

LARGE-SCALE EVALUATION AND NATIONAL COMMON CURRICULAR BASE (BNCC): DIMENSIONS OF THE POLICY OF CONTAINMENT AND RELEASE IN BRAZIL¹

AValiação em Larga Escala e Base Nacional Comum Curricular (BNCC): Dimensões da Política de Contenção e Liberação no Brasil

Evaluación a Gran Escala y Base Nacional Común Curricular (BNCC): Dimensiones de la Política de Contención y Liberación en Brasil

Amanda Melchiotti GONÇALVES²
Dhyovana GUERRA³
Roberto Antonio DEITOS⁴

ABSTRACT: This article aims to develop a reflection on large-scale assessment, from the BNCC (2017; 2018), as a dimension of the containment policy in Brazil. To this end, the relationship between large-scale assessment and BNCC is discussed, taking into account the discourse of International Organizations, which in turn maximize the strict search for results. In this way, BNCC and its main supporters are introduced in order to explain the business reform in education and the intentionality of the large-scale assessment presented in the document. Therefore, the observation is that the BNCC expresses the containment/restriction of access to scientific content, as well as the control and standardization aimed at large-scale evaluations through the policy of releasing so-called socio-emotional content as guides for learning.

KEYWORDS: National Common Curricular Base. Containment and release policy. Large-scale evaluation.

RESUMO: *Este artigo tem o objetivo de desenvolver uma reflexão acerca da avaliação em larga escala, a partir da BNCC (2017; 2018), como uma dimensão da política de contenção e de liberação no Brasil. Para tanto, discorre-se acerca da relação entre a avaliação em larga escala e a BNCC, levando-se em conta o discurso dos Organismos Internacionais, que por sua*

¹ This article consists of part of the reflections developed in the Master's Dissertations presented to the Postgraduate Program in Education at the State University of Western Paraná - Cascavel Campus, “*Contenção e liberação na política educacional brasileira: tendências predominantes na política de Educação Infantil e do Ensino Fundamental (2006 – 2016)*”, guided by Dr. Ireni Marilene Zago Figueiredo and “*Os intelectuais orgânicos da Base Nacional Comum Curricular (BNCC): aspectos teóricos e ideológicos*”, guided by Dr. Roberto Antonio Deitos.

² State University of Western Paraná (UNIOESTE), Cascavel - PR - Brazil. PhD student in the Postgraduate Program in Education. ORCID: <https://orcid.org/0000-0002-8600-6248>. E-mail: amandamelchiottigoncalves@gmail.com

³ State University of Western Paraná (UNIOESTE), Cascavel - PR - Brazil. PhD student in the Postgraduate Program in Education. ORCID: <https://orcid.org/0000-0002-1026-606X>. E-mail: dhyovanaguerra@hotmail.com

⁴ State University of Western Paraná (UNIOESTE), Cascavel - PR - Brazil. Professor in the Pedagogy course and in the Postgraduate Program in Education. PhD in Education (UNICAMP). ORCID: <https://orcid.org/0000-0001-9150-6354>. E-mail: rdeitos@uol.com.br

vez, maximizam a busca estrita por resultados. Desse modo, apresenta-se a BNCC e seus principais apoiadores, a fim de explicitar a reforma empresarial na educação e a intencionalidade da avaliação em larga escala apresentada no documento. Logo, a constatação é de que a BNCC expressa a contenção/restrição do acesso aos conteúdos científicos, bem como o controle e a padronização almejada nas avaliações em larga escala por meio da política de liberação dos chamados conteúdos socioemocionais como norteadores da aprendizagem.

PALAVRAS-CHAVE: Base Nacional Comum Curricular. Política de contenção e liberação. Avaliação em larga escala.

RESUMEN: Este artículo tiene como objetivo desarrollar una reflexión sobre la evaluación a gran escala, a partir de la BNCC (2017; 2018), como dimensión de la política de contención y liberación en Brasil. Con este fin, se discute la relación entre la evaluación a gran escala y la BNCC, teniendo en cuenta el discurso de las organizaciones internacionales, que a su vez maximizan la búsqueda estricta de resultados. De esta manera, la BNCC y sus principales partidarios se presentan para explicar la reforma empresarial en educación y la intencionalidad de la evaluación a gran escala presentada en el documento. Por lo tanto, la observación es que la BNCC expresa la contención / restricción del acceso al contenido científico, así como el control y la estandarización dirigidos a evaluaciones a gran escala a través de la política de liberación de los llamados contenidos socioemocionales como guías para el aprendizaje.

PALABRAS CLAVE: Base Curricular Nacional Común. Política de contención y liberación. Evaluación a gran escala.

Introduction

Educational evaluation, in the strict sense of ranking the results, is one of the components of the discourse of International Organizations that expresses the control and the search for the maximization of education results in economic and social development and in the relief of the effects of poverty as prescriptions for social politics. Nevertheless, large-scale assessment has become the structural monitoring and control axis of Brazilian educational policy since 1990, and has started to influence and direct the mechanisms for education management and financing policies and national curriculum policies.

The National Common Curricular Base (BNCC), in this context, represents the current Brazilian curriculum reform. Consequently, it projects changes in all organizational spheres of the country's educational system; thus, the assessment, based on the BNCC, corroborates with the objective of achieving standardization and the search for results in education, offering managerial and policy control mechanisms.

