

EXCERPTS FROM THE BNCC: DISCUSSION OF FOUNDATIONS AND CONCEPTUAL CONSIDERATIONS

EXCERTOS DA BNCC: DISCUSSÃO DE FUNDAMENTOS E CONSIDERAÇÕES CONCEITUAIS

EXTRACTOS DEL BNCC: DISCUSIÓN DE LOS FUNDAMENTOS Y CONSIDERACIONES CONCEPTUALES

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ABSTRACT: In this first excerpt, made in a broad study with some theoretical depth, the aim is to discuss some concepts brought by BNCC² from excerpts from its foundations. The text seeks, in this way and in the light of a reflective theoretical exploration, to analyze the complexity of this universe for the pedagogical practice in everyday schooling, as it considers certain incompleteness due to the distance between its idealized formulation and the structural and conjunctural reality presented to "have their rights to learning and development assured, in accordance with the provisions of the National Education Plan". This theoretical and exploratory study of the concepts and narrative elements present in a "document of a normative character" and with the degree of instrumental and operational complexity that presents itself, still needs permanent inquiries and reflections about its effectiveness, from the educational system to the school unit.

KEYWORDS: Educational system. National Common Curricular Base. Schooling.

RESUMO: *Nesse primeiro recorte feito em um estudo amplo com certa profundidade teórica objetiva discutir alguns conceitos trazidos pela BNCC a partir de excertos dos seus fundamentos. O texto procura, por esse caminho e à luz de uma exploração teórica reflexiva, analisar a complexidade desse universo para o fazer pedagógico no cotidiano da escolarização, pois, considera certa incompletude pela distância existente entre a sua formulação idealizada e a realidade estrutural e conjuntural então apresentados para que "tenham assegurados seus direitos de aprendizagem e desenvolvimento, em conformidade com o que preceitua o Plano Nacional de Educação". Este estudo teórico e exploratório dos conceitos e elementos de narrativa presentes em um "documento de caráter normativo" e com o grau de complexidade instrumental e operacional que se apresenta precisa de indagações e reflexões permanentes sobre sua efetividade, do sistema educacional até à unidade escolar.*

PALAVRAS-CHAVE: *Sistema educacional. Base Nacional Comum Curricular. Escolarização.*

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² In this article, the National Common Curricular Base will be permanently called BNCC, since this acronym is widely disseminated in the literature and in different media in Brazil.

RESUMEN: *En este primer corte realizado en un amplio estudio con cierta profundidad teórica se pretende discutir algunos conceptos aportados por el BNCC a partir de extractos de sus fundamentos. El texto busca, por esta vía y a la luz de una exploración teórica reflexiva, analizar la complejidad de este universo para el hacer pedagógico en la escolarización cotidiana, pues considera cierta incompletud por la distancia existente entre su formulación idealizada y la realidad estructural y coyuntural entonces presentada para que "tengan asegurados sus derechos de aprendizaje y desarrollo". Este estudio teórico y exploratorio de los conceptos y elementos narrativos presentes en un "documento normativo" y con el grado de complejidad instrumental y operativa que se presenta necesita de indagaciones y reflexiones permanentes sobre su eficacia, desde el sistema educativo hasta la unidad escolar.*

PALABRAS CLAVE: *Sistema educativo. Base Curricular Nacional Común. Escolarización.*

Introduction

This article, as part of a broader study still under development, proposes to discuss, based on excerpts from the fundamentals presented by the BNCC, some concepts established as guiding principles of actions that are of great theoretical and operational complexity. Bearing in mind that this is *a normative document that defines the organic and progressive set of essential learning that all students must develop throughout the stages and modalities of Basic Education, so that their learning and development rights are assured, in accordance with the provisions of the National Education Plan (PNE)*, it is necessary to consider the conditions of operational instrumentality and on a permanent basis of observance and discussion, from the system to the school unit in its daily life. The pedagogical dimension in these principles acquires a hyper dimension with the imperative to reinterpret the pedagogical act, to give a new meaning to look at the recognition of the rights of the other and the institutional *mentality* itself historically established. In this context, schooling, necessarily inclusive, will affirm the need for recognition by welcoming culturality, territoriality and diversity. The needs to meet these demands imply transformations, in a way, understanding and acceptance for submission, of different orders with paradigmatic, cultural and structural dimensions. The ethics of discussion and debate are reflections on the conditions of minimum possibilities of mutual understanding in a situation of verbal exchange. Theorized by Habermas and Karl-Otto Apel, with the aim of formulating the norms that allow a debate to take place in a satisfactory way. These authors also claim that, in a certain reading of the ethics (or theory) of the discussion, the apology for the debate is also clear in professional politics and in the educational world. Presented more precisely, this theory (or ethics) shows that official argumentation is unacceptable, since democratically one cannot accept a standard determinant that is not open to discussion, nor can

