



Pathways of Child Education: from the 1988 Constitution to the BNCC

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ABSTRACT

In this article, which is part of a master's dissertation, we will present and discuss the main opinions and principles of the legal documents from the 1988 Federal Constitution to the BNCC for Early Childhood Education, in order to understand the contribution of each document to the Policies of Early Childhood Education. It was based on the principles of historical-critical methodology and was delineated theoretically, bibliographical and documentary, with a qualitative approach. We chose the procedure of content analysis for the description, the understanding and the interpretation of the materials found. The results reveal the contradictions between the legislation and the educational practice, as well as the historical constituent aspects of the subject. From the context, it can be concluded that the Public Educational Policies for Early Childhood Education urgently need measures by which politicians and managers invest resources in the educational field, such as: support to teachers and managers with quality training (initial and continued), planning of the infrastructure of work and the materials adapting them to the age group, professional valorization, with the presence of professionals of the education in the elaboration of the laws and public policies, among other actions. This means letting go of the promises, the tireless reforms and the discontinuity of public policies. And we understand that BNCC's analysis is indispensable when we study public education policies, as it is the most recent document of curricular policy.

KEY WORDS

Public educational policies. Child education. BNCC.

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Caminhos da Educação Infantil: da Constituição de 1988 até a BNCC

RESUMO

Neste artigo, que é parte de dissertação de mestrado, vamos expor e discutir os principais pareceres e princípios dos documentos legais desde a Constituição Federal de 1988 até a BNCC para a Educação Infantil, com o intuito de compreender a contribuição de cada documento para as Políticas de Educação Infantil. Foi baseado nos princípios da metodologia histórico-crítica e foi delineado de forma teórica, bibliográfica e documental, com enfoque qualitativo. Elegemos o procedimento de análise de conteúdos para a descrição, compreensão e interpretação dos materiais encontrados. Os resultados revelam as contradições entre a legislação e a prática educacional, assim como levanta os aspectos históricos constituintes da temática abordada. Pelo contexto, conclui-se que as Políticas Públicas Educacionais para a Educação Infantil necessitam urgentemente de medidas pelas quais os políticos e gestores invistam recursos no âmbito educacional, tais como: amparo ao professor e os gestores com formação de qualidade (inicial e continuada), planejamento da infraestrutura de trabalho e dos materiais adequando-os à faixa etária, valorização profissional, com a presença de profissionais da educação na elaboração das leis e políticas públicas, entre outras ações. Isso significa deixar de lado as promessas, as incansáveis reformas e a descontinuidade de políticas públicas. E entendemos que a análise da BNCC é indispensável quando estudamos as políticas públicas de educação, pois é o documento mais recente da política curricular.

PALAVRAS-CHAVE

Políticas públicas educacionais. Educação infantil. BNCC.

Caminos de la Educación Infantil: de la Constitución de 1988 hasta la BNCC

RESUMEN

En este artículo, que es parte de disertación de maestría, vamos a exponer y discutir los principales pareceres y principios de los documentos legales desde la Constitución Federal de 1988 hasta la BNCC para la Educación Infantil, con el objetivo de comprender la contribución de cada documento a las Políticas de Educación Infantil. Fue basado en los principios de la metodología histórico-crítica y fue delineado de forma teórica, bibliográfica y documental, con enfoque cualitativo. Elegimos el procedimiento de análisis de contenidos para la descripción, comprensión e interpretación de los materiales encontrados. Los resultados revelan las contradicciones entre la legislación y la práctica educativa, así como plantea los aspectos históricos constituyentes de la temática abordada. Por el contexto, se concluye que las Políticas Públicas Educativas para la Educación Infantil necesitan urgentemente medidas por las cuales los políticos y gestores inviertan recursos en el ámbito educativo, tales como: amparo al profesor y los gestores conformación de calidad (inicial y continuada), la planificación de la infraestructura de trabajo y de los materiales adecuándolos a la franja etaria, valorización profesional, con la presencia de profesionales de la educación en la elaboración de las leyes y políticas públicas, entre otras acciones. Esto significa dejar de lado las promesas, las incansables reformas y la discontinuidad de políticas públicas. Y entendemos que el análisis de la BNCC es indispensable cuando estudiamos las políticas públicas de educación, pues es el documento más reciente de la política curricular.

PALABRAS CLAVE

Políticas públicas educativas. Educación infantil. BNCC.

Introduction

This article aims to collaborate with studies in the field of Public Policies of Childhood Education (EI), encompassing the analysis of documents and the way forward, from the 1988 Federal Constitution to the National Curricular Common Base (BNCC). We will present and discuss the main opinions and principles of the documents, in order to understand the contribution of each document to the EI Policies. Research in the field of education strengthens the understanding of public policies in this sphere, as reflections, analyzes and criticisms provide support for other research or inquiry and options for educational changes based on reflected information.