For the discussion of large-scale evaluation in Brazil, based on the BNCC's precepts, we use the concepts of containment and liberation policy, discussed by Cunha (1979). The policies of containment and liberation, in the Brazilian educational policy of the 1970s, express, respectively, certain barriers of restraint that prevent/bar the increase of schooling levels and, in the second case, provide the expansion or elevation of schooling levels (CUNHA, 1979). In this perspective, containment and liberation are processes that respond to the educational policy of the 1970s and, similarly, from 1990, and are expressed, in part, in the Brazilian normative order, in which they are predominant trends in education policy basic (GUERRA, 2020).

The containment processes can be observed, for example, in the large-scale evaluation mechanisms, as well as in the preparation of the BNCC (2017; 2018), since it is assumed that the document reflects the continuity of the educational concepts adopted in the 1990s. Thus, the objective of this article is to develop a reflection on the large-scale assessment, from the BNCC, as a dimension of the containment and liberation policy in Brazil. The investigative north therefore poses the following question: How does the relationship between large-scale assessment and BNCC express the policy of containment and liberation in Brazil?

For the development of the proposed reflection, it is estimated, above all, the understanding of social relations through the representation of the real and objective movement of the facts, that is, through the materialization of the historical processes of a given period. Based on this idea, the article, of bibliographic and documentary nature, discusses the proposed questioning.

Large-scale evaluation and BNCC: expressions of the containment and liberation policy in Brazil

Educational assessment is linked to the Education Development Plan – PDE, Portuguese initials, and the Fund for Maintenance and Development of Basic Education and Valorization of Education Professionals – FUNDEB, Portuguese initials (2006); the Plan of Goals and Commitment All for Education (2007) and the Basic Education Development Index – IDEB, Portuguese initials (2007), composed of the results mainly from the Basic Education Assessment System – SAEB, Portuguese initials (1990), composing a set of actions and guidelines that feed the mechanisms of managerial monitoring and control of educational policies.

Saeb was created in 1990 to evaluate the 1st, 3rd, 5th and 7th grades of elementary school in public schools in Portuguese, mathematics, natural sciences and writing. It underwent a

reformulation in 1995 and incorporated a new methodology in the construction of tests and analyzes, the Item Response Theory (IRT), providing comparability between the results of the evaluations. In 1997, the target audience became the 4th and 8th grades of elementary school and the 3rd grade of high school in public and private schools, evaluating Portuguese, mathematics, natural sciences, physics, chemistry and biology, in this edition it evaluates competencies and defines descriptors in the formulation of items. In 1999, Saeb underwent a change in the areas/disciplines and started to evaluate History and Geography as well (BRASIL, 2020).

In 2001, it undergoes a new change in the evaluated areas/disciplines and evaluates only Portuguese and mathematics. In 2005, Ministerial Ordinance No. 931 restructures Saeb, which now consists of two assessments, the National Assessment of Basic Education (Aneb, Portuguese initials) and the National Assessment of School Achievement (Anresc, Portuguese initials), *Prova Brasil*. In 2013, through Ordinance no. 482, the National Literacy Assessment (ANA, Portuguese initials), foreseen in the National Pact for Literacy at the Right Age (Pnaic, Portuguese initials), becomes part of the Saeb. The classes evaluated are the 5th and 9th grade of elementary school, in Portuguese, mathematics and natural sciences (with no published results), and 3rd and 4th grade of high school in Portuguese and mathematics (BRASIL, 2020).

In 2019, Saeb underwent yet another restructuring in order to adapt to the National Common Curricular Base (BNCC). The acronyms ANA, Aneb and Anresc cease to exist and all assessments are now identified by the name Saeb. A pilot study is under development in public day care centers and preschools. In the 2nd year of elementary school, Portuguese and mathematics are evaluated; 5th and 9th grade of elementary school, Portuguese and mathematics; 9th grade of elementary school, natural sciences and humanities; 3rd and 4th grade of High School, Portuguese language and mathematics (BRASIL, 2020).

The criteria established for the evaluations, according to Oliveira; Coelho and Castanha (2015), are more related to the skills and competences adopted as a priority to the market, such as Portuguese and mathematics, than to the Brazilian reality. Thus, the idea that success and failure depend on the student and/or the teacher was strengthened.

The proposal on the implementation of performance evaluation systems is linked to the fulfillment of the goals to satisfy the basic learning needs of children, young people and adults, eradicate illiteracy and granting universal access to school. These goals were discussed and proposed at the World Conference on Education for All (1990), which resulted in the World Declaration on Education for All: Meeting Basic Learning Needs. For Brazil, this declaration guided the elaboration of the Decennial Plan Education for All (1993), a set of guidelines that

served as a reference for the elaboration of legislation and educational programs that helped in the implementation of the education reform in the 1990s.

The Decennial Plan Education for All (1993) was based on an economist and technicist proposal that was elaborated in the government of Itamar Franco (1992-1995) and gained greater concreteness with the government of Fernando Henrique Cardoso (1995-2003). The Ten Year Plan expressed the defense of universal access to school, the transfer of financial resources, the decentralization of management and influenced the preparation of the National Curriculum Parameters (PCN), the main discussions being: distance learning, the national assessment system, the policies of the textbook, and the Law of Guidelines and Bases of National Education (LIBÂNEO, 2012).

