plastic, the communicative ecosystem marks the life of contemporary societies, especially young people, is made up of new machinery and media,

but mainly by new languages, new standards of writing, and new knowledge, in addition to the hegemony of the audio-visual experience and the image integration to knowledge production.

Orozco called this process “contemporary communicative condition”, where the Communication takes a central place in the organization of society, the socio-cultural interactions, and mediations.

It is this Communicational condition, that allows participators of the communicative processes mediated by screens, to deconstruct, in a real or material form, and not only to reinterpret, or reframe, or symbolically deconstruct, as was always possible indeed, the objects of their communicative exchange. (Orozco, 2014, p. 31).

For the author, two changes are central to configure a contemporary communicative ecosystem. The transit from the receiver/hearing condition to the user/prosumer (term integrating producer and consumer), and the migration process from analogic to digital, both taken as epicenters of a new culture of participation, construction and identity negotiation emergence.

These are changes in the forms of producing and circulating knowledge and, according to Martin-Barbero (2014), two of the most radical transformations that any society can experiment. The knowledge transformation, now able to circulate by means different than books, changes the way we read reality; relocation allows knowledge to take place in several other spaces and other temporalities, not only in the school space-time. It is not about school obsolescence, as stated Manuel Castells (1999), but tensions that require a new institution, prepared to deal with what Edgard Morin (2001) calls “multiple bits of intelligence.”

From this broadened Communication perspective becomes another, equally important. According to Martin-Barbero (2014), “we are moving from a society with an educative system to a learning society, that is to say, whose educative network goes through everything: work, leisure, office and home, health and old age” (p. 121).

The relocation of Education means to recognize the referential pluralism for the development of a collective intelligence interacting with the educational biographies⁶. In this process, the Information and Communication Technologies (ICT) play a central role, not an accessory.

There is an intrinsic relationship between those notions and the issue of “edu-communication”, understood here as

a set of actions inherent to planning, implementation and evaluation of processes, programs and products

allocated to create and strengthen the communicative ecosystems inside educational or virtual spaces, as well as improve the Communication coefficient of educational activities, including those related to the use of informatics resources in the process of learning. In other words, the edu-communication works upon the communicative management concept. (Smith, 2002, p. 24).

In general, the edu-communicative approach proposes, by one side, the recognition of media and its Communicational mediation, their structuring presence in sociability processes, in the subjectivity construction, and inside the subject cognitive experiences. Moreover, on the other, the need and possibilities to configure the school as a dialogic space, equally sensitive and open to interactions and exchanges in a mediated space, considering the steady radicalization of its presence.

Ismar Soares define six areas for edu-communication intervention: (a) Education for Communication; (b) technological mediation in educational spaces; (c) Communication management in educational spaces; (d) communicative expression through the arts; (e) Communication pedagogy; (f) epistemological reflection on this practice.

In this context, we seek to understand how the PNE, recently approved and which will direct the priorities of public educational policies, proposes to cope these cultural transformations in which Communication and its media play a strategic dimension currently.

What drives us is to try to understand how the school is preparing itself to

... this new Communicational space, no more woven of meetings and multitudes but of disconnections, flows and networks, in which new “ways of being together” are emerging, as also other devices of mediated perception, at first by the television, then by the computer and after that, by the overlapping of the television and the internet, in an accelerated alliance between audiovisual and informational speeds. (Martin-Barbero, 2014, p. 133).

NATIONAL PLANS OF EDUCATION AND PROSPECTS OF THE CURRENT PNE (2014-2024)

The initial discussion involving public educational policies in Brazil came from the ‘30 decade timeframe, from a renewal movement organized by a group of intellectuals. That movement culminated in the drafting of a document in 1932, known as the Manifesto dos Pioneiros da Educação Nova⁷, a criticism of the educational model implemented in the country. The pioneers of New

Education stated there that the organizational system of Brazilian Education was fragmented, disjointed and devoid of any philosophical and scientific spirit. In contrast to the established model, the pioneers proposed in the Manifesto, a universal Education, accessible to all, secular, free and compulsory.

In the 1934 Constituent Assembly, the Manifesto had repercussion. However, the Assembly committed the Conselho Nacional de Educação⁸ to prepare the Plano Nacional de Educação (PNE)¹, and also assigned to the states and to the Federal District, the attributions to organize and maintain educational systems in their respective territories. In the context of the origin of the PNE, there were two divergent visions, the government on one hand, and the educators movement favorable to the Education renewal, by the other,

while to educators aligned with the renewal movement the educational plan was an introductory tool for scientific rationality in Education policy, to Getulio Vargas and Gustavo Capanema the plan was convertible into a disguised tool to put on rational and political-ideological control, exercised by educational policies. (Saviani, 2010, p. 389).

