PLANO NACIONAL DE EDUCAÇÃO (2014-2024): REFLEXÕES SOBRE A ALFABETIZAÇÃO E O LETRAMENTO

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NATIONAL EDUCATION PLAN (2014-2024): REFLECTIONS ON ALPHABETIZATION AND LITERACY

Solange Franci Raimundo YAEGASHI[1]
Lucilia Vernaschi de OLIVEIRA[2]
Nathália Fafarão RUIZ[3]
Vânia de Fátima Matias de SOUZA[4]

RESUMO: O objetivo desse estudo é discutir a meta 5 do PNE, que institui que a alfabetização das crianças deve acontecer, no máximo, até o terceiro ano do ensino fundamental. Para isso, além da referida meta e de suas respectivas estratégias, em nossa discussão sobre a alfabetização da criança, elencamos as duas formas de avaliação externa para este ciclo de ensino: a Provinha Brasil e a Avaliação Nacional Infantil (ANA). Os resultados das avaliações oficiais, bem como dos pareceres internos de avaliações das escolas e do Censo Escolar, revelam que as dificuldades do estudante ao aprender a ler e escrever, atinge mais da metade dos alfabetizandos de até oito anos de idade. Chegou-se à conclusão que, embora o PNE estabeleça metas para a educação, é necessário estudos consistentes e investimentos adequados que norteiem e garantam as ações educativas no interior das escolas.

PALAVRAS-CHAVE: Alfabetização. Letramento. Plano Nacional de Educação. Provinha Brasil. Avaliação nacional infantil.

RESUMEN: *El objetivo de ese estudio es el de discutir la meta 5 del PNE, que instituye que la alfabetización de los niños debe ocurrir, como máximo, hasta el tercer año de la enseñanza fundamental. Para eso, además de la referida meta y de sus respectivas estrategias, en nuestra discusión sobre la alfabetización de niños, aportamos las dos formas de evaluación externa para este ciclo de enseñanza: la "Provinha Brasil" y la "Avaliação Nacional Infantil" (ANA). Los resultados de las evaluaciones oficiales, así como los pareceres internos de evaluaciones de las escuelas y el Censo Escolar, revelan que las dificultades del estudiante al aprender a leer y a escribir, alcanza más de la mitad de los alumnos de hasta ocho años de edad, se ha llegado a la conclusión que, a pesar de que el PNE establezca metas para la educación, es*

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[1] State University of Maringá (UEM), Maringá – Paraná – Brazil. Postdoc in Psychology from the Institute of Psychology of São Paulo University (USP). ORCID: http://orcid.org/0000-0002-7666-7253. Email: solangefry@gmail.com

[2] State University of Maringá (UEM), Maringá – Paraná – Brazil. PhD student in Education. ORCID: http://orcid.org/0000-0003-1356-537X. E-mail: luvernaschi@gmail.com

[3] State University of Maringá (UEM), Maringá – Paraná – Brazil. PhD student in Education. ORCID: http://orcid.org/0000-0002-9011-0486. E-mail: nathalia-mga@hotmail.com

[4] State University of Maringá (UEM), Maringá – Paraná – Brazil. PhD student in Education. ORCID: http://orcid.org/0000-0003-4631-1245. E-mail: vfmatias@gmail.com

necesario estudios consistentes e inversiones adecuadas que norteen y garantizan las acciones educativas en el interior de las escuelas.

PALABRAS CLAVE: *Alfabetización. Letramiento. Plano Nacional de Educação. Provinha Brasil. Avaliação nacional infantil.*

ABSTRACT: *The aim of this study is to discuss the 5th NEP goal, which establish that children's literacy must happen no later than the third year of elementary school. Therefore, in addition to that goal and their respective strategies, in our discussion of the child's literacy, we list the two forms of external evaluation for this educational cycle: Brazil Test and the Children's National Assessment (ANA, Portuguese initials). The results of the official assessments and internal opinions assessments of schools and the School Census shows that student difficulties in learning to read and write, reaches more than half the learners up to eight years old. We came to the conclusion that, although the PNE set targets for education, is needed consistent studies and appropriate investments to guide and ensure the educational activities at schools.*