The development of the study was based on the principles of historical-critical methodology, in which the movement took place through the analysis of content, perceiving the social contradictions between the ideas pointed out in documents and the ideas verified by literature, making a confrontation between the findings, because knowledge is historically constructed by men. In the historical-critical dimension, history is a determining factor for the action of the subject - the historical context determines the current situation. Thus, this research was delineated theoretically, bibliographical and documentary, with a qualitative approach.

Undertaking a brief review of the educational history of EI in Brazil, we initially had as main legal protection the Federal Constitution (CF) of 1988, followed by the Statute of the Child and Adolescent (ECA) - Law n ° 8.069, July 13, 1990; the Law of Directives and Bases of National Education (LDB) of 1996 - Law 9394/96; the Maintenance and Development Fund for Primary Education and Valorization of Teaching (FUNDEF), 1998; the National Curriculum Frameworks for Early Childhood Education (RCNEI) of 1998; the Fund for Maintenance and Development of Basic Education and Valorization of Education Professionals (FUNDEB) of 2007; the National Curricular Guidelines for Early Childhood Education (DCNEI) - Resolution No. 05 of December 17, 2009; the National Education Plan (PNE) 2014-2024 - Regulated by Law 13,005 of June 25, 2014 and finally the BNCC for EI - Approved on 12/20/2017.

All these documents/laws among their prerogatives serve to support, guide and direct Education, its curricula, formations, professionals, institutions and its pedagogical proposals.

The documents of the National Curriculum Guidelines for Early Childhood Education (DCNEI) and the National Curricular Common Core (BNCC) for Early Childhood Education were given relative importance in the analysis, discussion and reflection as the most important documents to support the EI.

We then describe the analytical approach of the documents and the dialogues with the authors that approach the same theme.

Child Education Policies

In the history of Education, the framework of changes and advances occurred with the Federal Constitution of 1988. Since then, numerous discussions about education, both in the field of studies and research, as well as in the governmental and public policies, were undertaken. Laws, statutes, directives and decrees were based on the Constitution to defend the educational rights of citizens.

Initially, educational public policies, guided by a capitalist and neoliberal economy, have primarily supported elementary schooling for many years, while young children have been abandoned by the Laws, only part of welfare and/or health programs, where the service was focused on basic care. Such care referred to hygiene, food, health, disease prevention, behavior, and shelter while the mothers worked, as they needed this space to leave the children during the hours they were away.

We can see this relationship with the child in Gobbato's speech when he states that "when subjected to the perspective of neglect of rights, the child had access only to treatment care, depending on good intentions and philanthropism, in order to meet basic needs." (GOBBATO, 2016, p. 85).

According to Reis and Cunha (2010, p. 116), "The responsibility for the organization and maintenance of day nurseries was of the Social Service, philanthropic or community institutions, with caregiving concern, since the attendance turned to poor children."

The more citizen-oriented view of the EI was with the CF of 1988, which established Early Childhood Education as a right specified in Art.208, Section IV, recommending to children from zero to six years old care in day care and preschool. Subsequently, in order to protect children and adolescents, the ECA, in Article 54, item IV, ratified this same right. From then on LDB (1996) legally recognized Childhood Education in Art. 4, Art. 29 and Art. 30. The resources destined during this period were scarce, since FUNDEF (1998) designated that the municipal sphere should be responsible for EI, while the fund would only contribute to Elementary Education. This designation, due to the fact that the resources were minimal, undermined the proposals for the care of young children.

We emphasize that FUNDEF was created under the influence of the World Bank (WB) and despite the valorization destined to early childhood education, this stage was in the background, while according to Carrijo (2008), Elementary School gained unprecedented centrality.

In this perspective of attending neoliberal policies, favoring the continuity of social inequalities, so that the dominion of one over the others remains, is that the public educational policies were configured and still configure, including the policies of IE.

The Milestone RCNEI

In 1998 the RCNEI were introduced, consisting of three volumes. As Gobbato (2016), the references are documents that link quality goals that lead to child integral development and the formation of citizenship. They serve as an educational guide with objectives, content and teaching guidelines. They present the division organized by age for children from zero to three years and three to six years.

By making analysis RCNEI, Alves (2011) expressed that they denote the structure of a resume, bringing the mark of formal education, in order, with priority, the content acquisition and Reis and Cunha (2010) consider them great elaborate prescriptions in nationwide for teachers, coordinators and Early Childhood Education school principals. indispensable official manual in that the teachers did not need to have a reasoned and training rooted in historic theoretical references, philosophical and sociological.