In 1937, the Conselho Nacional de Educação addressed a bill before the Presidency of the Republic, while in this period happened the coup d'état legitimizing the Estado Novo dictatorship, this fact prevented the continuity of the discussions. According to Azanha (1993), although the idea of the PNE was a result of the Manifesto positions and its subsequent campaigns, the 37 Plan consolidated a complete denial of the theses defended by the educators related to the movement.

In 1962, another PNE was established from the date of entry into force of the first Lei de Diretrizes e Bases da Educação Nacional, Lei Nº 4.024⁹ (Law of Directives and Bases of National Education, Law No. 4024), of 1961. However, its 1965 revision introduced decentralized standards stimulating the development of state plans.

In 1966, a new revision called Plano Complementar de Educação¹⁰ changed the distribution of federal funds. However, during the military dictatorship this plan served for the establishment of a technocratic rationality and the introduction of a technicality design, stifling the changing desires and excluding the social participation of the educational process.

The Federal Constitution of 1988 raises again the idea of a long-term PNE that makes feasible its coordination and integration to the educational area. The Article 214 of the Constitution addresses this requirement:

Art. 214. The law shall establish a national plan of Education, of ten-year duration, with the objective of coordinating the national system of Education, in collaboration regime, to set guidelines, objectives, targets and to implement strategies ensuring the maintenance and development of Education at its various levels, stages, and modalities; through integrated actions of the public authorities at different federal levels, leading to (Writing amended by the Constitutional Amendment No. 59, 2009):

I - Eradication of illiteracy;

II - Universalization of school assistance;

III - Improving the quality of Education;

IV - Job training;

V - Humanistic, scientific and technological promotion in the country;

VI - To establish as a goal, the use of public resources for Education in proportion to Gross Domestic Product. (Included by the Constitutional Amendment No. 59, of 2009).

The enactment of Constitution of '88, amidst Brazilian society questionings and the democratic process in the country, contributed to initiating the design of a Plano Nacional de Educação. The adoption of the Lei de Diretrizes e Bases da Educação Nacional (LDB)¹¹, of 1996 (known as Law 9.394) also impulsed the process. Therefore, the LDB determined that the Federal Government must submit, within a year, the PNE to the National Congress, including guidelines and targets for the next decade. However, it is notable that prior to PNE (2001-2010) implementation, "The first effective step towards defining a new Education policy under the aegis of the new Constitution, came before the LDB with the elaboration of the Plano Decenal de Educação para Todos - 1993-2003¹² by the Ministério de Educação¹³ (MEC) in 1993. (Bordignon, Queiroz and Gomes, 2011, p. 20).

The mobilization around the PNE elaboration came from the discussion fostered by various sectors of society. The Fórum Nacional em Defesa da Escola Pública¹⁴ held in 1996 and 1997, the first and the second Congresso Nacional de Educação¹⁵ (CONED), which systematized contributions from different segments. Also, there were seminars, debates, and meetings in various regions of the country, with the participation of student movements, trade unions, and academic associations.

The processing of the project that establishes the PNE (2001-2010) for Brazil, as federal law, began in 1998 and was approved by the Lei 10.172, of January 9, 2001. The vetoes imposed by President Fernando Henrique Cardoso to its enacting, show the presence of remnant civil conflicts inside the country, as the recognition of

Education as a social right (Aguiar, 2010). The executive imposed nine vetoes to PNE sub-items, 7 of which related to financing arrangements and 5 concerning to higher Education. According to Dourado analysis (2010):

Despite the wide range of targets, indicating major challenges for the improvement of national Education, the PNE (2001-2011) configures a formal plan, marked by the absence of specific funding mechanisms. Another aspect to highlighted is the global dynamic of planning adopted, not affected the budget organic nature to give concreteness to the PNE goals since the development process of the Plano Plurianual¹⁶ (PPA) and its revisions do not consider the PNE. This scenario is revealing one of its primary structural limits. (pp. 684-685).

Even though the process has been slow, with mishaps and vetoes until the creation and approval of the PNE (2001-2010), it is crucial because it brought the social participation in debates to maturing the struggles for Education as a right and to exercise their citizenship, until then historically stifled. In this sense, the first Conferência Nacional de Educação¹⁷ (CONAE), which took place in Brasilia from March 28 to April 1, 2010; opened a large forum for debate with the motto "Building a nationally articulated system of Education: National Plan of Education, its guidelines and action strategies". This conference could add for the first time, representatives of the federal government and segments of the civil society which discussed important reflections on controversial issues, such as funding and Education management.