one dispense with examining the way in which the authorship originally formulated and to draw attention to its difficulties. This article assumes that only the effective exercise of dialogue allows norms to become effective based on reason and exposing their complexity, thus appropriating the theory of discussion as *an instrument that allows fighting against axiological skepticism and against legal positivism that “invested the cultural system in its educational dimension and has penetrated everyday consciousness”* (JAFFRO, 2001, p. 71-85, our translation). This discussion proposes a reflection on the conditions and possibilities of understanding and pertinence of some fundamentals and concepts in evidence in the BNCC. Although this is the first extract of a broader study, this article presents the first discussions on such themes and concepts in view of the action potential of school units, as it considers that no systemic proposition for education will be able to achieve significant success if it is not obtained first in the classroom within the school unit.

The schooling processes in Brazil, for reasons that go beyond simple or fragmented understandings, seem to have always lacked studies that would enable the understanding of structural problems and indicate (or even suggest) something that would make it possible to overcome them. Among the numerous proposals that have historically been forwarded by different governments, there is no permanence and this causes the achievements of one moment (or period) to be lost in the other. In the current period we are literally stagnant at very low performance levels in basic schooling, despite the investments and changes that took place in the post LDB 1996 period. According to the precepts established in this law, and considering the need to overcome the fragmentation in the school system, something absolutely insufficient despite the actions arising from educational policies, the proposition of ten-year education plans is observed and debates are encouraged from the perspective of building a National Common Curricular Base that aims to guarantee a minimally equitable standard of learning for all in this process. This should be a reference instrument for the minimum knowledge of all students, since basic education is considered a social right. These debates produced a collaboratively constructed document intended to reduce learning inequalities, establishing the fundamental skills and competences in each stage of basic education with mandatory compliance. In the current period, as a result of the determinants of the National Education Plan PNE - also transformed into Law - it is expected that this National Common Base can guide the learning and development objectives in the configuration of the formative proposals of the basic school to be expressed in the projects pedagogical practices and in the curricula of school institutions. However, the rupture and completion of the trajectory of debates, determined by the government, by enacting and publishing these guidelines - early in my view - reverse the logical

and pedagogical order of the in-depth discussions and the debates cease. It is evident that changes in basic education would occur, but by another path (SEVERINO; BAUER, 2016), other than by deepening reflections and debates on some intrinsic peculiarities of pedagogical practice in the dimension of the school unit and the classroom. From the set that has taken place so far and from the “sudden” rupture that ended the trajectory of the debates, the pedagogical dimension in schooling remains, with an air of contradiction in maintaining a certain robustness with the emphasis given to the development of general competences – cognitive, personal and social and communicative – assumed as the ability and possibility of mobilizing and operating knowledge in problem solving and decision-making situations. What is brought here is that the rupture of the debate, which in a way should be more permanent, did not allow the due deepening of more complex issues such as the dimension of cognition as a fundamental concept to the BNCC. It is considered that, in the conceptual mosaic that presents itself for this structure in the education system, it will be in an even bigger tangle than the curricular issue itself, and this, in turn, has presented itself amid a set of theoretical-methodological influences that would hardly be able to clearly guide their application, imposing great difficulties for the effective pedagogical actions in the schooling process. Less because of the condition of the professionals involved and much more because of the structural and institutional insufficiency (or absence) of the system, since cognition is a set of mental processes that are related to the function of knowledge that involves memory, language, reasoning, learning, intelligence, problem solving, decision making, perception and attention. It implies the development of executive functions - working memory, inhibitory control and cognitive flexibility - as cognitive skills through which it allows us to act in an organized way towards goals (DEHAENE, 2015). Considering this, it is necessary to ask: How to operate in this dimension of complexity? What domains of cognitive components of development should be mobilized according to the resources and structures available for pedagogical actions in everyday school life? These questions thus posed and given the difficult understanding and the actuality of this knowledge, it is considered that, since the last decades, the Basic Education teacher has become, in fact, the priority and this can be seen through the quantity and detail of the proposals that guide formation and teaching work. Thus, by understanding how it is organized, how the country's educational structure works and what is expected of a teacher; it is necessary to be clear on how he will be valued in his career. The educational system, despite its complexity, is well structured, with clear definitions of the responsibilities of the different institutions involved in the teacher formation policy, so if we want to have a strong, coherent and integrated policy for teachers, it would be necessary to institute a group of professionals with technical and academic competence capable of designing