Many documents that guide the practice are not properly analyzed, being merely reproduced, not occurring reflection of the content and commitment to the work to be realized.

It is only from 2007 with the approval of FUNDEB that EI now has greater aid and encouragement with financial resources, since this fund included kindergartens and preschools in public funding for education. With this action, the Early Childhood Education began to have special attention of research, studies and legal aspects, with other public policies by funding and supporting this demand. But even representing an evolution, resources for EI are still considered insufficient.

Several developments conquered by Early Childhood Education were positive and among these we have a significant increase in access of the number of students to school, the demand for specific training of professionals, as well as changes in child care, beyond the welfare/hygienist vision for a concern with the pedagogical and educational issues (care and education). However, much remains to be invested and researched so that these objectives are effectively incorporated in the Early Childhood Education teacher practice, aiming at the full development of children in that it encompasses educational, social, family, cognitive, physical, affective and emotional.

It is worth saying that "If, on the one hand, access has widened, failures seem to persist, since illiteracy rates, repetition, evasion and age-series distortion insist on portraying a country that, unfortunately, was not able, up to now, to do their homework, [...]" (BITTENCOURT, 2017, p.32). For Zwetsch and Antunes (2016) it is necessary to have the child as a starting point for public policies, pedagogical proposals and government programs, and the priority issues at this stage are related to the quality, permanence and success of

children, going a lot besides the offer, the access and the number of places available. They also point out that, when these aspects are guaranteed, the right to education for all children will be ensured, and consequently their integral development, the construction of autonomy and citizenship.

For Minuscoli (2016), the task of advancing the care conceptions that still permeate society is a challenge to the process participants, especially the public authorities.

In other words, in order to bring about transformations in the practice to which the institutions of early childhood education are linked, discussions of public policies and pedagogical proposals that address this sphere become indispensable. Such discussions, in addition to being anchored in the law, should be supported and elaborated by knowledgeable Education, based on the reality for which they are intended.

Childhood Education and Amendment 59, the DCNEI and the PNE

Law changes are necessary over time. In 2009, Amendment n° 59 made in the Federal Constitution made compulsory and free of charge the Basic Education from 4 to 17 years. Also, in 2009, the DCNEI were launched, which indicate that children who complete six years after the date of March 31 will be enrolled in the first stage of basic education, that is, they will have the right to attend pre-school.

Among the recent changes offered by the legislation is the compulsory enrollment of children of 4 and 5 years, according to Federal Law 12.796 of 04/04/2013. With this legislation, education expands care by increasing the number of children in EI institutions. On the other hand, municipalities, as well as institutions, are not equipped to fully absorb this demand, nor in the physical structure (insufficiency of vacancies, physical spaces and adequate structures), nor with material, and even less in the effective part of trained and qualified professionals (large portion with precarious qualification, without preparation or graduates in other areas) for this age group, since in their actions, public policies do not invest adequately in this sector. In this way, the precariousness and inequality in the quality of access to EI offered by many municipalities is visible.

This lack of preparation on the part of the municipalities to meet this demand can be explained by the fact that Childhood Education is only the municipal entity responsibility, which has fewer resources to attend this stage of Basic Education.

Speaking about the details of Basic Education, Vieira (2007, p. 66) mentions that this is:

[...] a compulsory attribution of the States, the Federal District and the Municipalities. The provision of elementary education is a shared responsibility of the States, the Federal District and the Municipalities, with secondary education

being a specific attribution of the States and the Federal District, and the provision of pre-school education for municipalities. In theory such a distribution of responsibilities seems simple, but in practice it is not. This is due to several problems, starting with the financial question. As only fundamental education has its own resources, guaranteed by law, its offer has been constituted in a land of dispute between States and Municipalities. At the same time, early childhood education and secondary education, which do not have guaranteed funding, are living in poverty and without a sustainability perspective.

For Reis and Cunha (2010, p. 106) "[...]. In fact, there is a certain omission of the federal and state governments in their responsibilities regarding the implementation of public policies and the training of teachers of Early Childhood Education ...".

Recently the PNE (2014-2024) launched as 1st Goal, to enroll by 2016 all children aged 4 and 5 years in preschool, also suggesting the expansion of day care to meet by the end of PNE 50% of children up to 3 years.

LDB itself in Art. 29 acknowledges that the EI as 1st stage of basic education aims to complement the action of the family and the community, offering the development of children in several aspects, being them, physical, psychological, intellectual and social. And in 2013, Law No. 12,796, in Art. 31 organizes common rules for Early Childhood Education, rules related to evaluation, workload, frequency, attendance, and dispatch of documents.