The new National Plan of Education (PNE 2014 - 2024) enacted by Law 13005/2014, contains many expectations and challenges, the version had no vetoes, was approved by the Congress and was published by the federal government on June 26, 2014. This document establishes guidelines, goals and strategies of Brazilian educational policies for the next ten years. Also, the PNE covers all levels and educational modalities. Regarding the guidelines, the Art.2o. establishes:

- I) Eradication of illiteracy;
- II) Universalization of school assistance;
- III) Overcome educational inequalities, emphasizing the promotion of citizenship and the elimination of all forms of discrimination;
- IV) Improvement of the Education quality
- V) Training for work and citizenship, with emphasis on moral and ethical fundamentals of the society;
- VI) Promotion of democratic management principle of public Education;

- VII) Advancement of humanistic, scientific, cultural and technological development in the country;
- VIII) Establishing the goal for the use of public resources on Education proportionally to Gross Domestic Product - GDP, ensuring to meet the expansion needs, according to quality and equity standards;
- IX) Valuation of professionals in Education;
- X) Promoting the principles regarding the respect for human rights, diversity, and environmental sustainability. (BRASIL. Lei No. 13005 of June 25, 2014).

As stated Professor Catarina de Almeida Santos, one of the most significant achievements of civil society, approved and integrated on the new PNE is about the "allocation of at least 10% of Brazilian GDP, of public investment in public Education." (07/07/14). Thus, according to the Goal 20, it highlights the need to increase the funding for public Education:

to expand the public investment in public Education, to reach at least, the of 7% (seven percent) level of the country's GDP in the 5th (fifth) year of this Act; and at least, the equivalent to 10% (ten percent) of GDP at the end of the decade.

As a strategy to meet the Goal 20, the proposal considers as sources of funding, the oil and natural gas exploitation, and also increasing the monitoring of the revenue for Education. However, the path to achieving this Goal is still to be discussed. Another challenge is the social appropriation of the Plan by the society, and to remake and rethink the plans at municipal and state levels before a Brazilian reality different and plural.

Other goals stand out, like Integral Education, Vocational Education and the construction of a democratic management. Highlighting important objectives as the literacy of all children by the end of the third year of primary schooling, eradication of illiteracy, the inclusion of every child aged four and five years in preschool and access to childcare. (Understand the main points of the National Plan of Education. *s.d.*)

Concisely, PNE (2014-2024) has ten guidelines and twenty goals, defining the Brazilian educational policy dealing with expanding access to Education. It is about, in general, from elementary Education to technical and higher Education, for free and qualified; on training and career development programs for teachers, and also about the management and financing of Education in the country.

The PNE (2014-2024) promises discussions and challenges, but also delineates an important field for debate and social participation. Among the advances, for example, the following items are evident:

Article 7° § 4° There will be specific collaborative arrangements for the implementation of Education modalities that need to consider ethnic-educational territories and the use of strategies that take into account the identities and socio-cultural and linguistic specificities of each community involved, ensuring prior consultation and information to that community.

Article 8° § 1° II To consider the particular needs of populations of the countryside and from indigenous and maroon communities ensured educational equity and cultural diversity.

The advances perceived in the above articles, fruits of social pressure, although mentioned in the PNE (2001-2010), refer to the recognition of social, ethnic and cultural Brazilian diversity, and to the access to public policies by communities that historically struggle for its rights.

Finally, we should mention that the evaluation of real challenges and advances in Education will occur with the implementation of the PNE (2014-2024). The goals to achieve, such as idealized, still must travel the pathway to its effectiveness, or not. Social participation and continuous evaluation will allow us to see the results. Also, it is expected the PNE to be above the political interests and games, and of electoral and governmental supporters, to advance in questions of fact and law, as also in the access to qualified public Education.

The following section contains an analysis of the two new PNE, but mostly of the current PNE (2014-2014), trying to elucidate how is handled and proposed the Communication, considering the points mentioned in the first part of this text.

COMMUNICATION IN THE PNE (2014-2024)

The PNE (2001-2010)¹⁸ refers very briefly to Communication, and always from an instrumental perspective, now dealing with information and Communication infrastructure for traditional Education and Distance Learning; now to convene the media as space for awareness campaigns. We do revise how it happens.

Regarding Elementary Education at Fundamental Education level, it is confirmed the need to ensure the improvement of the physical infrastructure of schools, with access to computers and technology as educational multimedia. As for Secondary Education, in addition to the same issue of infrastructure, the text presents, in Goal 11 the commitment to “Adopt measures for

the progressive universalization of Communicational networks, for the improvement of teaching and learning.” There is not, however, in the latter version, a definition of what is a communicational network. Given the moment of its elaboration, certainly it does not refer to what is now commonly understood by networks, particularly social networks and/or academic collaboration.

As for Youth and Adult Education, the document states in its guidelines, the importance of the mass media for national mobilization to favor the broadening of educational access. About the deficit of training at all levels and types of Education, the Plan proposed the official encouragement to the development of distance learning.

