

REFERENCE CURRICULUM OF THE STATE EDUCATION NETWORK OF GOIÁS AND NATIONAL CURRICULAR POLICIES: HISTORICAL CONTEXT, DEVELOPMENTS AND IMPLICATIONS

CURRÍCULO REFERÊNCIA DA REDE ESTADUAL DA EDUCAÇÃO DE GOIÁS E POLÍTICAS CURRICULARES NACIONAIS: CONTEXTO HISTÓRICO, DESDOBRAMENTOS E IMPLICAÇÕES

CURRÍCULO DE REFERENCIA DE LA RED ESTATAL DE EDUCACIÓN DE GOIÁS Y POLÍTICAS CURRICULARES NACIONALES: CONTEXTO HISTÓRICO, RESULTADOS E IMPLICACIONES

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ABSTRACT: Based on a bibliographic and documentary study, the aim of this article is to understand the implications of the National Curriculum Policies of the 1990s for the organization of the Curriculum Guidelines for Elementary and High School in the State of Goiás, as well as the consequences of these policies until the implementation of the National Common Curricular Base (BNCC). The results showed that, even before and after the implementation of the Curricular Guidelines for Elementary and High Schools in Goiás, the hegemonic class, holder of the means of production, controls the paths of national education, governed by the rhythm of capital. In this way, opposing hegemonic policies is to continue in the political, social and educational struggle that envisages pedagogical and curricular theories that guarantee individuals' access to knowledge historically developed by humanity, overcoming the immediate and limited vision of reality.

KEYWORDS: Educational policies. Curricular guidelines. Education.

RESUMO: *A partir de um estudo bibliográfico e documental, o intuito do artigo é compreender as implicações das Políticas Curriculares Nacionais da década de 1990 para a organização das Diretrizes Curriculares do Ensino Fundamental e Médio no Estado de Goiás, bem como os desdobramentos destas políticas até a implementação da Base Nacional Comum Curricular. Os resultados evidenciaram que, mesmo antes e após a implementação das Diretrizes Curriculares para os Ensinos Fundamental e Médio em Goiás, a classe hegemônica, detentora dos meios de produção, controla os caminhos da educação nacional, regida sob o ritmo do capital. Desse modo, contrapor-se às políticas hegemônicas, é continuar na luta política, social e educacional que vislumbra teorias pedagógicas e curriculares que garantam o acesso dos indivíduos aos conhecimentos historicamente desenvolvidos pela humanidade, superando a visão imediata e limitada da realidade.*

PALAVRAS-CHAVE: Políticas educacionais. Diretrizes curriculares. Educação.

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RESUMEN: *Con base en un estudio bibliográfico y documental, el objetivo del artículo es comprender las implicaciones de las Políticas Curriculares Nacionales de la década de 1990 para la organización de las Directrices Curriculares para la Enseñanza Básica y Media en el Estado de Goiás, así como las consecuencias de estas políticas hasta la implementación de la Base Común Curricular Nacional. Los resultados mostraron que, incluso antes y después de la implementación de las Directrices Curriculares para la Enseñanza Básica y Media en Goiás, la clase hegemónica, poseedora de los medios de producción, controla los caminos de la educación nacional, regida por el ritmo del capital. De esta forma, oponerse a las políticas hegemónicas es continuar en la lucha política, social y educativa que vislumbra teorías pedagógicas y curriculares que garanticen el acceso de los individuos a los conocimientos desarrollados históricamente por la humanidad, superando la visión inmediata y limitada de la realidad.*

PALABRAS CLAVE: *Políticas educativas. Directrices curriculares. Educación.*

Introduction

In this article, we seek to understand, from the historical constraints, the implications of the National Curriculum Policies of the 1990s for the organization of the Curriculum Guidelines for Elementary and High School in the State of Goiás, as well as the unfolding of these policies and the implementation of the National Base Common Curriculum.

Therefore, we will discuss the national curriculum reforms in the 1990s and their effects on the curriculum policies of the State of Goiás. We start from the Master Plan for the Reform of the State Apparatus and its consequences in relation to national curricular policies, in an attempt to understand the curricular policy implemented in the State of Goiás, at the beginning of the 21st century. We also proposed to highlight the National Common Curricular Base, approved six years after the publication of the final version of the Reference Curriculum of the State Education Network of Goiás, given that this is a document that endorses and reinforces the direction of curricular policies. national.