and implementing a national policy on teaching quality (SEBASTIANI; SUZUKI, 2020, p. 316).

About the concept of Competencies

This cognitive complexity is established when we consider the interactionist principles that underlie BNCC's central conceptions and brings the concept of global competence³ and cognitive competence, assumed centrally in its structure.

The academic productions available on these cognitive concepts are impressive due to the variety of topics they cover: cognitive sciences, neurobiology, curriculum, learning and teaching of literacy and numeracy, children's self-regulation, disorders in different contexts, good practices, teacher formation and evaluation (BRASIL, 2020 p. 10). Despite the complex contents, these productions are presented in a language of relative clarity, as far as possible and accessible, it fulfills its objective in terms of scientific dissemination. However, it must be considered that operationally translating this knowledge into the pedagogical practice of schooling and, in doing so, promoting learning and improving student performance, has a certain distance and many efforts to be made. For this reason, most of the countries studied structured teams of professionals in different institutional forms - Committees, National Institutes, Councils, among others - to seek ways to integrate the different actions/interventions/motivations that teacher formative demands. These groups were exclusively dedicated to the study and elaboration of public policies that could contribute to the formation and development of teachers and their professionalization. This proposition for qualification is pertinent, since this concept is understood as the mobilization of knowledge (concepts and procedures), skills (practical, cognitive and socioemotional), attitudes and values to solve complex demands of everyday life, of the full exercise of citizenship and the world of work (MACEDO; FINNI, 2018). The dimension of complexity here is immense and does not have enough instrumentation to apply it in a pedagogically efficient way, however it marks the pedagogical and social discussion that has set the tone for the dynamics of schooling in recent decades and can be inferred from the text of the LDB, especially when establishing the general purposes of Elementary and Secondary Education (Articles 32 and 35). In addition, since the

³ Here, global competence is a multidimensional capability. Globally competent individuals can examine local, global and intercultural issues, understand and appreciate different perspectives and worldviews, successfully and respectfully interact with others and take responsible actions for sustainability and collective well-being. The dimension of development in the BNCC configures the dimension of principles of the relationship between the cognitive test of global understanding and the dimensions of global competence

final decades of the 20th century and throughout the beginning of the 21st century, the focus on the development of competences has guided most Brazilian States and Municipalities in the construction of their school curricula. This is also the approach adopted considering the links produced by Brazil's international relations and, by adopting this approach, the BNCC suggests that pedagogical decisions should be oriented towards the development of competences. Through a clear indication of what students should “know” (considering the constitution of knowledge, skills, attitudes and values) and, above all, what they should “know how to do” (considering the mobilization of this knowledge, skills, attitudes and values to resolve complex demands of everyday life, full exercise of citizenship and the world of work), the explanation of competences offers references for strengthening actions that ensure the essential learning defined in the BNCC. According to the research carried out by Cenpec, of the 16 Federation Units whose curricular documents were analyzed, 10 of them explain a vision of teaching by competences, using the terms “competence” and “skill” (or equivalent, such as “capacity”, “expectation of learning” or “what students should learn”). “Teaching by competences appears more clearly derived from the PCN” (p. 75, our translation). In this context, throughout Basic Education, the essential learning defined in the BNCC must compete to ensure that students develop ten general competences, which embody, in the pedagogical scope, the rights of learning and development. Despite this situation where the perspective is important and legitimate, there is an apparent clarity on the issue of competences (and abilities) to be developed by those who learn. We consider, however, that we have a certain insufficiency of answers, even studies in breadth and depth, on applied questions in relation to: how does one become competent? Of pedagogical nature: What interventions in everyday activities allow the development of competences? There are some studies in Brazil, such as those developed by the Quebec Ministry of Education, available or integrated into teacher formation that, by closely examining the competences-skills-competences taxonomy, allow the identification of at least two types of skills and establish a distinction between disciplinary skills and cross skills? This type of study made it possible to understand how a skill develops and to follow the essential pedagogical implications inherent to the implementation of a reform based on the development of competences in the classroom.