Interestingly, in argument, the text states that communication technologies must not restrict its potential in Distance Education (EAD). When trying to explain this expansion of importance, however, the document reproduces the reductionist logic explained in the first part of this text.

In addition to these issues, interestingly, the Goals 4-8, regarding Distance Education, the PNE 2001-2010 proposed some operational measures aiming to reduce costs and the diffusion of content, diminishing idealities not fulfilled, according to its economic and political repercussions. Only two exceptions refer to the public communication channels that, by legal definition, already perform such proposed activities; and the diffusion of partial images related to gender and ethnic issues, which was the object of significant advances in Brazil thanks to other political, social and institutional movements.

About the Training Guidelines for teachers and their valorization, the document considers in a vague and random manner, the need for acquiring skills to the “mastering of new communication and information technologies, and the ability to embed them in the practice of teaching” (p. 50).

In the chapter devoted to Resources and Finance, it is once again vague and imprecise, the document mentions the need to ensure the income from the Ministério das Comunicações¹⁹ resources to present the communication technology in schools.

As can be seen, the notion of Communication handled in the PNE (2001-2010) reproduces the instrumental paradigm, perfunctory, added to the lack of management and monitoring instruments, contributed to an unsuccessful treatment of Communication processing by public policies of Education.

See how this happens in the PNE (2014-2024)²⁰. The thematic of the 20 Goals integrated into the document are as follows:

- 1 - Early Childhood Education
- 2 - Elementary school
- 3 - High school
- 4 - Special/Inclusive Education
- 5 - Literacy
- 6 - Integral Education
- 7 - Appropriate learning at the right age
- 8 - Average Education
- 9 - Literacy for youth and adults
- 10 - Young and Adults Education integrated into professional Education
- 11 - Professional Education
- 12 - Higher Education
- 13 - Higher Education Teachers
- 14 - Graduation
- 15 - Teachers Training
- 16 - Continuing Education and Graduate teachers
- 17 - Teachers valorization
- 18 - Teaching career plan
- 19 - Democratic management
- 20 - Educational funding

In none of them, the Communication is addressed or even mentioned, such references are found only in the strategies section, revealing the domain of a useful perspective once again. In this sense, in a set of over 250 strategies and Communication appears in 19 of them. Still, to achieve the goals the Communication is embedded into a strategy, and considered an investment in new technologies, in equipment, in the expansion of network access, in the use of computers, the internet, and other digital technology resources.

Goals 3 and 4, despite their specificities regarding population and age group, concern to the universalization of school assistance. Goal 7 refers to the promotion of quality of basic Education. All Goals involve two important points, as universalize and foster quality in Education, but the strategies to achieve them evoke the relationship with Communication inside the field of technology. Below is the list of the strategies mentioning the Communication in Goals 3, 4 and 7:

Goal 3 - Strategy 3.1, To institutionalize a national program for high school renewal, to encourage teaching practices with interdisciplinary approaches, structured by the relationship between theory and practice. Through school curricula that organize in a flexible and diverse way, required and

elective contents, articulated in *dimensions such as science, work, languages, technology, culture and sports. Ensuring the acquisition of equipment and laboratories, the production of specific teaching materials, continuous teacher training, and with links to academic, sports and cultural institutions (emphasis is ours).*

Goal 4 - Strategy 4.10. To encourage research aimed to the development of methodologies, teaching materials, *equipment and assistive technology resources*, to promoting the teaching and learning as well as the accessibility conditions of students with disabilities, global disorders development and high abilities or giftedness (emphasis is ours).

Goal 4 - Strategy 4.6. To maintain and expand supplementary programs to promoting accessibility in public institutions, to ensure access and permanence of students with disabilities through architectural adaptation. The transport supply available and the provision of the didactic material and assistive technology resources, also ensuring, in the school context and at all stages, levels and types of Education, the identification of students with high abilities or giftedness (emphasis is ours).

Target 7 - Strategy 7.15. To universalize, until the fifth year of this PNE, the *access to the World Wide Web in high-speed broadband. To triple by the end of the decade, the computer/student ratio in the schools* of public elementary Education, promoting the pedagogical use of the information and communicational technologies (emphasis is ours).

Target 7 - Strategy 7.20. To provide *equipment and digital technology resources* for educational use in the school environment to all public schools of Elementary Education, creating even mechanisms to implement the necessary conditions for the universalization of libraries in schools with access to *digital networks of computers, including the internet* (emphasis added).

Without any doubt, to access modern technologies and resources is crucial in a digital world immersed in the information and knowledge age. However, Communication is not restricted to the use of technologies as useful tools, but as a form of interaction and with a dialogical perspective, especially when reflected in Education.