Finally, we will address the possible alignments between the National Curriculum Policies and the Curriculum Guidelines of the State of Goiás, as well as the historical determinations and their implications for the organization of curriculum policy in that State, paying attention to the contradictions that arise between the proclaimed and the real, between the exposition of the reasons and the text of the document.

From the National Curriculum Reforms in the 1990s and Curriculum Guidelines of the State of Goiás to the implementation of the National Curricular Common Base: initial notes

In this topic, we propose to discuss Brazilian educational policies from the Master Plan for the Reform of the State Apparatus, published in November 1995, the Law of Directives and Bases of Education approved in 1996, the National Curricular Parameters homologated in 1997, and the Common National Curricular Base (2018).

Approved by the Fernando Henrique Cardoso (FHC) government in November 1995, the Master Plan for the Reform of the State Apparatus defines objectives and establishes guidelines for the reform of the Brazilian public administration. The term "state apparatus" is understood to mean public administration in the broadest sense, that is, the organizational structure of the state in its three powers (Executive, Legislative, and Judiciary) and three levels (Union, Member States, and Municipalities)" (BRAZIL, 1995, p. 12). These measures were justified, as stated in the document, by the deterioration of public services and the worsening of the fiscal crisis in the last decade.

The Reform becomes an instrument of consolidation, stabilization and security for the sustained growth of the economy, based, according to the text of the aforementioned document, on managerial public administration and on current concepts of administration and efficiency aimed at controlling results and decentralization, corroborating so that power may reach the citizen, the privileged client of the State. From this perspective, the State redefines its role:

[...] that it ceases to be directly responsible for economic and social development and strengthens its role as promoter and regulator of this development. [Reforming the State means transferring to the private sector those activities that can be controlled by the market. Hence, the generalization of privatization processes of state companies and the publicization, decentralization to the non-state public sector of the execution of services that do not involve the exercise of state power, but should be subsidized by the state, as is the case of public services of education, health, culture and scientific research (BRAZIL, 1995, p. 12).

The objective of this master plan is to create the conditions for rebuilding public administration on modern, rational bases, in the sense of managerial administration "based on current concepts of administration and efficiency, focused on control of results, and decentralized in order to reach the citizenry, who, in a democratic society, are the ones who give legitimacy to institutions and who, therefore, become 'privileged clients'" (BRAZIL, 1995, p. 7). The emphasis of the reform is, according to the document, on quality and productivity in public service. It presents proposals aimed at guaranteeing constitutional achievements and

implementing managerial public administration. In this model, public servants will have a new vision of their functions and, according to the text, this is where the most profound and true reform will take place. The "good employees" would be guaranteed the value of their work, providing them with professional motivation and reasonable job security - conditions considered necessary for the restoration of the creativity, responsibility and dignity of public servants.

The text of the Master Plan considers the worldwide debate that took place in the late 1980s and early 1990s, about the role that the State should have in the economy and highlights that: "Without a doubt, in a capitalist system, State and market, directly or indirectly, are the two central institutions that operate in the coordination of economic systems" (BRAZIL, 1995, p. 9). To accomplish the objectives of the Plan, the State understands that it must transfer to the private sector the activities that can be controlled by the market, decentralize the non-state public sector from the execution of services, which do not involve the exercise of State power, but should be subsidized by the State, as is the case of Education, Health, Culture and Scientific Research services.

The permeability of private agents and/or civil society organizations in public administration, based on *a posteriori* control of results and managed competition, are the bases of the Master Plan for Reform of the State Apparatus. This orientation accompanies the curriculum reforms that emerge from this period.