We understand and agree that Early Childhood Education has a significant relevance for the integral development of the child, but in practice we observe that many managers, educators and researchers are more concerned with Elementary Education, with raising literacy rates and decreasing school failure, forgetting that human educational development begins at birth and much more from the moment he attends Early Childhood institutions. We also add that the school failure index is reflected and diagnosed in Elementary School, however it may have or effectively has its origins in Early Childhood Education.

According to Sargiani (2016) it must be seen as a right of the child to receive a quality education since the Early Childhood Education.

The educator's practice should be based on the intentionality of teaching, in which its objective is educational pedagogical practices with the purpose of taking the child to its full development, regardless of age or educational stage. It should target the child's age group, their individuality and the advances they present during class. "Teaching" will take place according to the playful context in which the interactions (adult/child, child/child) involve varied experiences marked by the pleasure of playing and learning.

Playing in children's education refers the child to different possibilities and to develop skills that have not yet been consolidated. This play-based environment offers the child opportunities such as the power to make decisions in the face of situations, to express oneself, to know oneself, others and the world, to repeat actions that have been pleasant, to elaborate

conflicts, to share meanings and develop abstract thinking (NEVES, CASTANHEIRA, GOUVÊA, 2015).

With this, we understand that the skills stimulated during play are necessary for the next educational stages and for this reason the teaching in the EI must be attentive, having and aiming for the continuity later in the EF, thus providing, an interconnection of the offered knowledge.

We recognize that:

As a stage of basic education, integrated into education systems, the EI must provide access to the knowledge produced by humanity in different times, spaces and cultures, in a contextualized, critical and appropriate way to age groups, making possible the expansion of the cultural universe of each understanding of reality and interaction with the world. EI institutions should be, therefore, another space for socialization and development, with the specific task of working with knowledge. (ALVES, 2011, p. 30).

Sargiani (2016) argues that Early Childhood Education should be a space that guarantees children the acquisition of basic skills, which will facilitate their journey in the IE and thus the break from that initial phase to the systematic teaching phase be minimized and facilitated. This development does not exclude the rights of children to play and experience childhood, but rather guarantees equal access to interact and understand information such as reading and writing, promoting autonomy, developing potentialities, thereby reducing individual, cultural and socioeconomic variables.

From 1997 to 2000, with the National Curriculum Guidelines (NCDs), the NCPs highlight fundamental aspects of each discipline for Elementary and Middle School and in 2010 to 2012 the guidelines also became applicable to Early Childhood Education. In 2014 PNE instituted 20 goals to improve the quality of Basic Education, four of which deal with BNCC (BRAZIL, 2017a).

By 2017, the DCNEI was used as a reference to guide work in Early Childhood Education and, starting in 2018, BNCC's proposal is in line with "trying" to solve quality issues and educational problems, with the objective of offering so that all receive the minimum education for the advancement of knowledge base for all.

The Curricular Guidelines refer to a document that aims to guide and standardize the school curriculum in the different stages. Its formulation is derived from the LDB and is carried out by the National Education Council - CNE, targeting all education systems, i.e., all segments. Even with autonomy, schools should follow the guidelines of the DCNs and be consistent with their proposal and cannot contradict it.

Resolution n° 1/99 was the first to institute the DCNEI. Subsequently, and still in force, we have Resolution n° 5/09, which includes definitions of Early Childhood Education, child, curriculum and pedagogical proposal, with a greater detail of the concept of Early Childhood Education and Pedagogical Proposal. It also includes principles (ethical, political

and aesthetic), which must be respected by pedagogical proposals. In the DCNEI there is reference on the evaluation and articulation with the Elementary School, as well as its process of conception and elaboration.

Describing the DCNEI, Alves (2011, p. 31) notes that these:

They present a more open and democratic character, proposing that pedagogical proposals must respect ethical principles (development of autonomy, responsibility, solidarity and respect for the common good), aesthetic (training for the exercise of sensitivity, creativity, playfulness and diversity of artistic and cultural manifestations) and political (progressive exercise of the rights and duties of citizenship, criticality and democracy) and integrate education and care.

This document (DCNEI), after Resolution CEB n° 5, of December 17, 2009, was published and distributed in 2010 in educational networks through printed material, without changing the 2009 text, but in a more didactic version, different from resolution. To guide the study of the proposed guidelines in educational networks and institutions, seminars were organized and other texts written by researchers of the area were made available on the MEC portal (DANTAS, 2016).

The recognition of Early Childhood Education as the first stage of Basic Education is supported by the DCNEI of 2010 and includes the age group from 0 to 5 years.

According to Amorim (2014), the DCNs for Early Childhood Education of 2010 recognize this stage as the first stage of Basic Education, placing it in the national education system and including the 0-5 age group as subjects of rights, where the conception lies in the integration of the caring and educating functions.