As exposed above, the already described strategies from the PNE insert the Communication as a means of achieving goals set in the acquisition and expansion of technology in the school environment. However, its meaning as a language to produce knowledge and

sharp vision is restricted, as well as its understanding of the dialogic process.

It is necessary to move forward on the discussions involving the relation Education and Communication, to allow the understanding and harnessing of this latter in the sense of its inter-relation between subjects and the production of knowledge, through communicative dialogue, as noted by Paulo Freire (quoted in Lima, 2010). Hardware, software, computers, the internet, and digital resources are not an end themselves, but elements of a process to provide the ability to look critically, giving sense to Education itself and its relationship with Communication.

The educational or pedagogical technologies for the Education renewal, as mentioned in the current PNE, are incorporating the use of tools to the learning process. In this sense, it is interesting to note the treatment of using technology, for example, as is pointed out in the “Guia de Tecnologias Educacionais da Educação Integral e Integrada e da Articulação da Escola com seu Território”²¹ (Secretaria de Educação Básica²², 2013).

One of the areas covered in that guide is the relationship between Communication and technology. It is called, “Communication and media use”. They both are highlighted, but the focus is still instrumental, which is nonetheless important, but there is no progress in the reflection on communicative ecosystems or the field of cognitive experience as part of the process of collective knowledge and dynamic languages. In this way and for better understanding the integration of educational technologies in the PNE (2014-2024), we present the strategies as they are mentioned there:

Goal 2 - Strategy 2.6. To develop pedagogical technologies that combine, in an articulated way, the organization of time and educational activities between the school and the community environment, considering the specificities of special Education, rural schools, and indigenous and quilombolas²³ communities;

Goal 5 - Strategy 5.3. To select, certify and disseminate educational technologies for children literacy, ensured the diversity of methods and pedagogical proposals, as also the monitoring of results of Educational systems that use them; providing them preferably, as open educational resources;

Goal 5 - Strategy 5.4 foster the development of educational technologies and innovative teaching practices to ensure literacy and promote the improvement of student flows and learning of (the) students (as) considered the various methodological approaches and their effectiveness;

Goal 5 - Strategy 5.6 promoting and encouraging initial and continuing Education of teachers (as) for literacy of children with the knowledge of new educational technologies and innovative teaching practices, stimulating articulation between rigorous post-graduate programs and actions Continuing Education of teachers (as) for literacy;

Goal 7 - Strategy 7.12. To encourage the development, To select, certify and disseminate educational technologies for early childhood Education, elementary school, and high school, and to encourage innovative teaching practices, ensuring improved school flow and learning. To guarantee the diversity of methods and Educational proposals, with preference for free software and open educational resources as well as the monitoring of results in educational systems that apply them;

Goal 15 - Strategy 15.6. To promote the curricular renovation of undergraduate, stimulating pedagogical renewal to guarantee the focus on the student learning, dividing the workload in general training. Training in the area of knowledge and specific teaching, incorporating current information and Communication Technologies, according to the national common basic curriculum of Elementary Education, mentioned in strategies 2.1, 2.2, 3.2 and 3.3 of this PNE.

The strategies address the educational technologies without a deeper reflection, *i.e.*, the technologies as a social process, and the configuration of identities in the contemporary world. The discussion of educational technologies should include the Communication in human relations, with a component focus on the construction of autonomy of the subjects.

The strategies contained in the PNE about the school management and the administrative activities aim once again, to an informatic and computerized use. They also involve the training of personnel to use platforms, portals, software, or to obtain teaching materials, without the concern to produce knowledge about reality with the data obtained through the digital process itself.

Goal 7 - Strategy 7.22. **Fully computerize** the management of public schools and Education departments in States, the Federal District, and the municipalities; as well as maintaining a national program of initial and continuing training of Education department's technical staff (emphasis is ours).

Goal 15 - Strategy 15.4. To consolidate and expand the

electronic platform to organize the offer and enrollment in initial training and the process of continuing Education for professionals; as well as to disseminate and update their electronic curricula (emphasis is ours).

Goal 16 - Strategy 16.4. To expand and consolidate an **electronic portal** to support the work of teachers and teachers of Elementary Education, providing free textbooks and supplementary teaching materials, including those of accessible format (emphasis is ours).

Goal 8 - Strategy 8.1. To *institutionalize programs and develop technologies for flowing correction*, for individualized educational support, for recovery and partial progression, as well as to prioritize students with outdated academic achievement, considering the particularities of population segments considered (emphasis is ours).

The Strategy 9.11 from Goal 9 highlights the training programs for social inclusion, to invest in training of young and adults. In Goal 10, Strategy 10.6, the use of technology is related to the labor market, necessary strategies undoubtedly. We are not questioning these strategies here, but the fact of do not go beyond their instrumental use.