On the periods of private property and its advances beyond natural capital, Marx and Engels (2007) noted that from the evolution of private property, big industry subjected commerce to itself, subsidized by the creation of the means of communication and the modern world market. "It has, in general, destroyed naturalness, insofar as it is possible within labor, and has dissolved all natural relations into monetary relations" (MARX; ENGELS, p. 60). The author goes on to state that:

[...] modern private property corresponds to the modern State, which, bought progressively by private owners through taxation, falls fully under their domination by the system of public debt, and whose existence, as manifested in the rise and fall of state papers on the stock exchange, has become entirely dependent on the commercial credit granted to it by the private owners, the bourgeois. [...] Through the emancipation of private property from the community, the state has become a particular existence, beside and outside civil society; but this state is nothing else than the form of organization which the bourgeois necessarily give themselves, [...] for the reciprocal guarantee of their property and their interests (MARX; ENGELS, p. 75).

The form of bourgeois organization, anchored in private property and in means to ensure its hegemony, is also evidenced in curriculum policies for Basic Education. Sacardo (2013), when addressing education, states that "as it is historically constituted, it has suffered and suffers the influence of hegemonic conceptions, based "[...] predominantly on the idealistic view of reality" (Ibid., p. 30). It is worth noting that, for Marx and Engels (2007, p. 196), "[...] the idealistic expression of the real interests of the bourgeoisie[...]" is expressed in the liberal discourse. Thus, it is understood that curriculum policies in Brazil can be subsidized by the interests of the bourgeoisie, facing the Modern State, equivalent to private property.

[...] the ideas of the dominant class are in every epoch the dominant ideas, that is, the class which is the dominant material force of society is at the same time its dominant spiritual force. The class which has at its disposal the means of material production also has at its disposal the means of spiritual production, so that to it are subjected at about the same time the thoughts of those who lack the means of spiritual production. The dominant ideas are nothing but the ideal expression of the dominant material relations, they are the dominant material relations apprehended as ideas; therefore they are the expression of the relations that make a class the dominant class, they are the ideas of its domination. The individuals who make up the dominant class possess, among other things, also consciousness, and therefore think; insofar as they dominate as a class and determine the entire scope of an historical epoch, it is evident that they do so to the fullest extent, therefore, among other things, that they dominate also as thinkers, as producers of ideas, who regulate the production and distribution of the ideas of their time; and, consequently, that their ideas are the dominant ideas of the epoch (MARX; ENGELS, 2007, p. 47).

According to the analysis of Petras and Veltmeyer (2001), the Cardoso government made systematic efforts to dismantle the state sector and sell profitable companies to foreign and Brazilian private investors, made possible by financial deregulation and the privatization of public companies. It was in this period of the FHC government, inclusive, that the interlocution with Multilateral Organizations (OMs), mainly with the World Bank, gained strength and had its apex; interlocution, which was continued/maintained, deepened and enhanced by the two subsequent governments (SANTOS; SACARDO, 2018). In fact, conditions for the reform in education were given at that moment, under neoliberal guidance, supported by the logic of economic and technological expansion, which proposed to overcome the problems of the school, disqualifying it, via the discourse of efficiency and competence, at the expense of blaming the teacher and especially weaving harsh criticism to their training (EVANGELISTA, 2013 apud SANTOS; SACARDO, 2018).

Therefore, Lima and Santiago (2011, p. 39) reaffirm that the context has been "watered by waves of privatization, arising from a new economic and social project: neoliberalism ³" (LIMA; SANTIAGO, p. 39). This is a model that demands a new profile of citizen, a client citizen, in a "[...] State that starts to organize itself as a service provider, making available goods, the result of its efficiency or its Social Organizations (OS)" (LIMA; SANTIAGO, p. 42). In this perspective,

The State transfers to a new sector that which is not of direct interest to the market, but with financing from the market. [...] In this way, the state takes control, finances part of it and deconcentrates another part of the financing so that the citizen, who is the client, depending on the service provided, pays part or all of it. [...] Now, for the population to accept that services that used to come from the state are now offered by OS, it is necessary to decharacterize public service, diminish the state, remove it from the population and institute Non-Governmental Organizations (NGOs) in its place (LIMA; SANTIAGO, 2011, p. 43-44).

In this context, liberal policies, stemming from capitalism, do not conceive of an education that is useless to this social model and its need for reinvention. Curricula are designed and constructed to develop, in the working class, skills and competencies that serve hegemonic interests, while instilling awareness and acceptance of their place in this society. Melnik and Tamm (2014) consider that almost all liberal thinkers see education as essential to achieve liberal goals, advocate a limited role for the state in relation to education, and understand the relevance of it in the fact that the individual faces and adapts to the realities that present themselves in the contemporary world.