The DCNEI are also the result of an educational context marked by pressures from both civil society and educational professionals and the political and economic sectors. They bring conceptions of childhood, curriculum, child, pedagogical proposal, development, learning and play, as well as, aspects that guide the practice.

According to Dantas (2016, p. 179), "The document also emphasizes the service to diversity, the specificities of young children and babies and the relationship with the family." The DCNEI break with previous official guidelines proposing an educational practice centered on the child and their relationships, defining interactions and games as structuring axes, which must be developed by diversified experiences.

All these foundations contemplated in the guidelines should constitute the pedagogical proposal presented by the institutions of Early Childhood Education. Teaching and learning should be guided by interaction and play, based on both caring and educating, because there is no way to separate these two concepts, especially in IE. This practice is supported by both BNCC for EI and DCNEI.

Teaching strategies should be adapted to the reality of children's development and the environment they are aimed at, enhancing this development in the most varied aspects, in order to influence the integral evolution of the child.

The guidelines will be in the necessary measure undergoing changes, as they manifest what is considered relevant in a given historical moment.

After this explanation we will enter into the discussions about the BNCC, which stems from the DCNs and its creation had been suggested in the 1988 CF, in Art. 210, which mentions that minimum contents will be fixed for Elementary School and after, the LDB of 1996 in Art. 26 mentions that the curricula of Early Childhood, Elementary and Secondary Education must have a common national basis. LDB also adds that education systems and school facilities can complement this Base according to the regional and local characteristics of culture, economy and learners.

A little about BNCC

The BNCC aims to define the knowledge that considers essential that students have access to appropriate and since the entry into kindergarten through the end of high school. With this BNCC students from different regions of the country have the same rights learning (TRICHES; ARANDA, 2016).

According to the, then Minister of Education by April 2017:

[...]. The BNCC is a plural document, contemporary, and clearly establishes the set of essential learning and indispensable to all students, children, youth and adults, are entitled. With it, school systems and public and private educational institutions now have a mandatory national reference for the preparation or suitability of their curriculum and pedagogical proposals. (BRAZIL, 2017b, p. 5).

In addition to the defined proposal, the BNCC "supposed" autonomy for school systems and educational institutions (public and private) build their own curricula, according to the contexts, student characteristics, realities and needs, deciding priorities, however, such proposals must be appropriate to those established by the Foundation itself.

We agree with Freitas (2018) when he states that the BNCC will have the function of standardizing skills, abilities and contents and not of orienting, since it determines what schools should teach and when. By composing an educational policy linked to census ratings on a national scale, requires states to implement its recommendations, as students will be tested by studies were drawn up from the MEC BNCC. In this way, there is no way for the State to actually create its own curriculum, since what is included or modified will be subject to national assessments.

The formulation and approval of BNCC has generated many discussions, debates and criticisms. There are approvals and disapprovals regarding the proposal of the same, as well

as a great challenge and expectations to be put into practice, meeting the needs of Brazilian education.

Due to a long process and the pre-release of 3 versions, the BNCC was approved and homologated in December 2017.

The preliminary proposal, that is, the first version of the National Curricular Common Base (BNCC) was aimed at suggesting the rights and objectives of learning and development for the three stages of basic education. It was presented by the Ministry of Education (MEC) on the base portal in September 2015. This first version of BNCC was made available for public consultation until March 2016, receiving more than twelve million contributions. For this public consultation a BNCC website was created for the posting and sending of opinions. In view of the above, we understand that BNCC's construction was shaped by social participation, although not broadly.

During a seminar at the Education Committee, there was a complaint about the lack of civil society participation in the preparation of the BNCC proposal. This complaint came to the public through the coordinator of the National Education Forum, Heleno Araújo Filho, which mentions that the forum, composed of about 50 civil society entities, was not invited to participate in the three seminars held to prepare BNCC. He points out that a Conference held in 2014 by the Forum was disregarded, and that in this National Conference of Education there was the participation of about 4 million people. It thus argues that the version of this BNCC is illegitimate and that exclusion of the participation of education professionals in this process will make it difficult to assimilate and implement the document (HAJE, 2017).

According to Haje (2017) Ricardo Coelho, representative of the Executive Secretariat of the Ministry of Education (MEC), referred to the numbers of contributions accepted for the preparation of the third version: the first version of BNCC received 12 million contributions and the second received criticism and suggestions from more than 9,000 teachers.