We emphasize that investigations of this type took place more as a result of the efforts of individual researchers for personal interests, than of organizations with governmental dimensions, which made few efforts in this direction. Among the most significant studies on concepts such as Competencies, in addition to the one already described, there is what is proposed for a somewhat broader discussion, the studies of prof. Lino de Macedo. Among other

studies on this theme, it increasingly shows the need to appropriate other domains within the scope of procedural contents, which are in the order of know-how. The issues today are to seek, find, analyze and interpret information with a view to understanding, answering and solving problems or even just having the knowledge you want in yourself and for yourself. Thus, it is necessary to have elements for a pedagogical reflection on the meanings of the different forms of competences and abilities available to students, since these are manifested as a precondition, as a condition of the object and as relational competences. The first case, as a precondition of the subject, inherited or acquired according to the cognitivist assumption, considers that we are born with communicative competences, that is, we inherit the aptitude for language development, in the language we inherit - mother - or in others that are not inherited, but that can be learned and developed and constitute a heritage of our culture and our possibilities of communication. In this way, competencies and performance are different dimensions. Competencies as a condition of the object, regardless of the subject that uses it, and relational competences. This third form of competence is interdependent, that is, it is not enough to be very knowledgeable in a subject, it is not enough to have powerful and adequate objects, since what is important here is "how these factors interact". Relational competences express this game of interactions that supposes an opening to diversity. Diversity of points of view, for the countless ways of expressing something and variability of contexts. Thus, one can discuss and argue in different ways, there are possibilities for divergent solutions and there is room for differences. These forms of competence, in practice, do not necessarily cancel each other out, as they refer to different and complementary dimensions of the same reality. It is important to understand this cognitive bidimensionality where competence is a general order skill, while skill is a particular, specific competence and order. Some results (DJELLE OPELY, 2016) also show that attention would be a dimension of competences that is prepared, developed and on which it is not only given in an intangible way. Student attention is defined as a mentally flexible activity, but also concretely as a stage to be traversed from the point of view of considered experimental models. Even as a hypothesis, it can be said that if attention processes are stimulated, this will play an active role in the flexibility of mental activity and, therefore, will have implications for students' competences. Cognitive processes involve different cognitive skills that the brain uses to think, learn, remember, reason and pay attention. Particularly the issue of attention, as a state composed of the set of mechanisms by which the brain selects information, directs its processing and, considering the ability to remain in this state, in each one individually, this ability plays an important role in the performance of tasks since the most complicated to the least complex and, although often presented as separate

topics, they are somehow related (DEHAENE, 2015). During some cognitive processes, these skills may overlap. M. Posner (2006) distinguishes at least three care systems: alert, which globally modulates the level of surveillance; the focus of attention, which selects an object, and executive control, which selects the appropriate processing chain for a given task and controls its execution. In this sense, it should be noted that, when reading, it is necessary that attention – as a controlled and directed focal state – be maintained in this condition and allow memory to retain and recover the text that has just been read. Without any of these requirements, it would not be a qualified reading, or even if it would have the retention and retrieval of what was read. Here, one can ask the BNCC: in a context thus described, how do you expect pedagogical elements to stimulate such cognitive processes and, at the same time, maintain control of attention systems? What we bring here for these reflections are clues and indications of the complexity involved in the dimension of human cognition and that, operating with it limited to the schooling process, structurally and institutionally, will be doomed to insufficient results.