In this context, the assessment gains prominence as a key idea of the World Bank aimed specifically at controlling the results and impacts of education on economic and social development and on alleviating the effects of poverty. This can be seen in the 2018 document “*Aprender para hacer realidad la promesa de la educación*”, published by the International Organization itself:

The first step to improve learning across the system is to apply appropriate indicators to verify whether programs and policies are delivering the expected results. Credible and reliable information can greatly influence politicians' incentives. In particular, information on student learning and school performance - if presented in a way that is relevant and acceptable - contributes to enriching the political debate and improving service provided. It also helps policymakers manage a complex system (BANCO MUNDIAL, 2018b, p. 16).⁵

Therefore, achieving learning improvement means obtaining results in educational evaluative indices. For this reason, the evaluation carried out along the lines of the current stage of capitalism configuration has in its mechanisms the search for controlling the success and/or failure of educational proposals (ZANARDINI, 2008).

The capitalist state in its evaluative bias, through the evaluation processes and mechanisms, takes the results as parameters to regulate, for example, investments in education and to manage social control through education (DEITOS, 2010). Thus, large-scale standardized tests are embodied in the logic of economic rationality, in which

⁵ El primer paso para mejorar el aprendizaje en todo el sistema es aplicar indicadores adecuados que permitan verificar si los programas y las políticas están generando los resultados previstos. La información creíble y confiable puede incidir considerablemente en los incentivos de los políticos. En particular, la información sobre el aprendizaje de los estudiantes y el desempeño escolar —si se presenta de manera que resulte relevante y aceptable— contribuye a enriquecer el debate político y a mejorar la prestación de servicios. Asimismo, ayuda a los responsables de formular las políticas a gestionar un sistema complejo (BANCO MUNDIAL, 2018b, p. 16).

Measuring learning can improve equity by revealing hidden exclusions. [...] the learning crisis is not only a problem for society and the economy as a whole, but it is also one of the main generators of inequity and increasing differences in opportunities. But given that reliable information on learning is widely disparate in many education systems, particularly in primary and lower cycle of secondary school, the way the system is failing disadvantaged children constitutes a hidden exclusion. Unlike physical exclusion from school, the lack of learning is usually invisible, which prevents families and communities from exercising their right to a quality education (BANCO MUNDIAL, 2018b, p. 16).⁶

In the perspective that defends education as being responsible for overcoming social maladjustments, the low school performance observed in the evaluation tests serves, in part, to justify social problems. Efficient education would reverse the low rates of students in large-scale assessment tests, endowing them with the skills and competencies necessary to live in society, while still being the possibility of getting out of poverty (ZANARDINI, 2008).

This concept of evaluation is centered on the ideology of globalization, which disseminates the rhetoric of relief/management of poverty levels, which is inserted in the mechanisms of social control. Likewise, it promotes security in the service of the capitalist mode of production by maintaining the regulation of the stock and the qualification of the workforce and providing the minimum conditions of existence (OLIVEIRA; DUARTE, 2005; FIGUEIREDO, 2006; ZANARDINI, 2008). Concomitantly with the continuity and deepening of education reforms, evaluation gains centrality, the State conceives it as part of the new management model and as a parameter for the distribution of resources, which incorporates aspects of containment and liberation in a procedural movement in which Educational measures are linked to the movement of capital, either as a repository of psychosocial content or at the same time as social control. Both restraint and liberation are constituent elements of the same contradictory process, as an ideological envelope of the current educational policy.

The relation between poverty and the justifications for ineffective education, are associated, with emphasis, to the reform of the Brazilian State of 1995, since, considered necessary to enter the so-called globalized society, it articulated the promotion of the evaluating State. The State's intentions “[...] should focus on the permanent control of the efficiency of the

⁶ La medición del aprendizaje puede mejorar la equidad revelando exclusiones ocultas. [...] la crisis del aprendizaje no es solo un problema para la sociedad y la economía en su conjunto, sino que es también uno de los principales generadores de inequidad y de diferencias cada vez mayores en las oportunidades. Pero dado que en muchos sistemas educativos la información confiable sobre el aprendizaje es sumamente dispar, sobre todo en la escuela primaria y el ciclo inferior de la secundaria, la manera en que el sistema les está fallando a los niños desfavorecidos constituye una exclusión oculta. A diferencia de la exclusión física de la escuela, la falta de aprendizaje suele ser invisible, lo que impide a las familias y comunidades ejercer su derecho a una educación de calidad (BANCO MUNDIAL, 2018b, p. 16).

implemented policies and their degree of contribution to sustaining and maintaining the interests of capital”⁷ (ZANARDINI, 2008, p. 99). The evaluating State is an alternative resulting from the reform of a State that aims to no longer be a direct promoter, but to encourage and regulate development, sometimes neglecting the most comprehensive and minimally universalizing social policies.