The first version underwent a process of discussions in which the, then Minister of Education Renato Janine Ribeiro, diverged with the committee responsible on how some points of the document were worked out. Ribeiro left the Ministry of Education after the government of then-President Dilma Rousseff going through a ministerial reform, assuming, Aloizio Mercadante, that initiated a process of revision of this first proposal (SANTOS, 2017).

After the contributions received by the public consultation of the first version of BNCC, some adjustments and the insertion of contents of interest of the Union, the second version for analysis was launched in May 2016. In the elaboration of this second version there was the participation of teachers, managers, specialists and educational entities in debates in the state seminars. The results of these seminars were recorded in a report prepared by Consed and Undime.

At that stage, the elaboration of the base was impacted by internal issues, plenary delays, besides the impeachment process of Dilma Rousseff, which also resulted in the exchange of command at the Ministry of Education and the Reform of Secondary Education. In April 2017 the third version of the Base was presented by the MEC, with some points still diverging that caused more discussion (SANTOS, 2017).

The third version of the National Curricular Common Base (BNCC) was approved by the CNE by 20 votes in favor and 03 against (only for Infant Education and Elementary Education). On December 15, the BNCC document was sent to the MEC, being approved on December 20, 2017 by Education Minister Mendonça Filho and the President of the Republic Michel Temer.

It should be noted that the votes against the Base are from counselors Aurina de Oliveira Santana, Malvina Tania Tuttman and Márcia Ângela da Silva Aguiar.

In effect:

BNCC is an important part of building the school curriculum of Brazilian basic education and also presents itself as a field of deep disputes between distinct projects of society and education and is also at the center of the discussion about the current nation project, as it is at the heart of the discussion on current issues of development and social inclusion. (ANPAE, 2015, p. 1).

The voting process of the final text of the BNCC began under criticism from entities and teacher protests, as well as the advice by three counselors that the debate was not transparent and that the MEC did not widely divulge the final document. He mentions that the councilors point out that the process was "vertical", with influence of the Ministry of Education (MEC). Although these three councilors voted against the approval of the BNCC, the opinion obtained a majority of votes in the National Council of Education. The councilors also stated that there are incomplete documents within the Base and say they do not agree with the separation of the Secondary School (G1, 2017).

The whole dispute from the beginning of its conception until its approval can be felt in the interview of Alves Filho (2017) with the teacher Maria do Carmo Martins, who explained that the elaboration of the BNCC as a State policy is a legitimate project and was foreseen in the LDB enacted in 1996. However, it considers that at the current historical moment the existence of the BNCC is not convenient, as the discussions about this occurred at a time of deep social conflict and that the sharp differences between the different groups that participated in the process reflected in the document. The professor is the leader of the Memory, History and Education Research Group of the Faculty of Education (FE) of UNICAMP.

The teacher also points out that the BNCC is a guideline for the different social groups, both from the privatization segments and from the defenders of the quality public school⁰ but points out in the Base the presence of proposals that contemplate the interests of the entrepreneurs of education, of some movements of the process, therefore, realized that

they could no longer make the defense of the public school. She also stressed the conservative nature of the document, indicating that a careful reading will verify that the Basis is limited in issues related to social rights, inclusion actions and the gender issue.

The teacher Maria do Carmo Martins draws attention to two points related to the curriculum and the quality of education. One is the ambiguous feature of the document, because it affirms that the Foundation is a guideline and is not the curriculum, but it goes into detail about the aims and objectives of teaching, consolidating a vision of curriculum development. The other that is related to the first is the quality of education, since it is linked to the systemic evaluations, producing a standardized view of education, since it draws the comparison of learning, of the pedagogical encounter and places on the result (ALVES FILHO, 2017).

Freitas (2018) reaffirms this standardization, citing that the national evaluations will be constructed according to the BNCC of the MEC and not of the States; so, if schools move away from the BNCC their students will be hampered in national assessments.

In the position of Anpae the approval of the BNCC is not pacific. By the way, on March 6, 2018 different entities expressed their opinion about the BNCC by submitting a document to the CNE/MEC, opposing the standardization and control imposed by the Pedagogical Residency Program.

Alves Filho (2017), in writing a text for the Journal of UNICAMP, describes that the MEC initiated the construction of the BNCC with the objective of establishing guidelines to guide the curricula of public and private schools, both for the teaching of Early Childhood Education and Fundamental. But in general, the profile of the Base presents, among other problems, a conservative character, because it places greater emphasis on the interests of privatizing groups, entailing risks to the freedom and autonomy of teachers.

The same is mentioned by Freitas (2018) who also argues that one of the reasons for not agreeing with the BNCC is that it will eliminate what is left of the autonomy of education professionals, since a standardized process will be used in the classroom, where various instructional materials (printed and online) adopted by the Secretariats should be used by teachers.