KEYWORDS: *To alphabetize. Literacy. National Education Plan. Provinha Brasil. Children's national children's assessment.*

Introduction

The current Law of Guidelines and Bases for National Education (1996), as determined by article 214 of the Federal Constitution, establishes in its article 9 that, it is up to the Union to elaborate the National Education Plan (PNE, Portuguese initials), with the collaboration of the States, the Federal District and Municipalities. The two subsequent articles of this Law determine the responsibility of the states and municipalities, respectively, regarding the preparation of plans within their competence. That is, in compliance with the PNE, these federated entities must develop and approve specific plans to meet their own characteristics, demands and needs.

In this sense, the PNE is a document that establishes goals and strategies that aim to direct efforts to improve the quality and offer of school education within ten years, with the implementation of public policies for this purpose. However, established goals depend on systematic investments in education, but as there is no charge or punishment, it remains to be seen whether municipalities and states pass and enforce legislation that guarantees resources to achieve the actions provided for in the plans.

The current PNE (Law no. 13,005, of June 25, 2014), will be in force from 2014 to 2024; the former was in effect in the period 2001-2010 (Law no. 10,172, of January 9, 2001), so for

almost four years it was the interval between the end of one and the processing of the other in the National Congress.

The debates that brought together government and society's proposals to indicate objectives and action strategies for the new PNE started at the National Education Conference (CONAE, Portuguese initials) in early 2010, preceded by state and municipal education conferences. The conferences constituted a space for discussions on the orientations that the country should take on education policies.

In general, the current PNE has twenty goals for all levels and modalities of education, and for each of them, strategies were drawn up to reach them. However, for this work, we discussed goal 5, which is: "Literacy for all children, at most, by the end of the 3rd (third) year of elementary school" (BRASIL, 2014). This theoretical framework aims to discuss and reflect on one of the biggest problems in Brazilian education, which is the difficulty that students in the early years of elementary education encounter when learning to read and write, with adequate communication abilities and social interaction, from the strategies outlined for this goal.

To support this discussion, we will rely on theorists who discuss teaching and learning the mother tongue, among others, Barbosa (1990), Mortatti (2000), Carvalho (2005), Monteiro and Oliveira (1983); authors who research public policies for education, such as Brandão (2014) and Oliveira (2015); the sociologist Bourdieu (2015) and Bourdieu and Passeron (1982), critics of the mechanisms of reproduction of social inequalities produced in society and inculcated in and by the school.

We organized the study in three moments. In a first, we analyze the main methodological and socio-historical aspects of literacy in our country, as well as the National Pact for Literacy at the Right Age, instituted by the federal government in 2012 with the purpose of eradicating school failure in the early years.

Then, we discussed the external reading and writing assessments of students in the early years of elementary school: *Provinha Brasil* and the National Child Assessment (ANA, Portuguese initials).

Finally, we present the goal number five of the current PNE and its seven strategies, which point out alternatives for improving the quality of education in the process of literacy of children up to eight years of age.

Methodological and socio-historical aspects of literacy in our country

In Brazil, literacy methods until the early 1980s were basically traditional, which in general were centered on teaching the relationship between letters and sounds. The pedagogical material for this teaching were the booklets systematized in syllabic families, in an increasing order of difficulties, which obeyed alternations of consonants and vowels, forming syllables and words, as in the word PATO (duck); for later, two consonants to be written in a row, as in PRATO (plate), as well as in PARTO (child-birth).

In the case of literacy methods, Barbosa (1990), Mortatti (2000) and Carvalho (2005) present two basic types of literacy methods, synthetic methods, which are subdivided into: spelling, phonic and syllabication methods and the analytical that understand the methods: of the word, sentence and the short tale or the short story. Oliveira and Monteiro (1983), similarly, classify the methods of literacy in three groups, namely: synthetic, analytical and eclectic or mixed. These methods are criticized for overestimating the linguistic code - the grapheme and phoneme relationship, to the detriment of the social meaning that writing needs to have for students.