International Organizations have an incisive influence on Brazilian education after the 1990s. The World Bank, for example, by prioritizing basic education, which in Brazil corresponds to elementary education, restricts learning through the basic cognitive skills justified by the central discourse of knowledge. Thus, according to the socio-economic and ideological policy presented by the World Bank, it is up to education to develop skills:

If basic education and the skills development system are prepared to meet the demands of employers, young people will have a better chance of following changes and satisfy them [...]. Therefore, the acquisition of skills at school, as well as in the labor market, becomes part of the human capital of Brazil and determines the prospects for productivity and inclusion (BANCO MUNDIAL, 2018a, p. 9).⁸

The development of competences is thus configured “[...] as a device of rhetoric and adherence to the premises of neoliberalism, reducing the formation process to a general view of instrumental, tutelage, restricted and functional in view of the historically produced universal knowledge”⁹ (DOURADO, 2002, p. 240).

In the current socioeconomic and political-ideological context, in which the BNCC guides and is guided by the elaboration of evaluation policies, whose principle of formulation is based on the globalizing ideology, the emphasis on early childhood education and elementary education, with regard to learning basic skills, tends to highlight one of the dimensions of the containment policy expressed in controlling access to scientific knowledge, historically produced and accumulated by humanity. It is observed, therefore, that the emptying of schools, curricula and/or content can be an indication that the containment policy is beyond the normative order (GUERRA, 2020), as it functions as a managerial mechanism of regulation and social control educational policies.

⁷ “[...] deveriam voltar-se para o permanente controle da eficiência das políticas implantadas e o seu grau de contribuição para a sustentação e manutenção dos interesses do capital.”

⁸ Se a educação básica e o sistema de desenvolvimento de competências estiverem preparados para atender às demandas dos empregadores, os jovens terão maior chance de acompanhar as mudanças e atendê-las [...]. Portanto, a aquisição de competências na escola, bem como no mercado de trabalho, torna-se parte do capital humano do Brasil e determina as perspectivas de produtividade e inclusão (BANCO MUNDIAL, 2018a, p. 9).

⁹ “[...] como um artifício de retórica e adesão às premissas do neoliberalismo, reduzindo o processo de formação a uma visão geral de racionalidade instrumental, tutelada, restrita e funcional ante o conhecimento universal historicamente produzido”

The school emptying is expressed, in part¹⁰, in defining educational content, objectives and purposes to be incorporated into school curricula. BNCC, in this context, expresses the intentions of the business community, since the document observes the absence of reference in relation to scientific, artistic and philosophical contents, having, therefore, the emphasis on methods, procedures, competences and skills aimed at adaptation of the individual to the interests of big capital, expressing the hegemony of the business class in the process of preparing the document (MARSIGLIA; PINA; MACHADO; LIMA, 2017).

The reduction in knowledge of Portuguese and mathematics represents an emptying in the scope of the curriculum, which affects the population contingent served by public schools. Thus, the emptying of contents constitutes a way to deny access to accumulated and systematized knowledge in the field of science, culture and art to the majority of the Brazilian population. In this sense, the emphasis on learning for the development of competencies is linked to the policies of International Organizations that have developed a school business logic (ANPED, 2018).

The evaluation of education is also related to the discourse of the search for the quality of education and teaching. The Law of Guidelines and Bases of National Education (LDB, Portuguese initials), no. 9,394/1996, indicates the need to achieve an improvement in the quality of education with the adoption of the national school performance assessment system. From the search to guarantee access to education, forms of quality verification emerge, including large-scale assessments. Likewise, the appreciation of results gains strength, mainly by monitoring individual performance and, thus, the appreciation of results may imply the failure to consider other dimensions of the educational process (MÉLO; ARAGÃO, 2017).

According to Vasconcelos, Leal and Araújo (2020), through evaluations it is possible to obtain information on the performance and results of the educational system. The assessment incorporates new objectives and purposes according to the social context and adapts to the dynamics of educational reforms proposed by International Organizations.

Brazil in the 1990s defined an educational project, which is linked to the prescription of International Organizations, showing precisely the first steps of the intended educational reforms, which today are shown as an ideological field of consolidation and maintenance outlined in the BNCC (GONÇALVES, 2020).

¹⁰ Tendo em vista que o artigo trata das dimensões da política de contenção e liberação no Brasil, o termo “em parte”, refere-se a uma das características de tais dimensões; ver, dentre outros, Cunha (1979) e Guerra (2020).

The starting point is the Brazilian educational approach based on the entry of the All for Education Movement in the country, in 2006, financed by the private sector. In the words of Saviani (2007):

Presenting itself as a civil society initiative and calling for the participation of all social sectors, this movement was constituted, in fact, as a cluster of business groups with representatives and sponsorship from entities such as Pão de Açúcar Group, Itaú-Social Foundation, Bradesco Foundation, Gerdau Institute, Gerdau Group, Roberto Marinho Foundation, Educar DPaschoal Foundation, Itaú Cultural Institute, Faça-Parte Brasil Voluntário institute, Ayrton Senna Institute, Cia. Suzano, ABN-Real Bank, Santander Bank, Ethos Institute, among others (SAVIANI, 2007, p. 1243).¹¹

From the above, it is understood that Brazilian education, mainly from 2006, started to coordinate in a more articulated and organic way, through economic groups, the monopoly interests of financial capital in the direction of the programmatic assumptions for educational policy. As noted by the partnership of the organization All for Education:

Figure 1 – Partnership – All for Education



¹¹ Apresentando-se como uma iniciativa da sociedade civil e conclamando a participação de todos os setores sociais, esse movimento se constituiu, de fato, como um aglomerado de grupos empresariais com representantes e patrocínio de entidades como o Grupo Pão de Açúcar, Fundação Itaú-Social, Fundação Bradesco, Instituto Gerdau, Grupo Gerdau, Fundação Roberto Marinho, Fundação Educar DPaschoal, Instituto Itaú Cultural, Faça Parte-Instituto Brasil Voluntário, Instituto Ayrton Senna, Cia. Suzano, Banco ABN-Real, Banco Santander, Instituto Ethos, entre outros (SAVIANI, 2007, p. 1243).