Considerations and commitment of/in the BNCC

Another highlight to be considered and discussed is the commitments established with integral education. Contemporary society, according to the BNCC, imposes an innovative and inclusive look at the central questions of the educational process that asks: what to learn, why learn, how to teach, how to promote collaborative learning networks, how to evaluate learning, among others. In the new (sic) world scenario, recognizing oneself in its historical and cultural context, communicating, being creative, analytical-critical, participatory, open to the new, collaborative, resilient, productive and responsible requires much more than the accumulation of information. It requires the development of skills to learn to learn, to know how to deal with increasingly available information, to act with discernment and responsibility in the contexts of digital cultures, to apply knowledge to solve problems, to have autonomy to make decisions, to be proactive to identify the data of a situation and seek solutions, live with and learn from differences and diversities. Once again, in these reflections, there is, endogenously to the schooling process, a simplifying perception of this complexity with its structurally available instrumental and operational impossibilities, since integral education cannot be developed without inclusive education. By constitutional principles, the concept of education as a right,

pedagogically adds to the concept of inclusion⁴ respect for the diversity of needs and cognitive and learning styles.

The discussion and reflection that I bring to this point is that integral education is an *open*, complete and adapted system that considers the specific teaching and learning needs of all children and young people, ensuring that their needs, aspects and development possibilities are met.

Among other dimensions are subtly involved the development of the senses, the mastery of character, the acquisition of essential human values, the development of an ethical and aesthetic sense, the methodical and comprehensive improvement of the mental faculties (observation, concentration, memorization, imagination, reasoning). Education systems that have always been unequal now have comprehensive education as an inclusive, welcoming and humanizing alternative (FORTIER *et al.*, 2018). Basic Education, in this way, implies understanding the complexity and non-linearity of this development, establishing a landmark of rupture with reductionist visions that privilege either the intellectual (cognitive) or the affective dimension. This means establishing a necessary plural and integral vision of children, adolescents, young people and promoting schooling aimed at their reception, recognition and full development (BRASIL, 2018).

In a certain sense, there seems to be some misunderstanding regarding the distance that separates inclusion, beyond the semantic discussion, from school integration/interaction, because, while inclusion recognizes that everyone is integrated, incorporated and welcomed, integration/interaction, on the other hand, in the schooling process, he recognizes this need, but does not act in promoting the structural intervention (reconstruction) necessary for the reception to occur. Therefore, it is necessary to act on the conceptual and fundamental bases of democratized school contents and the axes of construction of curricula that, as nuclei of knowledge that constitute a universal and structuring epistemic support in the schooling process, consider the expression of cultural and individuals experiences of the subject who learns. Furthermore, here, it is necessary to pay attention to these curricular contents, their disciplining and their distribution with an interdisciplinary teaching approach characterized, in the first place, by a crossing of points of view on a common object of study. It is the reference based on these nuclei of knowledge that enables reflections from an epistemological perspective

⁴ (N/A) In addition to the action or effect of welcoming; welcome; of the manner of receiving or the manner of being received with due consideration. Good welcome; hospitality. Bringing it to oneself as a place where there is security; shelter and a certain co-responsibility for development, for integration/interaction.

and is expressed in the conception of conceptual and curricular core⁵. This perspective qualifies reflection, in acts, by recognizing and promoting interdisciplinarity⁶ as an epistemic and practical need in the face of the complexity of the educational universe and, in fact, each discipline will also contribute something to a common project, but not necessarily being the same thing or in the same way; it is like a collective intelligence where different disciplines will work together, create links and form common projects for pedagogical work. The interdisciplinarity, planned a priori, however, in possession of the diagnosis with the profile of its classes, should favor the elaboration of integrative activities so that the school reception allows, to the students, the integration, understanding and learning and, to the whole of the school unit, welcoming. It is noteworthy, however, that it is mainly the student who integrates the interdisciplinarity and not just the teachers, managers and other participants in the school dynamics. This logic, *a priori* open to interdisciplinarity, when encountering detractors with their adverses (yes, but?...), is immediately closed when faced with the lack of resources and with the organizational, financial, epistemic and methodological obstacles in the structure. At this moment, the “desire” and the efforts in the perspective of interdisciplinary development vanish in time and are placed in oblivion, both in the academic field and in the teaching network.