In opposition to traditional literacy methods, there is the advent of constructivism, coming to our country from the studies of Argentine Emília Ferreiro, in the second half of the 1980s. This theory, called psychogenesis of writing, advocates the student in his autonomy for writing, leaving in the background, as criticized by scholars in the field, the mediation of the teacher. In this line of understanding, as an example, writing the word CASA (house) with "s" or "z" is not so relevant, the most important thing is to write it.

According to the literature dealing with this subject, one of the problems of constructivism is to disregard the importance of the teacher's intervention in the teaching process, however we cannot attribute to this theory the entire situation of literacy failure in our schools. Given this situation, we need to train competent literacy teachers. In this sense, Morais (2006, p. 1-2) argues that,

> [...] in the current scenario, some speeches tend to feed the sterile debate, for returning, in a partial and biased way, old buzzwords about teaching and learning literacy, betting on panaceas as "miraculous methods" [...]. In addition to the distinction between literacy methods and methodologies, it seems necessary to consider broader issues such as the material conditions for the exercise of the professions of teachers and students, a specific debate on the formation of the literacy teacher and on the meaning of the expansion of teaching education and access to early childhood education.[5]

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[5] [...] no cenário atual, alguns discursos tendem a alimentar o debate estéril, por retornarem, de forma parcial e enviesada, velhos chavões sobre o ensino e a aprendizagem da alfabetização, apostando em panaceias como

We consider relevant, the reflections of the aforementioned author, that not only literacy methods are responsible for the failure of reading and writing learners, but also the material, political and ideological conditions that shape teaching practice. Still in this learning scenario, there are the socioeconomic and cultural inequalities of students, in an unequal game of cultural apprehension, which for Bourdieu (2015) are school inequalities structured on social inequalities.

Another form of organization of the teaching methodology in the teaching of writing is the combination of these two methods (traditional and constructivist) each with a different ideology, therefore, the eclecticism seen in many literacy practices.

According to Soares (2004; 2005; 2017), the learning and development of the written language must be understood as a representation system that occurs through the significant organization of linguistic signs and begins systematically with the processes of literacy. The author also stresses that, if the school works with this language only as an expression of thought or as a means of communication, it incurs the mistake of disregarding writing in sociocultural exchanges, making this activity, many times, mechanical and decontextualized.

Our intention in presenting the considerations above concerns the lack of consensus among scholars on methodologies for teaching mother tongue, mainly due to the failure of students to learn this language modality. In other words, the public school is unable to teach its students, at the beginning of the schooling process, to read, write and make appropriate use of these skills.

Given this situation, in 2012, the government instituted the National Pact for Literacy at the Right Age (PNAIC, Portuguese initials), a commitment by the federal, state and municipal governments to ensure that all children are literate when they complete the 3rd year of elementary school. However, for Brandão (2014, p. 34), the PNAIC "[...] although it is extremely necessary, it is also, in practice, the "official bankruptcy certificate" of the school's role in literacy for our children in the early years elementary education ".

Corroborating this issue, Bourdieu and Passeron (1982), in the work "Reproduction - elements for a theory of the education system", discuss the theory of reproduction. For the authors, every pedagogical action is symbolic violence, which occurs through the imposition of arbitrary power. In this way, the knowledge and practices of public school children are often

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"métodos miraculosos" [...]. Além da distinção entre métodos e metodologias da alfabetização, parece-nos necessário considerar questões mais abrangentes como as condições materiais para o exercício dos ofícios de professores e de alunos, um debate específico sobre a formação do professor alfabetizador e sobre o significado da ampliação do ensino fundamental e do acesso à educação infantil.

discarded and disregarded, since they, without a logical, apparent and perceptible explanation, need to learn a new way of speaking, thinking and existing in order to see the world and, all this, to insert themselves into society. This ideological maneuver is a form of figurative aggression, since the school, with such practice, values and favors the reproduction of the structure of power relations, that is, the perpetuation of the ideology of the ruling class.

In Brazil, as a result of the "right age" literacy policy, the Ministry of Education (MEC) instituted the National Literacy Assessment (ANA, Portuguese initials), an aspect that will be discussed in the next item.