Source: All for Education¹²

A true network of socioeconomic and ideological interests coordinated in favor of education, weaving organic webs to articulate formative interests and the political promotion of a programmatic platform for educational policies at all levels. The intention of this demonstration is, above all, to understand neoliberalism and the market from the point of view of influences and practices, not just as a set of fluctuating ideas (BALL, 2014). There are “bonds” and relations that operate in the establishment of educational policies and, in turn, the State gives legitimacy and openness to national and international organizations, as it expresses a larger institution in the process of social organization, tension and contradictions of capital and the relevant socioeconomic, political and ideological mediation for the maintenance and production of the current social structure (GONÇALVES, 2020).

The exposure of these partnerships is necessary, insofar as the BNCC (2017; 2018) was articulated with the support of the “Movement for the National Common Curricular Base”, an organization that, in turn, has the contribution of “All for Education”. As shown in figure 2:

Figure 2 – BNCC supporters

MINISTÉRIO DA EDUCAÇÃO

MINISTRO DE ESTADO DA EDUCAÇÃO
Mendonça Filho

SECRETARIA EXECUTIVA
Maria Helena Guimarães de Castro

SECRETARIA DE EDUCAÇÃO BÁSICA
Rossieli Soares da Silva

PARCERIA

Conselho Nacional de Secretários de Educação – CONSED
União Nacional dos Dirigentes Municipais de Educação – UNDIME

APOIO

Movimento pela Base

Source: National Common Curricular Base (Early Childhood Education and Elementary Education) (2017)

¹² Available: https://www.todospelaeducacao.org.br/pag/quem-somos/#bloco_356. Access: 18 Mar. 2020.

The “Movement for the National Common Curricular Base” brings together several organizations and institutions, among them, the “All for Education”:

Figure 3 - Supporters of the Movement for the National Common Curricular Base¹³



Source: Movement for the National Common Curricular Base¹⁴

The educational relations established, mainly after the approval of the BNCC, are part of a set of private solutions, which, according to Freitas (2018), provide a business reform in education. In the author's words:

As is typical of business reform, these actions, apparently unrelated, are articulated in an “alignment” engineering (bases/teaching/evaluation/accountability), eliminating diversity and leaving little space for the school or the teaching profession to create, being suffocated by assessments, tests, online teaching platforms and manuals equally developed and standardized based on common national bases (FREITAS, 2018, p. 81).¹⁵

¹³ We read on the image: Inspirare Institute - Family Institute whose mission is to inspire innovations in entrepreneurial initiatives, public policies, programs and investments that improve the quality of education in Brazil / Natura Institute - Executes and supports projects aimed at improving Basic Education in the public network, in Brazil and Latin America, which are guided by the effectiveness of learning, equity in results and social cohesion. / Unibanco Institute - Aims to expand the educational opportunities of young people in search of a fairer and transformative society, focusing their actions on improving secondary education / Itaú BBA - Itaú BBA is the largest corporate investment bank in Latin America and is part of the Itaú Unibanco group / All for Education - Movement of the Brazilian society whose mission is to contribute so that by 2022, the bicentenary year of Brazil's independence, the country will ensure the right to quality basic education for all children and young people. / Undime - The National Union of Municipal Education Directors is a civil association, founded in 1986, which brings together municipal directors of public education with social quality.

¹⁴ Available: <http://movimentopelabase.org.br/quem-somos/>. Access: 18 Mar. 2020.

¹⁵ Como é típico da reforma empresarial, essas ações, aparentemente sem relação, se articulam em uma engenharia de “alinhamento” (bases/ensino/avaliação/responsabilização), eliminando a diversidade e deixando pouco espaço para a escola ou para o magistério criar, sendo sufocado por assessorias, testes, plataformas de ensino online e manuais igualmente desenvolvidos e padronizados a partir das bases nacionais comuns (FREITAS, 2018, p. 81).

The neoliberal principles that guide the BNCC express a programmatic content of emptying the school and its function of transmitting knowledge. This interference in the public school curriculum expresses the neoliberal alignment intensified by state and education reforms. Thus, compliance with the capital agenda is observed in the current social context, therefore, the model of curricular organization produced is related to the regulation and control of school education, intensified by the processes of evaluation and overvaluation of competences and skills of a psychosocial and socioemotional nature (MARSIGLIA; PINA; MACHADO; LIMA, 2017; COSTA; FARIAS; SOUZA, 2019; GONÇALVES, 2020).