Regarding the reinvention of capital, Marx and Engels (2007, p. 497) already emphasized that: "[...] different stages of production also bring with them different relations of production to consumption, different contradictions between the two [...]". In this line of thought, Orso (2012, p. 3845), when referring to the relationship between public school and capitalist hegemony, asserts that "The scrapping of public school and the expansion of private school are inserted within the needs of the capital [...]". For the author, education transforms and is transformed according to the movement of society and, when it comes to class society, it means that education "[...] is aimed at the conservation of the status quo and the legitimization

³ Saviani (2016), highlights the meaning currently attributed to the neoliberal concept: "[...] valorization of market mechanisms, appeal to private initiative and non-governmental organizations to the detriment of the place and role of the State and public sector initiatives, with the consequent reduction of public actions and investments [...]" (p. 221). Orso (2007), adds that what exists "[...] is liberalism as an ideology of capitalism[...]", therefore, continues the author: "[...] it does not make much sense to talk about neoliberalism or 'being against neoliberalism'. The position one should in fact take is against liberalism in all its forms and against capitalism, which is the material basis that sustains it" (p. 176-177). Thus, we understand that there is no consensus on the understanding of the terminology neoliberalism.

of the prevailing social structures" (ORSO, 2012, p. 3875). Therefore, according to Petras and Veltmeyer (2001, p. 31):

The transition to neoliberalism meant the exclusion of the Brazilian state and the undisputed primacy of foreign capital. The deep crises of neo-liberalism led Cardoso to even more radical liberal measures: more privatization, more cuts in the social budget, and more dependence on foreign finance.

In the educational field, the primacy of market logic is affirmed in what concerns organizational aspects and pedagogical thinking, justified by the adequacy of school education to the demands of the international labor market and its constant productive, organizational, and technical-scientific restructuring. For Marx and Engels (2007, p. 62), this logic "isolates individuals from each other, not only the bourgeois, but even more the proletarians, although it aggregates them". Frigotto and Ciavatta (2003, p. 107) further point out:

And what are the demands and which groups have benefited in the educational field? Without a doubt those groups that are historically articulated to the capital metabolism of the hegemonic centers in this new context of its globalization. It is the Cardoso Government that, for the first time in our republican history, transforms the business and mercantile ideology of school education into a one-dimensional State policy.

This entrepreneurial and mercantile ideology was installed as State policy from the moment that, in order to maintain capitalism, it was necessary to involve the school process in order to guarantee specialized labor, according to the needs of the market. Measures were taken in education in this sense, among them: precariousness of public-educational services, incentive to privatization, guarantee of access and permanence of students in school, and policy of results through evaluations coordinated by international agencies.

For Marx and Engels (2007), the market logic - conditions of existence, conditioning and limitations - is fused with private property and labor. The author exemplifies: "The wealth of a banker, which consists of papers, can in no way be taken without the person who takes it submitting himself to the conditions of production and trade of the country which has taken it" (MARX; ENGELS, p. 71). This vision illustrates the educational policy described above by Frigotto and Ciavatta (2003), whose implementation enables significant limitations to the appropriation by the working class of the knowledge accumulated throughout human history and, consequently, of the means of production. This scenario contributes to the maintenance of hegemonic policies guided by the aspirations of the bourgeoisie.

On December 20, 1996, Law 9.394 was sanctioned, establishing the guidelines and bases of national education. Saviani (2016) states that the LDB is a document compatible with

the minimal State, aligned with the hegemonic policy adopted by the FHC government. The neoliberal political orientation values, according to the author, the "valorization of market mechanisms, appeal to private initiative and non-governmental organizations in detriment to the place and role of the State and public sector initiatives, with the consequent reduction of public actions and investments" (SAVIANI, 2016, p. 221). In fact, as far as educational policies are concerned, managerial public administration, as mentioned in the Master Plan for the Reform of the State Apparatus, made feasible and implemented through Constitutional Amendments, can be analyzed, according to Mancebo (1999), under five major principles: rationalization of resources, results-oriented management, management flexibility, quality of educational service, and decentralization. These principles meet the common points described by Saviani (2016), which we highlight below and about which we will address, when relating them to the Curricular Guidelines of the State of Goiás, for Primary and Secondary Education, with the National Educational Policies.