In Goal 12, the Strategy 12:21 for higher Education, proposed “to strengthen the physical networks of multifunctional laboratories of Higher School Institutions (HIS) and ICTs in strategic areas defined by public politics and national science strategies, technology and innovation.” However, the text does not indicate how this strengthening will occur, and even then, the line of reasoning adopted indicates a technical sense. Similarly, in Strategy 14:11 in Goal 14, the research gains ground at last. However, it appears focused on a businesses competitiveness goal, to “expand investment in research focused on the development and stimulating innovation and increasing training of human resources for innovation, seeking to enhance the competitiveness of technology-based companies.” This statement implies that research is far from the relationship with the citizenship training and also, from the understanding of Communication as discussed in the first part of this article.

The strategies previously exposed in this part of the study, suggest that many reflections and debates are necessary for the progress of the dialogue between Education, and Communication can emerge to produce knowledge and to form citizens, beyond mastering the use of technologies.

CONCLUSIONS

The proposition of PNEs represents significant progress towards a democratic practice of elaborating public policies for Education in Brazil, in at least two dimensions. The first refers to the participatory model involving holding public conferences Education, both at the municipal, state and national level. From those participatory structures arise the claims, proposals, and demands of the various educational sectors, councils and managing organisms, representing different social and educational professionals analyzed them to configure the plans that transformed into laws, helped to determine the priorities for public educational actions.

Therefore, it is a breakthrough in the way to Brazil became institutionalized after the Federal Constitution of 1988 and, especially after the accession to power of more progressive governments, the elaboration of public policies. Another point of great importance is the attempt to establish ten-year planning models, to overcome the discontinuities and ruptures operated according to government's changes.

However, to this article purposes, to understand how the last two and most important PNE considered the issue of Communication, the results seem limited and misguided. The most worrying thing is that Plans reiterate dissenting positions regarding the real world in which students, teachers, and technicians establish their elementary social interactions, and construct their identities, subjectivities, and knowledge.

By reducing the Communication issue to their instrumental and accessories aspects in Education, the PNE restates the traditional denial posture of the complexity of the cultural aspects of current transformations, strengthening the refusal of institutions in dealing with by the different actors' real experiences during the Education process. As Martín Barbero suggests (2014), it seems to be a refusal to recognize the new fields of experience emerged with the reorganization of knowledge, information flows, and of creative and recreational exchange networks, as well as a new conjuncture between life in their local and global dimensions.

The Communication is still not considered through the power of edu-communicative processes attuned to the communicative ecosystem where schools belong. The PNEs of Brazil insist on maintaining the Communication as external, secondary and auxiliary means. Far from being set in recognition of a time of new practices, relocated and decentralized, where technologies play a fundamental role as a mediator of affective and cognitive processes, the strategies reveal

a conservative and one-dimensional character.

The instrumental use of means to relieve the boredom of school routine reveals how the school “uses them only as an external aid for the educational process, or as purely formal exercises ... they do not use them as technologies of knowledge...” (Martin-Barbero, 2014, p. 66). The emergence of a different condition senders, as well as receptors, seems still far from the plans propositions.

We must remember here that such plans, despite the strong governmental presence, are built in a participatory manner, makes the situation even more complicated. The agents of this refusal are not only the cultural managers. Teachers and specialists also have a great responsibility. The new modes of perception and language; the new sensibilities and forms of sociability; the production of meanings and writing, which altered the cognitive and institutional status of knowledge conditions. They all removed, according to Martin-

Barbero (2014), the boundaries between reason and imagination still seems beyond recognition or the denial object of Education agents. We are facing an overlapped reality of narrative and discursive genres, and the transformation of the ephemeral in a key of production and aesthetic enjoyment.

Our institutions entered into the world of communicative ecosystems revealing other forms of participation, belonging, and sociability; still seem to refuse to this evidence. It is not to frighten, therefore, the fact that Education in Brazil still faces the difficulty of setting up as a public good, and the school still struggling to be recognized as a cultural tool essential for citizenship. Also, we still look for knowledge with eyes that insist on seeing in Education a civilizing mission refusing its protagonists current experiences and therefore, not seeing the evidence of future but sheltering old conceptions and practices.