Educational regulation and control are intensified with the BNCC (2017; 2018). Its principles not only reiterate an educational conception focused on the Theory of Human Capital, but, above all, psychic and ideologically conditions the condition of subservience in the current form of sociability through socio-emotional competences, defined as the ten General Competencies of the BNCC: 1 - Knowledge; 2 - Scientific, critical and creative thinking; 3 - Cultural repertoire; 4 - Communication; 5 - Digital culture; 6 - Work and life project; 7 - Argumentation; 8 - Self-knowledge and self-care; 9 - Empathy and cooperation; 10 - Responsibility and citizenship (MOVIMENTO PELA BASE NACIONAL COMUM CURRICULAR, 2018, p. 2).

The socio-emotional competences, reiterated in the BNCC (2017 and 2018), are based on the expectation of “[...] transforming the student into a mutant, proactive, aspiring to work and tolerant citizen when he finds himself without a job”¹⁶ (SHIROMA; EVANGELISTA, 2003, p. 86). With a view to this formation, the question is: What about evaluation? The evaluation inserted in this context stimulates competition and individualism and provides psychosocial and socioemotional elements that justify the socioeconomic differences and inequalities. For this analysis, it would be the same to state that:

This premise recognizes in education a sector of high productivity and identifies the educational system with the market system: the educational activity “must assume” the rules of the market and competitiveness, interaction of those who demand with those who offer education (TORRIGLIA, 2003, p. 102).¹⁷

¹⁶ “[...] transformar o aluno em cidadão mutante, proativo, aspirante ao trabalho e tolerante nos momentos em que se encontre sem emprego”

¹⁷ Essa premissa reconhece na educação um setor de alta produtividade e identifica o sistema educativo com o sistema de mercado: a atividade educativa “deve assumir” as regras do mercado e da competitividade, interação dos que demandam com os que oferecem educação (TORRIGLIA, 2003, p. 102).

The relation between competition and individualism is established by the evaluative indices. Such indexes cannot be understood if we disregard the global economic interests that determine, in most cases, the social function of the school preconceived by the international division of labor. The assessment, in this sense, aims to ensure the efficiency of the educational system through technical and/or quantitative explanations.

To articulate the demands of an insatiable market, policies aimed at education are configured in the dynamics of current social relations of production. In this way, the evaluation is constituted as an accountability mechanism, whose objective is not centered on the teaching and learning process aimed at emancipation/humanization, rather, its demand is based on the “alignment” of a business reform in education in which the fulfillment or not of goals is regulated (FREITAS, 2018) as mechanisms that feed the current social and productive dynamics. Because,

Bearing in mind that the function of the General Competencies of the BNCC is, according to the document, to ensure the students' learning and development process (BRASIL, 2017), and these, in turn, guide the entire teaching process of Brazilian basic education, it is worth analyzing that the ten competencies proposed in the BNCC support the ordering of emotional cognition, facilitating the standardization necessary to the dictates of large-scale assessment (GONÇALVES, 2020, p. 44).¹⁸

The large-scale evaluation, based on these explanations, corresponds to the necessary adaptation to the flexible forms of the economy. Thus, formation based on skills and competences makes possible the necessary requirement to become the “citizen of the 21st century” and, thus, “The results of the evaluations start to guide school life. The elevation of the school's grade is established as a quality reference, which leads to concealment about educational purposes, favoring the capture of pedagogical action by the *status quo*”¹⁹ (FREITAS, 2018, p. 82, author' highlights).

The modernizing *status quo* requires “good education” to analyze results. This is evident in the BNCC itself, when the document emphasizes that evaluating through competencies is a global trend:

¹⁸ Tendo em vista que a função das Competências Gerais da BNCC é, de acordo com o documento, assegurar o processo de aprendizagem e desenvolvimento dos alunos (BRASIL, 2017), e essas, por sua vez, orientam todo o processo de ensino da educação básica brasileira, cabe analisar que as dez competências propostas na BNCC subsidiam o ordenamento da cognição emocional, facilitando a padronização necessária aos ditames da avaliação em larga escala (GONÇALVES, 2020, p. 44).

¹⁹ “Os resultados das avaliações passam a guiar a vida escolar. A elevação da nota da escola é estabelecida como referência de qualidade, o que leva à ocultação sobre as finalidades educativas, favorecendo a captura da ação pedagógica pelo *status quo*”

This same tendency to elaborate curricula referenced in competences is verified in a large part of the curricular reforms that have been taking place in different countries since the final decades of the 20th century and throughout this beginning of the 21st century. This is also the approach adopted in the international assessments of the Organization for Economic Cooperation and Development (OECD), which coordinates the Programme for International Student Assessment (Pisa), and the United Nations Educational Organization, the Science and Culture (Unesco), which instituted the Latin American Laboratory for the Evaluation of the Quality of Education for Latin America (LLECE, in the acronym in Spanish) (BRASIL, 2017, p. 16).²⁰

BNCC is part of a containment policy, that is, the creation of political mechanisms for control, classification and evaluation of results and a release policy, that is, the creation of policies that free themselves from programmatic and formative assumptions and pass to engage in socioemotional assumptions as drivers of human formation in Brazil, since, aiming at the establishment of results, understanding the relation between curriculum and evaluation, determines what are the contents considered essential for the current demand. In this sense, restraint is expressed in the restriction of access to scientific content and, also, through the control and standardization carried out by large-scale assessments and the release in the provision of so-called socio-emotional skills as priority components of the new curricular platform, composing pragmatism socio-emotional curriculum.

