

BASE NACIONAL COMUM CURRICULAR: CENÁRIO DAS PESQUISAS CIENTÍFICAS SOBRE O PROCESSO DE PRODUÇÃO DA POLÍTICA

BASE NACIONAL COMÚN CURRICULAR: ESCENARIO DE INVESTIGACIÓN CIENTÍFICA SOBRE EL PROCESO DE PRODUCCIÓN DE POLÍTICAS

NATIONAL COMMON CURRICULAR BASE: SCIENTIFIC RESEARCH SCENARIO ON POLICY PRODUCTION PROCESS

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RESUMO: O foco desta pesquisa é o processo de implementação da Base Nacional Comum Curricular. O objetivo da pesquisa é compreender por meio das produções acadêmico-científicas (PAC) as expectativas para implementação dessa política curricular. A problemática se concentra em identificar possibilidades e limitações sinalizadas pelas produções científicas para o processo de implementação da BNCC? Esta pesquisa permitiu entender desafios e expectativas que têm sido percebidos pelos pesquisadores nas perspectivas para a implementação. Este estudo está fundamentado numa abordagem qualitativa do tipo pesquisa bibliográfica. Como fonte de informações utilizou-se artigos publicados sobre o tema entre janeiro de 2016 e dezembro de 2018 no portal de periódicos da CAPES. Após categorização e análise textual, concluímos que o principal desafio será colocar em prática um currículo que foi elaborado alheio aos professores da educação básica. Como possibilidade foi apontada a união colaborativa entre a gestão das redes de ensino e a escola básica.

PALAVRAS-CHAVE: BNCC. Política curricular. Gestão escolar.

RESUMEN: El foco de esta investigación es el proceso de implementación de la Base Curricular Nacional Común. El objetivo de la investigación es comprender a través de las producciones académico-científicas - PAC las expectativas para la implementación de esta política curricular. ¿El problema se enfoca en identificar las posibilidades y limitaciones señaladas por las producciones científicas para el proceso de implementación del BNCC? Esta investigación nos permitió comprender los desafíos y expectativas que los investigadores han percibido en las perspectivas de implementación. Este estudio se basa en un enfoque cualitativo del tipo de investigación bibliográfica. Como fuente de información, utilizamos artículos publicados sobre el tema entre enero de 2016 y diciembre de 2018 en el portal de la revista CAPES. Después de la categorización y el análisis textual, llegamos a la conclusión de que el principal desafío será poner en práctica un plan de estudios diseñado fuera de los maestros de educación básica. Como posibilidad, se señaló la unión de colaboración entre la administración de las redes educativas y la escuela primaria.

PALABRAS CLAVE: BNCC. política curricular gestión escolar.

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ABSTRACT: *The focus of this research is the process of implementation of the National Common Curricular Base (BNCC – Portuguese initials). The objective of the research is to understand through the academic-scientific productions (ASP) the expectations for the implementation of this curricular policy. Does the problem focus on identifying possibilities and limitations signaled by scientific productions for the BNCC implementation process? This research allowed us to understand challenges and expectations that have been perceived by researchers in the perspectives for its implementation. This study is based on a qualitative approach of the bibliographic research type. As a source of information, we used articles published on the theme between January 2016 and December 2018 in the CAPES journal portal. After categorization and textual analysis, we conclude that the main challenge will be to put into practice a curriculum that was designed outside of basic education teachers. As a possibility, the collaborative union between the management of the education networks and the elementary school was pointed out.*

KEYWORDS: *BNCC. Curriculum policy. School management.*

Introduction

The existence of a common curriculum base in Brazil was already foreseen since the 1988 Constitution, Article 210 pointed to the need for minimum content for elementary education. In the Law of Guidelines and Bases (1996), which covers all Brazilian basic education in both the public and private spheres, in its Section IV of Article 9, it was also foreseen that it was the union's responsibility to establish, in collaboration with the States, the Federal District and the Municipalities, competences and guidelines for Early Childhood Education, Elementary Education and High School, which would guide the curricula and their minimum contents, in order to ensure common basic formation (BRASIL, 1996).