The transition from school integration to inclusive schooling is something challenging, especially for teachers in their representations of the implementation of this environment within the school. School integration/interaction is a very sensitive issue for teachers when it comes to welcoming PwD⁷ to their classes due to structural, instrumental and operational difficulties in the most different types of needs they may present. In the formation of new teachers and in the professional development of those who are already in the teaching career, there seems to be no room for functional improvement in their performance as inclusive teachers and, in addition, everyone has their representations for dealing with inclusion, but not all of them, are predisposed to this reception in an effective and satisfactory way. Support for the construction of inclusive school and educational communities⁸, of school teams with due functional

⁵ Concept assumed by the author to attribute the condition of nucleus (core) to the essential concepts of the specific contents in each discipline and, by extension, the same condition to the essential elements of the curricular organization in the school unit configured in the Pedagogical Project.

⁶ Interdisciplinary characterized by the confluence of multiple processes whose interrelationships constitute the structure of a system that functions as an organized totality, which we call a complex system (GARCÍA, 2011). In the context presented here, this complexity is evident as a process of articulation between several disciplines that is not limited to a simple addition of heterogeneous knowledge. Without claiming a unified theory, which would be equivalent to the birth of a new paradigm, it is, on the contrary, necessary to consider the diversity of epistemological positions that contribute to the collaboration of the interdisciplinary process (DARBELLAY, 2011).

⁷ Denomination adopted by the United Nations Convention to designate Person with Disabilities - PwD.

⁸ See in greater depth the discussion about these communities in the article by Walton *et al.* (2019).

improvement and inclusive state policies, would be of great importance in both processes, both in the initial and continuous formation of teachers and in the necessary and permanent reflection on this question. Implementing inclusive education implies a permanent and continuous commitment to professional learning and to the psychological and emotional preparation of all these agents for reception.

It must be borne in mind that the ability to respond to contextual demands is fundamental, expertise is necessary and integrated support networks are essential. These components are better understood if we consider the complexity, since these learning communities operate at the confluence of a series of interacting systems and consider the possibility of change, since, in this context, the teacher's learning occurs through recontextualization of knowledge and beyond watertight borders. These questions emerge when seeking to emphasize needs such as collaboration and the development of inclusive cultures and social practices in and beyond schools. In Brazil, we have the expression “specialized educational reception” (Specialized Educational Assistance, SEA), since the Federal Constitution of 1988 and it is associated with the idea that students in this SEA should be educated preferably in a regular school, but following a differentiated treatment, i.e., the SEA. However, only after two decades was “*this concept is defined in a policy document, as a set of activities and educational resources that promote accessibility, organized in an institutional way and offered for the formation of the student*” (MENDES; SANTIAGO; ANTUNES, 2018, our translation). The aforementioned inclusive school and educational communities can be of great value to guarantee this SEA to students (target audience) of special education, this is a support service that can/should be built in the school.

In the context of current basic education, the BNCC has been considered a regulatory curricular framework in the schooling process, which also guides and seeks to ensure the organization of educational and administrative action plans for the institutional set of a teaching system that democratically, meet the educational demands of society with equity. It proposes to guide study programs with conceptual clarity and institutional commitment from which to manage the curriculum development process. Therefore, it is imperative that an inclusive education process goes beyond school and that at least three components are established: integral human (school) education, access to health services and broad patient care.