Official reading and writing assessments for students in the early years of elementary school

The body responsible for official assessments in our country is the National Institute of Educational Studies and Research Anísio Teixeira (INEP, Portuguese initials) - which, according to its official website, is a federal autarchy linked to the MEC, "whose mission is to promote studies, research and assessments about the Brazilian Educational System [...]".

Subordinated to INEP, the Basic Education Assessment System (SAEB) consists of three forms of complementary external assessments, namely: the National Assessment of Basic Education (Aneb, Portuguese initials), the National Assessment of School Achievement (Anresc, better known as *Provinha Brasil*) and the National Literacy Assessment (ANA). In this brief discussion, as we have already announced, what interests us are the policies for assessing literacy and literacy of children learning to read and write in their mother tongue.

The Child Literacy Assessment, better known as Provinha Brasil, was instituted in 2007 and implemented in 2008, it has a diagnostic character, carried out in a longitudinal manner, at the beginning and at the end of the school term, for children with at least one year of literacy process. According to data from INEP, this assessment instrument aims to investigate the development of skills related to literacy in Portuguese and Mathematics of Brazilian children enrolled in public schools, in the 2nd year of elementary school.

Adhesion to *Provinha Brasil* is optional and its application is at the discretion of the federal and state education departments. Both its application and correction can be done by the literacy teacher of the class. Its positive aspect is that this evaluative instrument can serve as a basis for the class teacher and the school's pedagogical team to rethink pedagogical practices and other aspects that can improve the teaching and learning of reading and writing and of mathematical logical reasoning. However, in a negative way, what supposedly can happen is

the masking of the results, with attitudes engendered by the schools, with practices of "preparation of the students" that will take the test.

In this sense, in a master's thesis defended in 2014, about *Provinha Brasil*, Osiel Antonio dos Santos, found that the educators surveyed pointed out that the results published by the media about this evaluative instrument reveal that "[...] they are only quantitative numbers that reverberate throughout the country and from them an unfair judgment is made, which labels and condemns each school with low performance, when in reality they ignore and disregard factors that determine the results achieved "(SANTOS, 2014, p. 100).

Among other aspects, the author referenced above also found that the teachers surveyed do not know the mechanisms that range from the preparation of *Provinha Brasil*, to the dissemination of their results by the school's Ideb.

According to Oliveira, external evaluations have had little impact on improving the quality of education. For this author, this fact stems from two major factors: "[...] one of them is the lack of curricula that make it possible to relate the results with the weaknesses and omissions in teaching. The other factor related to the little impact of the evaluation is the lack of consequences for managers, secretaries, ministers, etc." (2015, p. 126).

As a result of the aspects mentioned above, the author also states that some states and municipalities establish their own assessment systems, which demands high costs and quality standards that are not always appropriate and reliable. As an example, it lists tests for preschoolers and excessive assessments for other levels of education.

In understanding the curriculum, in one of its main aspects, as a power relationship, Bourdieu (2015) states that the student's inequalities in school performance are the result of the unequal distribution of cultural capital between social classes and fractions of classes. In the author's words, "[...] school performance depends on the cultural capital previously invested by the family" (p. 82).

Another annual and census external assessment tool is ANA - National Literacy Assessment - aimed at students enrolled in the 3rd year of elementary school, in their final phase of the Literacy Cycle. It is carried out with students in two tests: in the Portuguese language, there are 17 multiple-choice questions and three written questions. In the math test, there are 20 multiple choice questions. The first edition of ANA took place in November 2013, with the participation of public schools that joined the PNAIC.

The difference between *Provinha Brasil* and ANA, is that the first is sample and non-census, while the second meets these two criteria. The following graphs show ANA's results in 2014[6], in reading and writing.

When analyzing external evaluation and its uses, and specifically the evaluation of literacy, Oliveira (2015, p. 124) states that ANA "[...] admittedly lacks basic technical foundations, but there are no channels that require Inep or the federal government to open the discussion around the theme". In fact, what is there is the analysis of the results (trustworthy or not) by the managing institution, since, from one year to the next, practically, the results of the evaluations were not altered, according to the comparison of the graphs in reading in the years 2013 and 2014.