We must be attentive to the contexts of elaboration of these norms, which, although they are destined to the national scope, suffer diverse external influences, for example: the MEC makes agreements with the international organisms, like the WB, that does not have preoccupations with the Education of borrowing countries, but self-interest. Other influences, which tend to the bias of the capitalist system, are those of the private sectors, companies, institutes and private and political interests.

The highlights of the BNCC refer to: Religious education, which earns guidelines on what should be taught from the 1st to the 9th year; Literacy, which must be completed by the

second year; guidelines on gender identity, which should be discussed by the CNE committee; municipal, state and federal networks that need to rework their curricula according to BNCC; teaching material, which will have to be produced according to the new guidelines; and implementation, which should be completed by the beginning of the 2020 school year (G1, 2017).

The issue of literacy that is to be completed by the end of the second year has been criticized by experts, as many point out that this could lead to prejudice in Early Childhood Education. This measure will require changes in public schools, but also in pre-schools. After 2010, when Elementary School went from eight to nine years in duration and the old "pre" became the first year of Fundamental, in private schools there was a tendency to anticipate literacy. However, specialists in Early Childhood Education emphasize that this measure can adversely affect the development and maturation of children, as well as alter the objectives of Early Childhood Education (MORENO, 2017b).

Freitas (2018) agrees that the current BNCC will induce early childhood education, with considerable damage to children from 0 to 6 years of age.

In an exclusive interview with the G1, Maria Helena Guimarães de Castro (executive secretary of MEC) justified the anticipation of literacy by citing that this already happens in private schools or even in very good public schools, and that it is a matter of equity and a worldwide trend, indicating that we need to make this happen in all schools (MORENO, 2017b).

The anticipation of literacy is a controversial issue, because we believe that part of the practice used in the classroom comes from the interpretation of the documents, that is, what is referred to in the guidelines and now in the BNCC; much of what is advocated does not take place, is only partially or distorted. The interpretation to concretize (what and how) the norms will depend on the local culture, the training and the working conditions.

The teacher Antonio Carlos Amorim also from FE-Unicamp, vice-president for the Southeast region of Anped in the period between 2013 and 2015, emphasizes that the clashes reflected in the text of the document and that the disputes occurred both inside the MEC and between the public and private sectors. And that the marketing interests of the BNCC can be verified in several aspects, being one the idea of efficiency related to the learning. Early Childhood Education would be structured within the logic of literacy because the Base suggests that literacy occurs earlier (ALVES FILHO, 2017).

According to Maria Gorethi dos Santos, president of the National Union of Municipal Directors of Education in Maranhão, the evaluation tests of the institutions, such as "Prova Brasil" (Brazil Exam) and Enem, determine the contents. César Callegari, director of the National Council of Education (CNE), says that curriculum content is determined by the evaluation tests of schools and teaching materials and that there is fragmentation of content and isolation of schools, but emphasizes, which is why BNCC is important (HAJE, 2017).

Marsiglia et al. (2017) state that when the Base does not emphasize school content, educational work and teaching, the document presents a perspective that aims to adapt students to the job market, to entrepreneurship. This proposed formation meets the new demands of capital for this century, which is to prepare the children of the working class for the world of informal and precarious work, where increasing unemployment generates a reduction in formal work.

Professor Amorim points out the conservative outline of the BNCC when it indicates the implementation of national minimum curricula, failing to emphasize several cultural themes, thus expressing the neutrality of the pedagogical sciences. It also highlights the absence of how the proposal construction process took place. It recognizes that the sectors that defend privatizing interests have played a leading role in the BNCC's design but understands that there is a dispute between entities related to the business sectors and scientific associations and that this dispute is not over yet, as it still sees spaces for negotiations. Informs that sectors are mobilizing in defense of quality public school and are participating critically in order for the document to gain another profile (ALVES FILHO, 2017).

BNCC should, according to ANPAE (2015, p. 3), reflect "the basic education NDCs and have as a guide the construction of an education that educates the human being, a citizen, capable of influencing the political and economic directions of the country, capable of creating new knowledge, of creating new directions for our common future. "

One of the highlights mentioned was that municipal, state and federal networks need to rework their curricula according to the BNCC, but it is worth noting that BNCC is not a curriculum - it is the "Basis" for curriculum development in public and private partnerships. It is the same Base for all the regions of the country, where the differences are visible, as much cultural, as social and economic. It is therefore questioned whether in a country with so many differences, everyone is prepared to receive and follow the same Basis and to undertake a critical elaboration of curricula, observing physical, professional, cultural, economic, and student demand realities, or whether they will simply make a copy of BNCC, putting into practice only the minimum "content" suggested to prepare students for large-scale assessments.