FOOTNOTES

1. Brazilian National Plan of Education
2. educative communication
3. National Council of Scientific and Technologic Development
4. The Minas Gerais State Foundation for the Research Support
5. The Institutional Program of Research Support/Minas Gerais State University
6. Translator's Note: This concept refers to biographic mediation as a tool for teacher's education and to the biographic movement.
7. New Education Pioneers Manifest
8. National Council of Education
9. Directives and Bases of National Education Law , Law No. 4024
10. Supplementary Plan of Education
11. Guidelines and Bases Law of National Education
12. Ten-Year Plan for Education for All - 1993 to 2003
13. Secretary of Education
14. National Forum in Defense of Public School
15. National Education Congress
16. Multi-Year Plan
17. National Conference on Education
18. The full document may be retrieved at http://www.planalto.gov.br/ccivil_03/_Ato2011-2014/2014/Lei/L13005.htm
19. Secretary of Communications
20. The full document may be retrieved at http://www.planalto.gov.br/ccivil_03/_Ato2011-2014/2014/Lei/L13005.htm
21. Guide of educational technologies of the Integrated and Inclusive School, and of the school linkage with its territory.
22. Secretary of Elementary Education
23. Translator's Note: The descendants of Afro-Brazilian slaves who escaped from slave plantations that existed until abolition in 1888 and residents of a quilombo. Retrieved from <https://pt.wikipedia.org/wiki/Quilombolas>

REFERENCES

- Aguiar, M. A. da S. (2010). Avaliação do plano nacional de educação 2001-2009: questões para reflexão [Evaluation of national education area 2001-2009: questions for reflection]. *Educação & Sociedade*, 31(112), 707-727.
- Azanha, M. P. J. (1993). Políticas e Planos de Educação no Brasil: Alguns Pontos Para Reflexão [Education Policies and Plans in Brazil: Some Points For Reflection]. *Caderno de Pesquisa* (85), 70-78.
- Baccega, M. A. (2008). Campo Comunicação/Educação: mediador do processo de recepção [Communication Field / Education: mediator of the reception process]. *NP Comunicação Educativa, VIII Encontro dos Núcleos de Pesquisa do XXXI Intercom*. In: <http://www.intercom.org.br/papers/nacionais/2008/resumos/R3-0134-1.pdf>
- Barros, J. M. & Ribeiro, N. B. (2014). Participação Social e o Decreto da Polêmica [Social participation and the Decree of Controversy]. *GP Comunicação para a Cidadania, XXXVII Intercom*. In: <http://www.intercom.org.br/papers/nacionais/2014/resumos/R9-2374-1.pdf>
- Bollmann, G. M. (2010). Revendo o plano nacional de educação: proposta da sociedade brasileira [Reviewing the national education area: proposal of Brazilian society]. *Educ. Soc.* 31(112). In: http://www.scielo.br/scielo.php?pid=S010173302010000300002&script=sci_arttext
- Bordignon, G., Queiroz, A. & Gomes, L. (2011). Plano Nacional de Educação. O planejamento educacional no Brasil [National Education Area. Educational planning in Brazil]. *Fórum Nacional de Educação*. In: http://fne.mec.gov.br/images/pdf/planejamento_educacional_brasil.pdf
- Braga, J. L. (2006). *A sociedade enfrenta sua mídia: dispositivos sociais de crítica midiática [Society faces its media: media critical social devices]*. São Paulo: Paulus.
- Bruno, A. R.; Pesce, L. M. & Bertomeu, J. V. C. (2012). Teorias da educação e da comunicação: fundamentos das práticas pedagógicas mediadas por tecnologias [Theories of education and communication: foundations of mediated technologies teaching practices]. *Revista Teias*, 13(30), 119-143. In: <http://www.periodicos.proped.pro.br/index.php/revistateias/article/view/1366>
- Castells, M. (1999). *A Era da Informação: economia, sociedade e cultura [The Information Age: Economy, Society and Culture]*. São Paulo: Editora Paz e Terra.
- Dourado, L. F. (2010). Avaliação do Plano Nacional de Educação 2001-2009: questões estruturais e conjunturais de uma política [Evaluation of the National Education Area 2001-2009: structural and economic issues of a politic]. *Educação & Sociedade*, 31(112), 677-705.
- Entenda os principais pontos do Plano Nacional de Educação (s.f.). In *Educação de g1. globo.com*. In: <http://g1.globo.com/educacao/noticia/2014/06/entenda-os-principais-pontos-do-plano-nacional-de-educacao.html>
- Lévy, P. (2004). *As tecnologias da Inteligência – O futuro do pensamento na era da informática [Intelligence technologies - The future of thought in the informatic age]*. São Paulo: Editora 34.
- Lima, V. (2010, 16 de abril). Paulo Freire, direito à comunicação e PNDH3. *Carta Maior*. In: <http://www.cartamaior.com.br/?/Coluna/Paulo-Freire-direito-a-comunicacao-e-PNDH3/22170>
- Martín-Barbero, J. (1997). *Dos meios às mediações: comunicação, cultura e hegemonia [From media to mediations: Communication, culture and hegemony]*. Rio de Janeiro: Editora da UFRJ.
- Martín-Barbero, J. (2014). *A comunicação na educação [Communication in education]*. São Paulo: Contexto.
- Morin, E. (2001). *Os sete saberes necessários à educação no futuro [The seven knowledge necessary for education in the future]*. São Paulo: Cortez/ Brasília, DF: UNESCO.
- Orozco, G. G. (2014). *Educomunicação – recepção midiática, aprendizagens e cidadania [Educational communication - media reception, learning and citizenship]*. Petrópolis: Paulinas.
- Plano Nacional de Educação (2000). In: <http://planipolis.iiep.unesco.org/upload/Brazil/Brazil%20Plano%20nacional%20de%20educacao.pdf>
- Plano Nacional de Educação (2014). In: http://www.planalto.gov.br/CCIVIL_03/_Ato2011-2014/2014/Lei/L13005.htm