Figure 1 shows the results in reading at ANA, in the years 2013 and 2014, however, we will stick to the year 2014 for our discussion. It should be noted that the children's responses in the reading test were classified into 4 levels, according to the scale presented in the table below.
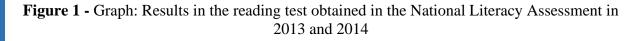
Table 1 - Reading scale used in the National Literacy Assessment in 2013 and 2014

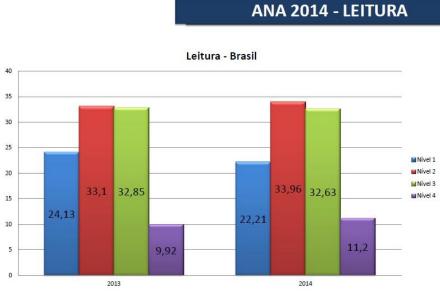| LEVEL	READING SCALE
LEVEL 1 (until 425 points)	At this level, students are likely to be able to: - Read words with a canonical, non-canonical syllabic structure and alternating canonical and non-canonical syllables.
NÍVEL 2 (more than 425 until 525 points)	In addition to the skills described in the previous level, students are likely to be able to: - Find explicit information in short texts such as joke, parlenda, poem, comic, fragments of narratives and scientific curiosity; in longer texts, when the information is located in the first line of the text. - Recognize the purpose of text such as invitation, poster, recipe, ticket, advertisement with or without image support. - Identify the subject of a poster presented in its original form and in texts whose subject can be identified in the title or in the first line. - To infer meaning in a joke and in a comic that articulates verbal and non-verbal language.
NÍVEL 3 (more than 525 until 575 points)	In addition to the skills described in the previous levels, students are likely to be able to: - Find explicit information in longer texts such as a fragment of children's literature, legend, folk song and poem, when the information is located in the middle or at the end of the text. - Identify the referent of a personal pronoun of the straight case in texts such as comic strip and narrative poem. - To infer cause and consequence relationship in exclusively verbal texts - joke, fable, fragments of children's literature texts and scientific curiosity text - based on textual progression; and in texts that articulate verbal and non-verbal language - comic strip; meaning in comic strip that articulates verbal and non-verbal language with specific vocabulary of texts for scientific dissemination or that requires intertextual knowledge of children's narratives; the subject of medium-length text of scientific dissemination for children, based on the elements that appear at the beginning of the text; the meaning of expression of language figured in texts such as narrative poem, fragments of children's literature, of scientific curiosity and comic strip.
NÍVEL 4 (more than 575 points)	In addition to the skills described in the previous levels, students are likely to be able to: - Recognize time relationship in verbal text and participants in a dialogue in a fictional interview. - Identify the possessive pronoun referent in a poem; the adverb referent of place in reporting; the referent of expression formed by a demonstrative pronoun in a text fragment for scientific dissemination to children.

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[6] Although ANA is an annual evaluation policy, in 2015 the MEC canceled its application, with the justification that it would be done without the disclosure of the 2014 results.

	- To infer meaning in a tale fragment; sense of word in a text fragment of children's literature; subject in medium or long text, considering elements that appear throughout the text, in genres such as scientific dissemination, historical curiosity for children and biography.

Source: MEC website.[7]

Figure 1 - Graph: Results in the reading test obtained in the National Literacy Assessment in 2013 and 2014

Source: MEC website.[8]

According to figure 1, reading proficiency levels range from 1 to 4. In 2014, only 11.20% of students reached level 4, the highest on the scale. More than a fifth of them (22.21%) were classified at level 1, which, according to Inep (BRASIL, 2015), reveals that children are only able to read words with canonical syllables, those composed of a vowel and a consonant, and non-canonical, those that escape this syllabic pattern, with two consonants followed by a vowel, as in the words *prato* (plate) or *parto* (childbirth) exemplified at the beginning of this text.