Final considerations

The educational evaluation for the ranking of results composes the discourse of the International Organizations, mainly from the 1990s. The evaluation processes, to a large extent, influence and interfere in the allocation of resources for education and schools. The regulation and control of school education can also be seen in the BNCC, in the overvaluation of social and emotional competences and skills at the expense of scientific content.

The implementation of the containment and liberation policy includes an emphasis on learning basic skills and indicates a determined control of access to scientific knowledge. Therefore, the social function of education and school, in the perspective of neoliberalism, contributes to fulfill the capitalist agenda in the current context, responding to the processes of

²⁰ Essa mesma tendência de elaboração de currículos referenciados em competências é verificada em grande parte das reformas curriculares que vêm ocorrendo em diferentes países desde as décadas finais do século XX e ao longo deste início do século XXI. É esse também o enfoque adotado nas avaliações internacionais da Organização para a Cooperação e Desenvolvimento Econômico (OCDE), que coordena o Programa Internacional de Avaliação de Alunos (Pisa, na sigla em inglês), e da Organização das Nações Unidas para a Educação, a Ciência e a Cultura (Unesco, na sigla em inglês), que instituiu o Laboratório Latino-americano de Avaliação da Qualidade da Educação para a América Latina (LLECE, na sigla em espanhol) (BRASIL, 2017, p. 16).

regulation and control of the social. This process is expressed in the large-scale evaluation mechanisms, and the BNCC, in turn, corroborates the desired standardization, the purpose of which is to obtain results to achieve a certain educational ranking that will contribute to a socio-emotional and economic discipline for the maintenance of the ideological conditions of the current social order.

BNCC represents the culmination of the intensification of the process of social and economic adjustments of the 1990s. This is due to the fact that BNCC is constituted as a formation policy that brings together national institutions and International Organizations, whose form of action is mainly, through outsourcing and public-private partnerships. A true educational business reform to maintain the socio-emotional and ideological formation assumptions necessary for the process of capitalist control and production (FREITAS, 2018; GUERRA, 2020; GONÇALVES, 2020).

In this direction, the global educational market, based on administration, management, evaluation and curriculum systems, contributes to define what cultural knowledge is worth (BALL, 2014). For this reason, BNCC bases its formation on socio-emotional competences (the ten General Competencies of the BNCC), as these operate as a facilitating mechanism of tests and accountability and feed the social control system.

REFERENCES

- ANPED. A proposta de BNCC do ensino médio: alguns pontos para o debate. **Nota da Anped**, 2018. Available: <http://www.anped.org.br/news/nota-anped-proposta-de-bncc-do-ensino-medio-alguns-pontos-para-o-debate>. Access: 09 Dec. 2019.
- BALL, S. J. **Educação Global S. A.:** novas redes políticas e o imaginário neoliberal. Trad. Janete Bridon. Ponta Grossa: UEPG, 2014.
- BANCO MUNDIAL. **Competências e empregos:** uma agenda para a juventude. Síntese de constatações, conclusões e recomendações de políticas. Washington, DC, 2018a.
- BANCO MUNDIAL. **Informe sobre el desarrollo mundial 2018:** aprender para hacer realidad la promesa de la educación. Cuadernillo del “Panorama general”. Washington, DC: Banco Mundial, 2018b.
- BRASIL. **Saeb:** histórico. Inep, 2020. Available: <http://portal.inep.gov.br/web/guest/educacao-basica/saeb/historico>. Access: 18 Mar. 2020.
- BRASIL. **Base Nacional Comum Curricular (BNCC).** Educação Infantil e Ensino Fundamental. Versão final. Brasília: MEC, 2017.
- BRASIL. **Base Nacional Comum Curricular (BNCC).** Ensino Médio. Versão final.

Brasília: MEC, 2018.

COSTA, M. da C. dos S.; FARIAS, M. C. G. de; SOUZA, M. B. de. A Base Nacional Comum Curricular (BNCC) e a formação de professores no Brasil: retrocessos, precarização do trabalho e desintelectualização docente. **Movimento-Revista de Educação**, Niterói, ano 6, n. 10, p. 91-120, jan./jun. 2019.

CUNHA, L. A. **Educação e desenvolvimento social no Brasil**. Rio de Janeiro: Francisco Alves, 1979.

DEITOS, R. A. Políticas públicas: aspectos teóricos-ideológicos e socioeconômicos. **Acta Scientiarum Education**, Maringá, v. 32, n. 2, p. 209-218, 2010.

DOURADO, L. F. Reforma do Estado e as políticas para a educação superior no Brasil nos anos 90. **Educação & Sociedade**, Campinas, v. 23, n. 80, p. 234-252, set. 2002.

FIGUEIREDO, I. M. Z. **Desenvolvimento, globalização e políticas sociais**: um exame das determinações contextuais dos projetos de reforma da educação e saúde brasileiras da última década. 2005. 264 f. Tese (Doutorado em Educação) - Universidade Estadual de Campinas, Campinas, 2006.