Following this orientation, the North of the Curriculum Guidelines outlined by the National Education Council (CNE) in the 1990s, as well as its revision in the 2000s. In 2010, the National Education Council enacted new National Curriculum Guidelines, expanding and organizing the concept inclusion and appreciation of differences, meeting plurality and cultural diversity, rescuing and respecting the manifestations of each community (CNE/CEB no. 7/2010).

In order to formulate quality curricular policies that have positive effects in practice, it is essential that the groups that prepare them consider the demands of society and the world and that we live in, it is also important that they have an understanding of what the curriculum is, what it is for and who it is for.

It is important to note that BNCC is not a curriculum for schools, but a reference document for curriculum design, and should contribute to the alignment of new educational

policies that may emerge in the future. Therefore, it can be interpreted in different ways, as it will be a reference for education professionals working in more than 5,000 different municipal education systems, throughout Brazil, which is one of the most diverse in the world in historical, cultural and economic aspects.

In view of the concern with the effects that the BNCC may have on Brazilian education, this research focuses on the implementation process of this recent curricular policy, a legal norm that comes with the promise of guaranteeing the set of essential learning for Brazilian students, their integral development through the ten general competences for Basic Education, however it assumes that it will not be enough to combat the inequality that exists in education, but it represents the beginning of change for positively influencing the curriculum, teacher formation, forms of assessment and improving the physical structures of schools.

With this research, we hope to expand our field of knowledge about BNCC so that it can base my master's research, which will be to investigate the process of implementing this policy in the municipal school system in Santa Maria/RS. In addition to contributing to the theoretical field and researchers in the field of education.

To this end, we hope to contribute to the discussion on the implementation of this policy, realizing the possibilities and expectations that researchers have on the subject. Our general research objective is to understand how academic-scientific research produces analyzes about BNCC, considering the production processes of the practice (limits and possibilities).

The research problem is: to identify what possibilities and limitations are signaled by academic-scientific productions for the process of implementing the BNCC?

This research will allow us to understand what has been perceived by the researchers in the perspectives for the implementation of this policy, considering that it is still in its initial phase, we will focus our research efforts on the challenges and expectations for its implementation. In this way, we will also issue our opinion on the BNCC.

Considering the chosen theme, it is broadly defined that we analyze the positions of researchers in the light of the perspectives on the implementation of the National Common Curricular Base, the research questions that guided this study were: what possibilities are announced by the authors at BNCC? And what limitations are identified for the implementation of BNCC in PAC?

Theoretical foundation

Brazilian education is composed of educational systems, which have been constituted over the years, so that we have witnessed a greater flow of laws and educational policies arising from the last years of the 20th century.

Public policies are defined as a set of actions and programs that are developed by the State to guarantee and implement laws that are provided for in legal regulations. Zambon (2015) understands that a “Public Policy” goes beyond the idea of State intervention in a social situation considered problematic, but it involves, and is closely related to the idea of power.

In this way, it can be considered that Public Policies are a “contemporary way of exercising power in democratic societies, resulting from a complex interaction between State and society”, from which are defined the social situations to be considered for intervention by the State (DIGIOVANNI, 2009 *apud* ZAMBON, 2015).

The process of formulating a policy, within the framework of a democratic society, must be thought and articulated taking into account two factors, first that politics must be originated to solve the problem of a group of people and not be a demand, second, the participation of individuals who will have their lives affected by this policy must be active and their positions considered when the text is formulated.

Regarding the process of elaborating educational policies, the authors bring three concepts by Elmore (1996, *apud* BALL; MAINARDES, 2011):

- 1) The set of reforms must precede the policies that are already being operated by the system; 2) Reforms arise from a unique level of the educational system and incorporate a unique message about what schools should do differently; 3) The reforms should operate almost in the same way regardless of the characteristics of their implementation.²

Based on the idea of Mainardes (2006, *apud* BALL; BOWE, 1992, p. 49), educational policies work in a cycle, the cycle of policy making, which has three major moments, the first is the 'proposed policy', when the demand for politics arises for a social group, demands for practice, where political-ideological disputes emerge between representations, where policies emerge, to impose their intentions based on ideals and, from this, arrive at a 'real policy'.