- Salvatierra, E. (s/d). *Ecosistema Cognitivo e Comunicativo [Cognitive and Communicative ecosystem]*. In: <http://www.usp.br/nce/aeduoeducacao/saibamais/textos/>
- Santana, A. E. (2014, June 01). PNE: 10 perguntas para tirar suas dúvidas sobre o Plano Nacional de Educação [PNE: 10 questions to answer your questions about the National Education Plan]. *Portal EBC*. In: <http://www.ebc.com.br/educacao/2014/07/entenda-o-pne>
- Santos, C. A. (2014, July 07). Brasil tem novo Plano Nacional de Educação [Brazil has new National Education Plan]. *Universidade de Brasília*. In: <http://www.unb.br/noticias/unbagencia/unbagencia.php?id=8699>
- Saviani, D. (2010). Sistema Nacional de educação articulado ao Plano Nacional de educação [National education system articulated to the National Education Plan]. *Revista Brasileira de Educação*, 15(44), 380-392.
- Secretaria de Educação Básica. *Guia de Tecnologias Educacionais da Educação Integral e Integrada e da Articulação da Escola com seu território, 2013 [Educational Technologies Guide of Integral and Integrated Education at School with its territory, 2013]*. Brasília, DF: Brasil, Ministério da Educação.
- Soares, I. de O. (2002). Gestão comunicativa e educação: caminhos da educomunicação [Communicative management and education: educational communication paths]. *Comunicação & Educação*, (23), 16-25.
- Soares, I. de O. (2011). *Educomunicação: o conceito, o profissional, a aplicação – contribuições para a reforma do Ensino Médio [Educommunication: the concept, the professional, the application - Contributions to reform high school]*. São Paulo: Paulinas.
- Vianna, C. E. & Mello, L. F. de. (2013). Cultura Digital e a Educomunicação como Novo Paradigma Educacional [Digital Culture and Communications Education as New Educational Paradigm]. *Revista FGV Online*, 3(2), 36 – 57. In: <http://sv.www5.fgv.br/fgvonline/revista/home.aspx?pub=1&edicao=6>

ABOUT THE AUTHORS

Camila Alvarenga, Graduated in Social Communication by Pontifícia Universidade Católica de Minas Gerais, and in Business Process with a mention on Organizational Management of Third Sector by Universidade do Estado de Minas Gerais. Professor Alvarenga is a member of the Study Group on Cultural and Media Diversity. Scholarship of Scientific Initiation in the project “Communication and Culture: A study of social participation and the proposals for public consultation and deliberation processes”. CNPq / FAPEMIG.

Rafael Aquino, Graduated in Management Process, with a mention on Organizational Management of Third Sector by Universidade do Estado de Minas Gerais. Professor Aquino is a member of the Research Group on Cultural and Media Diversity. Cultural Policy Coordinator of the Fundação Cultural at the Município de Contagem. Volunteer Scholarship of Scientific Initiation in the project “Communication and Culture: A study of social participation and the proposals for public consultation and deliberation processes”. CNPq / FAPEMIG.

Jose Marcio Barros, M.A. in Anthropology by UNICAMP, and Ph.D. in Communication and Culture by UFRJ. Professor and Researcher on Communication at Pontifícia Universidade Católica de Minas Gerais. Specialization Course on Management Coordinator at Universidade do Estado de Minas Gerais. Coordinator of the Cultural Diversity Observatory. Professor Barros is a member of the Research Group on Cultural and Mediatic Diversity. Project Coordinator in the project “Communication and Culture: A study of social participation and the proposals for public consultation and deliberation processes”. CNPq / FAPEMIG.

Nubia Braga Ribeiro, M.A in Social History, Ph.D. of Sciences in Social History by Universidade de São Paulo. Specialization Course on Public Management Coordinator at Universidade do Estado de Minas Gerais. Dr. Ribeiro is a member of the Research Group on Cultural and Mediatic Diversity. Researcher in the project “Communication and Culture: A study of social participation and the proposals for public consultation and deliberation processes”. CNPq / FAPEMIG.