For Marsiglia et al. (2017), in the current context, it is observed in the constitution of the BNCC the definition of what contents, objectives and educational purposes will be present in the school curricula, thus perceiving the social contradictions that also cross the educational field in which the working class struggles by the democratization of access to knowledge and the bourgeoisie seeks to relegate school, emptying it. It describes this emptying as the outcome of a bourgeois conception of curriculum.

Most educational policies in Brazil are formulated not for the benefit of the population at large, but in terms of economic demands, external influences and many also in the interests of the State, based on the large-scale evaluations that occur at different levels of teaching.

Moreno (2017a) mentions that Undime's president, Alessio Costa Lima, stated in an interview that BNCC only regulates what has to be learned, and will not solve all the problems of Education. He also points out that the Brazilian school is marked by deep inequalities.

The policy of neoliberal state favors the market economy, that is, the offerings of services, including the services of education, are directed towards productivity and profit. And so, the influences of this economy, which affect public policies, end up worsening social and educational inequalities.

Daniel Cara, general coordinator of the National Campaign for the Right to Education (CNDE), has a pessimistic view of the BNCC, noting that the resistance of teachers to implementing the Basis in the classroom may not leave the paper. It considers that adherence may not occur because BNCC has undergone a falsely participatory, obscurantist construction process and is also subject to the logic of large-scale evaluations (MORENO, 2017a).

Educational reform and the changes that occur are due to the needs of other principles and concepts, but also as a result of world events, where these policies demonstrate agreements between the private sector and the State, between international organizations and the MEC.

For the executive director of the Lemann Foundation, Denis Mizne, who is part of the Base Movement, the educational system for the first time will be based on what the student is expected to learn, in which the book will support the teacher to teach. He also mentions that education will not begin with evaluation and that the application of the Base in schools is not automatic, will require discussion for its implementation. He further states that, does not mean that inequalities will end the creation and implementation of the Base (MORENO, 2017a).

As described so far, several entities have been exposed against many points of the BNCC. We continue to present a summary of the reasons why ANFOPE (2017, p. 4) alerts and opposes the actions and policies of the adoption of the BNCC:

- curricular standardization that has as its base the motto "evaluate and punish" students, schools and teachers;
- the automatic adaptation of teacher training to BNCC items;
- the adoption of previously established didactic material to replace the continuous training of education professionals;
- the strengthening of large-scale national census evaluations, the results of which will serve as a basis for evaluation, remuneration and control of teaching work, contributing to the weakening of teachers' autonomy;
- Early Childhood Education is assumed as a schooling and preparatory stage for the entrance to Elementary School;

- the proposal of national evaluation of teachers of basic education, to be implemented by the National Examination Evaluation of the Magisterium of Basic Education (ENAMEB), which establishes progression as a result of the results of the exams and the students' scores;
- proposals that exist today in several states, to deliver schools to Social Organizations (OS) and the creation of privately run charter schools.

According to Freitas (2018) the BNCC will be used to standardize and align initial and continuing teacher training. The teacher cites the recent introduction of the Pedagogical Residence Notice by the MEC.

Thus,

Finally, we reaffirm the commitment of the historical-critical pedagogy with a conception of a National Curricular Common Base that goes exactly the opposite of what has been so far the process orchestrated by the MEC. Instead of a base emptied of content aimed at meeting the business interests and the adaptation of the individuals to the capitalism of the XXI century, that it is in tune with the interests of the working class, whose purpose of the school is to transmit the scientific knowledge, artistic and philosophical that have become universal patrimony of the human race, enabling the objectivation of individuals in an increasingly free and universal way. (MARSIGLIA et al., 2017, p. 119).

Therefore, we emphasize positions in dispute with BNCC. Such a game of forces highlights the domination of the private sector and multilateral organizations in the definition of Educational Policy.

Final Considerations

In a general analysis, we visualize that the whole context of Public Education Policies for Early Childhood Education urgently needs measures by which politicians and managers invest resources in the educational field, such as: support to the teacher and managers with quality training (initial and continuity), planning of the infrastructure of work and of the materials adapting them to the age group, professional valorization, with the presence of professionals of the education in the elaboration of the laws and public policies, among other actions. This means letting go of the promises, the tireless reforms and the discontinuity of public policies. And we understand that BNCC's analysis is indispensable when we study public education policies, as it is the most recent document of curricular policy.

We will expect the BNCC to overcome the shortcomings presented and experienced in all the historical context described here, because what we see until now is a departure from the practice with which the documents advocate. We do not see equal access and educational quality for all. And if educational reality does not reverse the course it is pursuing, educational inequalities, school failure, and exclusion will continue to generate inequalities and the impoverishment of a large portion of the population.

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