According to ANA, 33.96% of the children evaluated were classified at level 2, which means that they can, for example, understand explicit information only in short texts, such as jokes, poems and comics and others. In general, at level 2, children know how to recognize the purpose of different types of text, such as advertisements, tickets, invitations, recipes, and understand the meaning of jokes or comic books that combine verbal and non-verbal language.

At level 3 are 32.63% of children. In this coefficient, the student is able to locate explicit information in the middle or at the end of more extensive texts, to identify the personal pronoun

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[7] Available at: http://portal.mec.gov.br/index.php?option=com_docman&view=download&alias=21091-apresentacao-ana-15-pdf&Itemid=30192.

[8] Available at: http://portal.mec.gov.br/index.php?option=com_docman&view=download&alias=21091-apresentacao-ana-15-pdf&Itemid=30192.

of the straight case in some texts, and to establish a relationship between cause and consequence of verbal texts or those using verbal and non-verbal language.

At level 4 is the lowest percentage of students assessed (11.2%). This level presents greater complexity of comprehension and textual interpretation. Therefore, students classified at level 4 are able to recognize the relation of time in verbal text and the elements of a dialogue in a fictional interview, identify other syntactic structures in short texts, and understand the meaning of story excerpts and the meaning of of words amid longer text. Ideally, at the end of the third year of elementary school, children should be at this level of learning, but almost 90% of them have not achieved their estimated performance.

According to the statistics presented above, the public school, which mainly serves the working class, which depends on the systematized sociocultural contribution and taught by the school, is more likely to be victimized by symbolic violence (BOURDIEU, 2015). This form of violence is expressed in the unpleasant results presented in reading, which reveal that only one in ten children, reads and writes properly.

Figure 2 shows the results in writing at ANA in 2014. It should be noted that the children's responses in the writing test were classified into 5 levels, according to the scale presented in table 2.

Table 2 - Writing scale used in the National Literacy Assessment in 2014

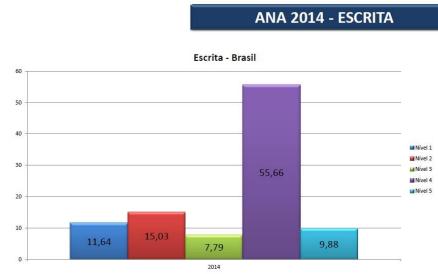| LEVEL	WRITING SCALE
LEVEL 1 (less than 350 points)	Regarding the writing of words, students at this level probably do not write the words or establish some correspondences between the spelled letters and the sound score, still do not write words alphabetically. Regarding the production of texts, students probably do not write the text or produce readable texts.
LEVEL 2 (more or equal 350 less than 450 points)	Regarding the writing of words, students who are at this level probably write words alphabetically with changes or omissions of letters, changes in the order of letters and other spelling errors. Regarding the production of texts, students probably do not write the text or produce unreadable texts.
LEVEL 3 (more or equal to 450 less than 500 points)	Regarding the writing of words, students at this level probably spell words with syllable consonant-vowel structure, with some spelling deviations in words with more complex syllabic structures. In relation to the production of texts, they probably write incipiently or inadequately to what was proposed or produce fragments without connectors and/or lexical substitution resources and/or punctuation to establish articulations between parts of the text. They also have a large amount of spelling and segmentation deviations throughout the text.
LEVEL 4 (more or equal to 500 and less than 600 points)	Regarding the writing of words, students who are at this level probably write words with different syllabic structures. Regarding the production of texts, they probably meet the proposal to continue a narrative, although they may not include all the elements of the narrative and/or parts of the story to be told. They articulate the parts of the text with the use of connectors, lexical substitution resources and other articulators, but they still make deviations that partially compromise the sense of the narrative, including by not using punctuation or using the signs inappropriately. In addition, the text may present some spelling and segmentation deviations that do not compromise comprehension.

LEVEL 5 (more 600 points)	Regarding the writing of words, students who are at this level probably spell words with different syllabic structures. Regarding the production of texts, they probably meet the proposal to continue a narrative, showing a central and final situation. Articulate parts of the text with connectors, lexical substitution resources and other textual articulators. They segment and write the words correctly, although the text may have some spelling and punctuation deviations that do not compromise comprehension.