Indeed, in all educational policy initiatives, despite their localized character and the appearance of autonomy and disarticulation between them, we find a common point that runs through them all: the effort to reduce costs, burdens and public investments seeking if not to transfer them, at least to share them (partnership is the fashionable word) with private enterprise and non-governmental organizations (SAVIANI, 2016, p. 221).

Regarding the curriculum, article 26 of the LDB provides for a common national base to be complemented by a diversified part, required by regional and local characteristics of society, culture, economy and students (BRAZIL, 1996). Flexibility emerges as a hallmark of this constitutional article that regulates Basic Education in Brazil. A function that, for Apple (2006, p. 105), is tacit of schooling.

[...] a tacit and important function of schooling seems to be the teaching of different propensities and values to different school populations. If one group of students is considered to be future members of a professional and administrative class, schools and the curriculum seem to be organized around concepts such as flexibility, choice, research, etc. If, on the other hand, the students are likely to be unskilled or semi-skilled workers, the school experience tends to emphasize punctuality, organization, habit formation, etc. [These everyday school practices are linked to economic, social, and ideological structures outside the school buildings.

Behind the curricular flexibility to meet regional demands, we glimpse what Libâneo (2012) calls the perverse dualism of the Brazilian public school, present in policies and guidelines for national education. The LDB, still in article 26, states that the curricula must

cover the study of Portuguese and mathematics, the knowledge of the physical and natural world, as well as the social and political reality, especially of Brazil; the teaching of Art in its regional expressions and Physical Education, as a mandatory curricular component, being optional for the student. The Law of Directives and Bases for Education (LDB) does not indicate, *a priori*, the competent body to establish the common national base for the curriculum.

Probably, [...] has to do with the direction that the MEC was giving to the issue of "Curricular Parameters" where there seemed to be an oscillation between its mandatory adoption by all schools in different states and municipalities and its consideration only as a reference from which the states, municipalities and the schools themselves would formulate their respective curriculum proposals (SAVIANI, 2016, p. 234).

In 1997, the document "National Curriculum Parameters" was published for the first four grades of elementary school (BRAZIL, 1997). Consecutively, in 1998 and 2000, the document was published for the final grades of elementary school and for high school. A common point in the respective texts is the imposition of a review of the curricula, in view of the need to build a school focused on the formation of citizens who live in an era marked by competition and excellence.

With the stated objective of guiding a proposal for curricular reorientation, the MEC presents to the State Education Departments the PCNs. According to this document, the guidelines for Primary and Secondary Education in Brazil are characterized by: a) pointing out the need to join efforts between governments and society, to support the school in the complex educational task; b) interdependence between school-society, aiming to situate people as participants of this society - citizens; c) meaningful learning; d) development of different capacities by young people, providing them with the development of their intelligences, with their multiple competencies; e) autonomy of the school and commitment of this and of the students to achieve the goals they have proposed; f) inclusion of procedures, attitudes, and values as relevant knowledge as the concepts traditionally approached; g) evidence of the need to deal with urgent issues; h) appropriation of technologies; i) valuing the work of teachers as producers, articulators, planners of educational practices and as mediators of knowledge, working with the existing diversity among students as a source and means for learning. In this sense, according to the PCNs and through them, a profile is outlined for the curriculum, based on basic competencies and on the formation of critical and reflective citizens, aiming at the emergence of a new individual and collective consciousness, supported by the pillars of cooperation, solidarity, tolerance and equality.

School is now understood as a space to create conditions for the access of young people to the knowledge necessary for the exercise of citizenship. Paraphrasing Marx (2005), it is possible to apply questions to the use of the term citizenship in curriculum policies: who should be trained as a citizen? What kind of citizenship is in question? What conditions become fundamental to the essence of the citizenship being sought? Marx (2005) adds that the idealistic search for citizenship through the political elimination of private property does not extinguish it, but, on the contrary, presumes its existence.