In this moment and context, it does not seem inappropriate to bring to light these considerations a little about the ideal type of democratic school that, since the end of the 18th century, presents this question about school education with a legal and political dimension. The emblematic speeches of the philosopher and mathematician Condorcet and in the draft decree

on the general organization of public education, presented in the Legislative Assembly in April 1792, one can highlight the explicit objective of the school in the following terms: *“To provide all individuals of the human species with the means of providing for their needs, ensuring their well-being, knowing and exercising their rights, listening and fulfilling their duties; to ensure that everyone has the facility (...) to develop the full range of talents they have received from nature, and thus establish de facto equality among citizens and make real political equality recognized by law”* (our translation) In this historical context, there is a second element related to access to education for all: *“Thus, education must be universal, that is, it must be extended to all citizens”* (CONDORCET, 1929, our translation). In the history of Brazilian education, the first references to integral education date back to the 1930s, incorporated into the *Pioneiros da Educação Nova* (Pioneers of New Education) movement and other political currents of the time, not always with the same understanding of its meaning.

That said, it is evident that these principles are not new and that there is a persistent ineffectiveness of the efforts of Brazilian society in this sense, when seeking (or not) to respond to this demand. Understanding the school as a space for dialogue and formation; of learning and inclusive democracy, is still something instrumental and operationally distant to us, but this is not the case in our reflections on pedagogical practice at school or critically in relation to the inadequacies of public policies established for basic education. It is as if we were permanently de-instrumentalized to operate on these principles, either because of the complexity brought about by inclusion or because of the technical and structural infeasibility of formal education in Brazil. There is a feeling that the school model has, for some time, been in a state of exhaustion of its structural possibilities to fulfill its educational institutional purposes and, despite organizationally fulfilling its functions, it presents results that require the procedural requalification of performance.

From the perspective presented in the Interfederative Pact, the implementation of the BNCC proposes, among others, the principle of respect for the acceptance of equality, diversity and equity in the schooling process. Thus, it remains for the school internally, the difficulty to implement and operate with the proposal and the responsibility of overcoming the conservatism of our traditional schooling model, the stimulus to its application in real life, the importance of the context to give meaning to what is being taught. learns and the student's protagonism in their learning and in the construction of their life project. The BNCC, considering that Brazil, throughout history, has naturalized “educational inequalities” in relation to the access and permanence of students in school and their learning, recognizes the inadequate socio-

educational and school heritage, structurally and institutionally, both for the current moment and for the prospects of qualification of basic schooling.

The BNCC specifies the autonomy of federated entities and highlights the marked cultural diversity with profound social inequalities, even so, it guides that the education systems and networks build their curricula and that, within the scope of the school units, they need to develop pedagogical proposals that consider the needs, the possibilities and interests of students, this goes far beyond schooling issues. In this context, there is also a social, territorial⁹ and community need, because, in this way, their *linguistic, ethnic and cultural identities* will be considered.

Here the *state of exhaustion* of the existing model is revealed. When reading in the BNCC that “the enormous inequalities between groups of students defined by race, sex and socioeconomic status of their families are widely known” (BRASIL, 2018, p. 13, our translation), it seems that at this point, among others thing, the multicultural issue present in the diversity of Brazilian society is not even considered. This context is where the Pedagogical Project of each school unit needs to be built and implemented, thus, autonomously, it will be able to dynamize and qualify the pedagogical practice in the daily routine of basic formation. However, it is necessary to consider this living reality beyond the technical and pedagogical difficulties of an operational order, since, among others, there are those that can be considered as *hidden obstacles* in the school culture, such as the meritocratic and culturalist mentality that attributes the failure of some to cultural causes (FORQUIM, 1993, p. 126) and, in this sense, it constitutes a radically contrary position to the conception of a plural school as established in the principles of the democratic state of law. It is important to clarify that culturalist thought maintains that there is a cultural *deficiency* and not a cultural *difference*. Due to cultural *difference*, there is no way to support a smaller culture or even the so-called subcultures, but only other cultures besides the dominant culture. That said, the issue of inclusive schooling and, consequently, of the curriculum become even more complex (LEMES, 2003). The BNCC, in its federative pact, its principles of equality, diversity and equity, explains that “the essential learning that all students must develop and expresses, therefore, the educational equality on which the singularities must be considered and attended. This equality must also apply to the opportunities to enter and remain in a Basic Education school” (BRASIL, 2018, p. 13); So, it appears here that the principle of democracy in/from school is highlighted as a space/environment of diversity, dialogue and formation. In this context, the inconclusiveness