Source: MEC website.[9]

Figure 2 - Graph: Results in the writing test obtained in the National Literacy Assessment in 2014

Source: MEC website.[10]

As can be seen in Graph 2, the writing scale at ANA has five levels, with coefficients 1, 2 and 3 being considered inadequate learning. However, 34.46% of the students evaluated are concentrated at these levels. At level 1 there are 11.64% of them. This means, according to Inep, that these children "still do not write words alphabetically", and "probably do not write the text or produce unreadable texts" (BRASIL, 2015).

At level 2 of writing, there are 15.03% of students, this means that these students "probably write words alphabetically with changes or omissions of letters, changes in the order of letters and other spelling errors".

At level 3, 7.79% of students are found. In it, the evaluated person must be able to write, according to INEP, "words with syllable consonant-vowel structure, presenting some orthographic deviations in words with more complex syllabic structures", and "write incipiently

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[9]   Available at: http://portal.mec.gov.br/index.php?option=com_docman&view=download&alias=21091-apresentacao-ana-15-pdf&Itemid=30192.
[10]   Available at: http://portal.mec.gov.br/index.php?option=com_docman&view=download&alias=21091-apresentacao-ana-15-pdf&Itemid=30192.

or inadequately to what was proposed", or write sentences, but still without connectives, and "still have a large amount of spelling deviations" (BRASIL, 2015).

According to Graph 2, most of the eight-year-old children evaluated (55.66%) were at level 4 of writing. This means that they can write with different syllabic structures, conclude or write a narrative, even omitting some of its parts. In addition, according to Inep, "the text may present some spelling and segmentation deviations that do not compromise understanding" (BRASIL, 2015).

Finally, only one in ten children (9.88%) reached the highest level of writing at the end of the literacy cycle. In it, children probably know how to continue a narrative, articulate parts of the text with connectors, separate and write the words orthographically, but they can still present, according to Inep, "some spelling and punctuation deviations that do not compromise comprehension" (BRASIL, 2015).

In a study carried out by Thiesen (2011, p. 69) the author found that, "[...] in relation to elementary schools, the Brazilian problem currently resides more in quality than in universality [...]". And, talking about teaching quality is talking about issues that are directly and indirectly contained in this attribute, such as, for example, the adequate preparation of teachers, because "[...] no educational system is better than the level of qualification of their teachers" (OLIVEIRA, 2015, p. 27).

Still based on the studies by Bourdieu (2015), we can affirm that, the results of the evaluations for the initial reading and writing point to the role of the school today, that is, more than low indexes, in these there is the representation of the movement of inequalities that constitute the current society, and in it, one of its main actors: the teacher and its implications in human formation.

In didactic terms, it is essential that we make the correlation between assessment, whether internal or on a large scale, with teaching methodologies and ideologies, as the results are almost always a consequence of the way the teacher plans and executes his teaching action. And, on the other hand, pedagogical practice is linked to the initial and continuing education of the teacher. Understanding these relationships is not enough if we do not place the school, the teacher, families and public policies for education in the capitalist relations of production and social reproduction present in society.

In this sense, education, in a way, reproduces the inequalities present in society, through mechanisms expressed in education policies, as in the PNE and in the evaluations discussed here, such as the bureaucratization and social and cultural domination expressed, mainly, in

school curricula, which contribute to school failure, a form of symbolic violence, in Bourdieu's sociological perspective.

Next, we will briefly present the seven strategies contained in the current PNE, designed to fulfill its goal 5, as we have already presented it, which is to teach all children to read and write by the end of the third year of elementary school.

The PNE and its strategies for literacy

According to Brandão (2014, p. 34), the existence of goal 5 in the new PNE "[...] opens up one of the biggest problems of the Brazilian educational system [...]". That is, even though the children in this first cycle of elementary school are enrolled and frequent, most of them are not literate in the time considered as adequate.

According to data previously presented, and according to the author referenced above, recent research shows that only 44.5% of children up to eight years of age read properly by the end of the 3rd year of elementary school. In view of this situation, we see the need for public policies, not only as goals, whether or not they can be met, but as a first commitment to quality basic education in our country.