The state eliminates, in its own way, the distinctions established by birth, social position, education, and profession, by decreeing that birth, social position, education, and profession are non-political distinctions; by proclaiming, without regard to such distinctions, that every member of the people is an equal partner in popular sovereignty, and by treating from the standpoint of the state all the elements that make up real life. [...] The triumph of State idealism was at the same time the realization of the materialism of civil society. The ties that bound the egoistic spirit of civil society were removed along with the political yoke. Political emancipation was at the same time an emancipation of civil society from politics, and even from the appearance of a general content. Feudal society was dissolved in its essential element, man; but in the man who constituted its real foundation, the individualistic man. A member of civil society, this man is now the basis and presupposition of the political state. In this way he is recognized in the very rights of man (MARX, p. 21-36).

For Brito (2018, p. 133), "[...] political emancipation is equivalent to the conquest of political power by the bourgeoisie." In this direction, the school can be understood as a space for creating conditions for the permanence of the status quo, necessary for the maintenance and reinvention of capital.

The selfish man becomes a citizen through the formal Declarations influenced by the French Revolution and, consequently, has his private property and individual security universalized as legal guarantees. In this way, rational-legal legitimacy was an important instrument for the bourgeoisie's access to politics. Men were legally recognized as citizens, free and equal. This, however, meant in practice that the serf, now a citizen, would be "free" to sell his labor power to a minority holding the means of production (the bourgeoisie) in exchange for a demeaning price (the wage) (BRITO, 2018, p. 133).

Marx and Engels (2007, p. 201) state that the "modern state, under the domination of the hegemonic class, rests on the freedom of labor and this consists of the free competition of workers among themselves. We see that the neoliberal proposal also shows its face in the curricular policies, to the extent that these lie on practices that favor private property and the maintenance of class society.

The intentionality of the MEC to guide a proposal for curriculum reorientation, together with the State Education Departments through the PCNs, is effective in the State of Goiás from 2004, when the studies and discussions about the process of Curriculum Reorientation begin.

Thus, between 2009 and 2012, seven notebooks of curricular reorientation for Primary and Secondary Education were published, called *Reorientação Curricular - Currículo em Debate*, which preceded the publication of the Curricular Guidelines for the aforementioned levels of education in the State, the *Currículo Referência da Rede Estadual de Goiás*. According to the document, *Currículo em Debate 1 - Reorientação Curricular de 6º ao 9º ano*, the notebooks are the result of a process of curriculum reorientation, developed in the state network of Goiás, during the years 2004 to 2006, and serve the purpose of ensuring the right to quality education (GOIÁS, 2009a; 2012).

From then on, officially, the Curricular Guidelines that guide and regulate education and, consequently, the curriculum in the State of Goiás, were aligned to the neoliberal principles that entrench waves of precarization of public service, appeal to private enterprise and managerial public administration, highlighting the management of results, flexibility and competition to meet a market logic.

The proposal for the Curricular Reorientation of the State of Goiás has as its explicit objective "to guarantee the right to quality education. Throughout the document, justifications are described and goals are outlined for this purpose.

In "*A lei da Educação - LDB: trajetória, limites e perspectivas*", Dermeval Saviani implicitly draws readers' attention to the analysis of documents, when writing about the LDB approved in 1996. For him, "It is surprising that not only in the spirit, but even in the letter, the contradiction between the "exposition of reasons" and the text of the project" (SAVIANI, 2016, p. 217). We understand that the analysis between the reasons given for the elaboration of a document and its text itself, can highlight the real and the contradictions inherent to the multiple determinations that present themselves in the search for the essence of things, since "the nature of the object it consists precisely, in the sum or totality of its relations and properties [...]" (MÁRKUS, 1974, p. 63). That is, as Marx (2008, p. 259) clarifies about the Method of Political Economy:

[...] abstract determinations lead to the reproduction of the concrete through thought. [...] the method that consists in rising from the abstract to the concrete is nothing but the way in which thought proceeds to appropriate the concrete, to mentally reproduce it as a concrete thing.