FREITAS, L. C. **A reforma empresarial da educação**: nova direita, velhas ideias. 1. ed. São Paulo: Expressão popular, 2018.

GONÇALVES, A. M. **Os intelectuais orgânicos da Base Nacional Comum Curricular (BNCC)**: aspectos teóricos e ideológicos. 2020. 128 f. Dissertação (Mestrado em Educação) - Universidade Estadual do Oeste do Paraná, Cascavel, 2020.

GUERRA, D. **Contenção e liberação na política educacional brasileira**: tendências predominantes na Política de Educação Infantil e do Ensino Fundamental (2006-2016). 2020. 150 f. Dissertação (Mestrado em Educação) - Universidade Estadual do Oeste do Paraná, Cascavel, 2020.

LIBÂNIO, J. C. O dualismo perverso da escola pública brasileira: escola do conhecimento para os ricos, escola do acolhimento social para os pobres. **Educação e Pesquisa**, São Paulo, v. 38, n. 1, p. 13-28, 2012.

MARSIGLIA, A. C. G.; PINA, L. D.; MACHADO, V. de O.; LIMA, M. A Base Nacional Comum Curricular: um novo episódio de esvaziamento da escola no Brasil. **Germinal: Marxismo e Educação em Debate**, Salvador, v. 9, n. 1, p. 107-121, abr. 2017.

MÉLO, S. C. B.; ARAGÃO, W. H. Política de avaliação em larga escala: “educação para todos” ou exclusão em nome da “qualidade”? **Revista on line de Política e Gestão Educacional**, Araraquara, v. 21, n. esp. 2, p. 1152-1164, nov. 2017.

MOVIMENTO PELA BASE NACIONAL COMUM CURRICULAR. **Dimensões e Desenvolvimento das Competências Gerais da BNCC**: center for curriculum redesign. 2018. Available: <http://movimentopelabase.org.br/acontece/competenciasgerais-de-bncc/>. Access: 19 Apr. 2018.

OLIVEIRA, D. A.; DUARTE, A. Política educacional como política social: uma nova regulação da pobreza. **Perspectiva**, Florianópolis, v. 23, n. 02, p. 279-301, jul./dez. 2005.

OLIVEIRA, Q. C. da S.; COELHO, D.; CASTANHA, A. P. Considerações sobre as avaliações em larga escala no Brasil e o papel dos organismos internacionais: eficiência e produtividade x qualidade. **Revista on line de Política e Gestão Educacional**, Araraquara, n. 19, p. 238-255, jul./dez. 2015.

SANTOS, R. A. Teoria do capital humano: uma análise do caso brasileiro. **Análise**, Porto Alegre, v. 19, n. 2, p. 18-30, jul./dez. 2008.

SAVIANI, D. O plano de desenvolvimento da educação: análise do projeto do MEC. **Educ. Soc.**, Campinas, v. 28, n. esp. 100, p. 1231-1255, out. 2007.

SHIROMA, E. O.; EVANGELISTA, O. Um fantasma ronda o professor: a mística da competência. *In*: MORAES, M. C. M. de. **Iuminismo às avessas**: produção de conhecimento e políticas de formação docente. Rio de Janeiro: DP&A, 2003. p. 81-98.

SCHULTZ, T. W. **O capital humano**: investimentos em educação e pesquisa. Rio de Janeiro: Zahar, 1973.

SCHULTZ, T. W. **O valor econômico da educação**. Rio de Janeiro: Zahar, 1967.

TORRIGLIA, P. L. Argentina: políticas de ajuste e paradoxos na educação. *In*: MORAES, M. C. M. de. **Iuminismo às avessas**: Produção de conhecimento e políticas de formação docente. Rio de Janeiro: DP&A, 2003. p. 99-128.

VASCONCELOS, C. R. D.; LEAL, I. O. J.; ARAÚJO, J. A. de Q. C. Nexos entre gestão, avaliação e o Índice de Desenvolvimento da Educação Básica (IDEB) em escolas públicas. **Revista on line de Política e Gestão Educacional**, Araraquara, v. 24 n. 1, p. 55-70, jan./abr. 2020.

ZANARDINI, J. B. **Ontologia e avaliação da Educação Básica no Brasil (1990-2007)**. 2008. 208 f. Tese (Doutorado em Educação) - Universidade Federal de Santa Catarina, Florianópolis, 2008.

SHIROMA, E. O.; ZANARDINI, I. M. S. Estado e gerenciamento da educação para o desenvolvimento sustentável: recomendações do capital expressas na Agenda 2030. **Revista on line de Política e Gestão Educacional**, Araraquara, v. 24, n. esp. 1, p. 693-714, ago. 2020.

How to quote this article

GONÇALVES, A. M.; GUERRA, D.; DEITOS, R. A. Large-scale evaluation and National Common Curricular Base (BNCC): dimensions of the policy of containment and release in Brazil. **Revista on line de Política e Gestão Educacional**, Araraquara, v. 24, n. esp. 1, p. 891-908, ago. 2020. e-ISSN:1519-9029. DOI: <https://doi.org/10.22633/rpge.v24iesp1.14018>

Submitted: 20/02/2020

Required revisions: 30/04/2020

Approved: 28/06/2020

Published: 01/08/2020