⁹ Nesse texto concebemos o território conforme discutido por Adalgisa Sposati (2013) e Paul E. Little (2002).

of the term democracy, its use and polysemic meaning allows the state to establish (impose?) regulations with excessive detail that tends to limit (almost immobilize) the pedagogical dimension that, in turn, in a large part of its time, waits for directions, orders and sometimes authorization to act. This (almost) immobility directly interferes with the school's autonomy to make basic decisions in the routine of school life and in its Pedagogical Project, which ceases to mean a working condition that the schools themselves establish, to be something granted by regulatory norms and guidelines of action common to the entire system. Thus, the school unit loses the materiality of its proposal for teaching and learning and assumes a heteronomous condition in relation to the system, producing an emptying of pedagogical meaning (AZANHA, 1992). It seems that the determinants of the democratized school, within the scope of the BNCC, redefined the concept for the school unit, exempting it from the competence to make decisions and act involving the community, locality or territoriality. Even so, the aforementioned Base shows that,

the curricular and didactic-pedagogical decisions of the Education Departments, the **planning of the annual work** of the school institutions and the routines and events of the school's daily life **must consider the need to overcome these inequalities**. For this, education systems and networks and educational institutions must be planned with a clear focus on equity, which presupposes recognizing that students' needs are different. In particular, planning with a focus on equity also requires a clear commitment to **reversing the situation of historical exclusion that marginalizes groups** – such as indigenous peoples and the remaining populations of quilombo communities and other Afro-descendants – and people who have not been able to study or complete their schooling at the appropriate age. Likewise, it requires a commitment to students with disabilities, recognizing the **need for inclusive pedagogical practices and curricular differentiation**, as established in the Brazilian Law for the Inclusion of Persons with Disabilities (Law No. 13,146/2015) (BRASIL, 2018, p. 15, author's highlights, our translation)¹⁰.

That said, we consider that our highlights should be, at least, better analyzed because of their organizational distance from the school between proposition-action in the process and needs in different realities, so we ask: is there operational instrumentation of the school unit for this? Is there adequate preparation of human resources and material/instrumental availability for these actions? The fundamentals (*desires*?) presented in the BNCC document seem quite complete, but impregnated with subjectivities and with great operational difficulties increased due to the administrative, decision-making and management centrality that disregards the

¹⁰ The highlights in bold were made with the purpose of highlighting the elements with a high degree of subjectivity, complexity and the need for multiprofessional instrumentation. There are also elements that make up historically persistent ills in Brazilian education. Difficulties that have persisted for decades and, some of them, for at least a century.

complexity itself, limits the spaces of action and autonomy of the units schools for adjustments and fundamental changes in meeting specific demands. It is important to observe and consider that, from the point of view of democratic schooling and the necessary autonomy of the school unit, the Administration/Management of the Education System is not exempt from the responsibility of establishing and providing the guidelines and goals arising from a public policy to education, but it is necessary to clearly establish the space of action of the school unit, according to its pedagogical project, in its community and in its territorial scope of action and influence. We attach great importance to the territorial issue because this space is an experiential environment for everyday happenings; as the socialized space is defined and delimited by and from the relationships established in it, it is where the educational process originates, develops, acts and interferes in schooling. This is the strongest component to support the pedagogical work in the school unit, so I find it disturbing that the BNCC does not address or make reference to the Pedagogical Project, in its 600 pages of guiding propositions for basic schooling, only on page 405¹¹ there is, a single reference that touches this component by explaining that,

It is worth noting that it is a presupposition of objects of knowledge, in Elementary School – Early Years, to analyze how the subject has improved in the polis, both from a political and ethical point of view. However, responding to contemporary challenges marked by large population movements and globalization, a new dimension was considered for the **pedagogical project** (BRASIL, 2018, p. 405, author’s highlights, our translation).

It seems that the BNCC presupposes assuming part of this role and that its guidelines meet the demands of the local specificities and peculiarities of the inclusive pedagogical actions in the school unit originated in this experiential space of the structure.

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¹¹ There are numerous versions of this “manual”; the one I am using for analysis, with 500 pages, brings the reference to the Pedagogical Project only on page 405 and in the context presented in the citation.

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