The guarantee of the right to quality education is presented as the purpose of the Proposal for Curriculum Reorientation of the State of Goiás (GOIÁS, 2009a; 2012). In this

document, the reasons/justifications for the development of the project are exposed: transforming the school into a space for significant learning, implementing efficient public policies to serve young people and children, ensuring the student's permanence in school through pedagogical work with skills and with significant content, appropriation of new values and skills and a pedagogical proposal that considers that everyone has the right to learn and the awareness of what they are capable of.

In the text, partnerships with civil society, which take place between the private sector and non-governmental organizations, were considered means to speed up and enforce pedagogical actions, favoring the performance of students and teachers, considering that, from them, teachers and students would qualitatively develop their skills. Through these partnerships and the appropriation of a pedagogical proposal that considers everyone's right to learn and the awareness of what they are capable of, the public education network in the State of Goiás presents its proposal for curricular reorientation.

According to Marx and Engels (2007, p. 76), in capitalist society “private law develops, simultaneously with private property, from the dissolution of the natural community”. Therefore, we understand that the question of everyone's right to learn in the capital society corresponds to private law, which is accompanied by idealistic principles in a neoliberal society:

[...] where privilege and prerogative are conceived as corresponding to private property linked to the estate, and law is conceived as corresponding to the situation of competition, of free private property; in the same way, the Right of Man is seen as a privilege and private property as a monopoly (MARX; ENGELS, p. 205).

In this regard, Orso (2012, p. 3842) states that: “education tends to reflect the society that produces it, as it expresses the level of understanding of those who make it, allowed by the society of each time, according to the stage of development and social relations”. Among the needs of capital, according to the author, are the scrapping of public schools and the expansion of private schools, since educational processes are part of a social totality.

In 2018, the National Common Curricular Base in Brazil was approved. The general structure of the document comprises introductory texts, general and specific competences, learning rights and skills, which define the curricula, schools, teachers and students:

[...] the organic and progressive set of **essential learning** [...] so that their learning and development rights are assured, in accordance with the provisions of the National Education Plan (PNE). [...] guided by ethical, political and aesthetic principles [...] (BRAZIL, 2018, p. 7, emphasis in the document).

The National Curricular Common Base (BNCC) is organized into ten competencies: knowledge; scientific, critical and creative thinking; cultural repertoire; Communication; digital culture; work and life project: (eg school of choice); argumentation; self-knowledge and self-care; empathy and cooperation; responsibility and citizenship. In this document, teamwork is considered essential for the inequalities present in Basic Education to change in Goiás. In the meantime, in 2019, the Government established partnerships with the Lemann and Natura Foundations for the training of teachers, highlighting among the main supporters of these foundations, the institutions Google, Instituto Unibanco, Undime, Consed, Itaú and Omidyar Network.⁴

The document, in line with the United Nations (UN) Agenda 2030, influences the curricula, the initial and continuing training of teachers, as well as contributes to the alignment of educational policies at the federal, state and municipal levels, in order to guarantee a common level of learning.

[...] the essential learning defined in the BNCC must compete to ensure that students develop ten general competences [...] competence is defined as the mobilization of knowledge (concepts and procedures), skills (practical, cognitive and socio-emotional) , attitudes and values to solve complex demands of everyday life, the full exercise of citizenship and the world of work (BRAZIL, 2018, p. 8).

They constitute the pedagogical foundation of the BNCC: focus on the development of competences⁵, commitment to integral education, inter-federative pact and the implementation of this Common National Base. As for the focus on competence development, this is justified, according to the text of the document, by the fact that it is the approach adopted in the international assessments of the Organization for Economic Co-operation and Development (OECD), which coordinates the International Student Assessment Program. (PISA) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), which established the Latin American Laboratory for the Assessment of the Quality of Education for Latin America (LLECE, in the Spanish acronym)⁶.

[...] the BNCC indicates that pedagogical decisions must be oriented towards the development of competences. Through a clear indication of what students should “know” (considering the constitution of knowledge, skills, attitudes

⁴ See: <https://fundacaolemann.org.br/co-realizadores>. Accessed on: 17 Jan. 2019.