The policy is in fact the moment of elaboration of the text that gives shape to the proposed policy, these two moments provide foundations for putting policies into practice. The 'one-use policy' refers to the speeches, the procedures performed in practice by education

² 1) O conjunto de reformas deve ser precedente das políticas que já estão sendo operadas pelo sistema; 2) As reformas surgem de um nível singular do sistema educacional e incorporam uma mensagem singular sobre o que as escolas deveriam fazer de maneira diferente; 3) As reformas deveriam operar mais ou menos da mesma maneira independentemente das características de sua implementação.

professionals, the interpretations made of the document that can sometimes define changes in the text itself, the implementation of a policy is part of the elaboration process. These contexts are interrelated, do not have a temporal or sequential dimension and are not linear steps (MAINARDES, 2006, p. 50).

Methodology

This subtitle presents methodological as well as theoretical aspects that support the adopted methodology. This research is configured in a literature review study, with a qualitative approach to the data. Characterized by being developed based on material already prepared, consisting mainly of books and scientific articles. The main advantage of bibliographic research lies in the fact that it allows the researcher to cover a much wider range of phenomena than he could research directly.

This type of method that has a theoretical basis, in addition to allowing to unveil social processes that are still little known regarding particular groups, is conducive to the construction of new approaches, review and creation of new concepts and categories during the investigation (MINAYO, 2012).

To collect the information, a search was carried out on the CAPES journals portal. The established temporal aspect was between January 2016, shortly after the publication of the first version of the BNCC, and December 2018 due to the fact that the search was carried out in the first half of 2019.

After selecting the articles, we performed the thematic analysis by Minayo (2012) which consists of pre-analysis, exploration and categorization.

As it is a bibliographic research, which does not involve research directly with human beings, there is no need for approval by an ethics committee. However, keeping the ethical backing involved in research, the study followed the recommendations of Resolution no. 510, of April 7, 2016, regarding ethics in human and social sciences studies.

Results and Findings

The articles were categorized based on the approximations of the study focuses, as well as the appearance of the subcategories of approximation. In this item, the categories found will be presented, as well as the discussions about each one.

The largest number of articles was concentrated in the Teaching Levels category, with five articles on Early Childhood Education, in which we perceive a series of concerns regarding the setback that the BNCC may represent with the early childhood education evaluation policy, as it proposes a more general formation. Regarding Elementary Education, we found only one article, which defines that the technical language of the document has been an obstacle, compromising its understanding and implementation. Concerning high school, a certain concern was perceived with the idea that BNCC reinforces the curricular policies that already existed, being created with the objective of implementing competence-based, limiting education.

In the category, Curricular Components at BNCC, positive expectations were noted in the text of the policy around the components: physical education, history and the English language. Due to the fact that the contents differ with the contemporary. In the components, literature, science and geography, the authors mostly presented negative criticisms, denouncing the devaluation of human education in the curriculum, giving priority to teaching aimed at the labor market. As well as the fragile participation of specialists and the school community.

This phenomenon was especially noticed in the third version of the BNCC, which was practically created behind closed doors by the Temer government team, after the impeachment process, which took place in September 2016. This government, which, from the beginning to the present day, was surrounded by questions about its legitimacy, mainly after the imposition and approval of neoliberal political proposals.

It was found that the themes of gender, sexuality and diversity were practically extinct from the BNCC. The use of technologies has also emerged in PACs, there are two points of view on this, the concern of technology as a resource that can represent the end of the hegemony of teachers in the classroom and the concern about the lack of space at BNCC.

Regarding teaching at BNCC, teacher formation emerged as a subject considered by the authors as one of the greatest challenges for the implementation of BNCC, another challenge is the establishment of a partnership between education departments and schools with the aim of providing formation for the implementation of the policy, considering the actual fragmentation.

Final considerations

By promising to guarantee a set of essential learning and integral development to Brazilian students, through the ten general competences for Basic Education, the BNCC provides for equity and quality in education. It refers to the standardization of teaching, a

method that has already proved ineffective to solve the problems of Brazilian education. On the other hand, the document brings elements that can have positive effects pointing out ways to deal with contemporaneity within the school, considering the convergence of ideas, behaviors and meanings of different individuals.

It is also concluded that there was not a fully participative debate between the MEC and the school community, thus leaving weaknesses that can lead to a misinterpretation by schools. The main connection perceived was between management and the curriculum development process, as well as the discussion about the influence of the New Public Management (NGP, Portuguese initials) in Brazilian education, a movement based on economic criteria that has had repercussions both in teaching and in learning.

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