The first strategy of the PNE, aims to structure the pedagogical literacy processes, articulating them with the strategies developed in the preschool. For this, it is understood the necessary qualification and valorization of literacy teachers, with specific pedagogical support.

The second strategy, on the other hand, aims to institute periodic and specific national evaluation instruments to assess literacy students annually. Allied to this measure, it is oriented to the education systems and schools to create instruments for the evaluation and monitoring of the academic development of children, implementing pedagogical measures to literate all students within the term foreseen for this first cycle of studies.

As we discussed earlier, more than evaluation instruments, it is necessary to implement public policies for teacher formation. This aspect demands the question of public funding for public education. In the previous PNE, parliamentarians at the time approved 7% of GDP for investments in education, and FHC, President at the time, vetoed it. In the current PNE, the level of 7% of investments in the first five years of the plan is predicted, gradually increasing, and 10% over the next five years (BRANDÃO, 2014).

Then, the third strategy relates to the use of educational technologies as assistants in the children's literacy process, ensuring the diversity of methods and pedagogical proposals, as well as the monitoring and availability of their results as methodological resources.

The fourth strategy, in line with the previous one, aims to promote the development of educational technologies and innovative pedagogical practices that ensure children's literacy and learning, considering the various methodological approaches and their effectiveness in different teaching contexts.

The fifth strategy, refers to diversity in the context of literacy, being: children from the countryside, indigenous, quilombolas and itinerant populations, noting the need for the production of specific teaching materials, and the development of monitoring instruments that consider the use of their mother tongue by indigenous communities and the cultural identity of quilombola communities.

The penultimate strategy seeks to promote and encourage initial and continuing teacher formation for the literacy of children. To this end, it guides the need for knowledge of new educational technologies and innovative pedagogical practices, stimulating the articulation between *stricto sensu* graduate programs and actions of continuing education for teachers for literacy.

Oliveira (2015) states that technologies are impactful when they promote learning. In the teaching process, the teacher's authority resides in the knowledge he/she has of what he/she teaches, however, according to the author "[...] technology is not a vaccine, it does not eliminate effort and it will not make it easier to learn" (p. 137). However, we believe that digital and other technologies contribute, methodologically, to the teaching and learning process, however, it is necessary to question and reflect on the material conditions in which Brazilian schools are found, especially those of basic education, without computers or, when they exist, obsolete and often inoperative.

The seventh and final strategy is dedicated to the literacy of people with disabilities, considering their specificities, including the bilingual literacy of deaf people, without establishing temporal terminality.

Of the seven strategies included in the PNE, Brandão (2014) elects the second and sixth as the main ones in his discussion. The second concerns the performance of an annual assessment to assess children's literacy, which for this author, although necessary, this strategy reflects the conception of an "excessive" value for this learning verification instrument. The sixth strategy, on the other hand, concerns the formation of literacy teachers, in its initial and continued phases. It is an essential strategy, since the qualification of the teacher, almost always, reflects on the quality of what and how he teaches, however, it encompasses the other strategies listed in the goal discussed.

Final considerations

Considering Bourdieu's sociological contributions to the understanding of educational processes and their implications for low academic performance, and, in this work, directed at learning of reading and writing by children up to eight years of age, is fundamental for us to understand the relationships that exist between school failure, expressed in the results of external evaluations analyzed here, and their relationship, consciously or unconsciously, reproduced and maintained by and at school.

In this context, it becomes possible to perceive that the educational system materialized in the teacher's actions and in school management are not fulfilling the socializing function of knowledge that permeates the students' concrete social reality.

In general, we found that the results of official evaluations are not considered to reflect and rethink pedagogical work, since their data are little used to improve teaching and learning. In fact, the impression we have is that we are walking in darkness, without knowing, clearly, how and where we want to go.

Anyway, we hope that the results of this study can contribute, in some way, so that other reflections are made regarding public policies for literacy, an aspect marked by contradictions imbricated in the policies of teacher formation, of curriculum development that maintains coherence with official assessments and, above all, investments so that goal 5 of the current PNE is considered and met.

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