⁵ Concept of competence adopted by the BNCC: “Mobilization of knowledge, skills, attitudes and values to solve complex demands of everyday life in the full exercise of citizenship and the world of work”, based on Philippe Perrenoud's concept of competence;

⁶ See: BNCC, 2018, p. 13.

and values) and, above all, what they should “know how to do” (considering the mobilization of this knowledge, skills, attitudes and values to solve 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 (BRAZIL, 2018, p. 13, emphasis in the document).

The commitment to integral education stands out in the face of the needs of the contemporary world which, as stated in the document, imposes an innovative and inclusive look at the educational process. Questions such as what to learn, why to learn, how to teach, how to promote collaborative learning networks and how to assess learning are highlighted in the global scenario that requires:

the development of competences to learn to learn, to know how to deal with the 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 and learn from differences and diversities (BRAZIL, 2018, p. 14).

Integral education, according to the BNCC, refers to: “[...] the intentional construction of educational processes that promote learning in tune with the needs, possibilities and interests of students and also with the challenges of contemporary society” (BRAZIL, 2018, p. 14). Through the aforementioned interfederative pact and the implementation of the BNCC, it is sought to build curricula and develop pedagogical proposals “[...] that consider the needs, possibilities and interests of students, as well as their linguistic, ethnic and cultural identities ” (BRAZIL, 2018, p. 15).

The BNCC identifies itself with the national curricular policies mentioned above: both ensure essential learning, share principles and values, and also delegate to systems, education networks and schools the function of incorporating into curricula and pedagogical proposals the approach of contemporary themes, anchored in the spheres of autonomy and competence. The document is structured in order to explain the skills that must be developed throughout Basic Education and at each stage of schooling, as an expression of the learning and development rights of all students.

Final remarks

In summary, in view of the alignment with the National Curriculum Policies highlighted above, notably, the depreciation, as well as the precariousness of educational work to the detriment of a minimal State proposal, emerged significantly in the face of the initial analyzes carried out in this study.

Coming from neoliberalism, the precariousness of public work and the valorization of the private sector are characteristics of what Lima and Santiago (2011) consider as an economic and social project, whose implementation requires new mentalities and a new organizational culture. The Master Plan for the Reform of the State Apparatus is the means to establish this new culture, supported by the managerial administration model.

The postulate of the diminutive State – characteristic of the neoliberal philosophical-economic conception, of the quasi-market State – is prescribed in Brazil in the text of the Master Plan of the Ministry of Federal Administration and State Reform – Mare (Brasil, 1995). In it we find all the legal foundations to institute a restructured State model: either in its cultural and economic bases or in its social bases (LIMA; SANTIAGO, 2011, p. 41-42).

From the point of view of Education, from the Master Plan for the Reform of the State Apparatus, several deliberations took place in Brazil, in the sense of aligning educational policies with the purposes of this State Plan. This perspective was extended to the State Departments of Education, which restructured their curricula, in order to align them with the new federal proposal for Education, which was considered by Gandin and Lima (2016) as marketing, given the importance represented by the economy and by social classes today.

Throughout this analysis, determinations came to light and along with them some questions. The State of Goiás suggests, in the Curricular Reorientation Proposal, that schools establish partnerships with different institutions and base the curricular proposal on meaningful learning and on the principles of the Management State, so what would be the counterpart of these partnerships and who would be the partners of the Government from the State of Goiás? Who are the citizens to which this document refers, what are their rights and what does the Government of Goiás understand by quality education? Lima and Santiago (2011, p. 49, emphasis added) state that:

The Contractualization of Results, according to official documents, is a “fundamental concept and premise on management contracts”. These, in turn, “are an instrument for agreeing on results that link departments responsible for formulating public policies and entities linked to them”. The documents

also disclose that “in order to achieve these objectives, management autonomy is granted in exchange for a commitment to results”.

In this context, for Frigotto and Ciavatta (2003), Basic Education in Brazil, in the 1990s, was directly influenced by an international movement with the support of advisors, opinion-forming documents and resources that, with active participation, and collaboration of local authorities, were imposing the liberal proposals of Education, implemented in Brazil from the Fernando Henrique Cardoso government.

It is understandable, then, why the public, universal, compulsory and lay public primary school, idealized and carried out by the bourgeoisie to convert subjects into citizens, was nothing more than an instrument at the service of political emancipation understood as “the reduction of man, on the one hand, the member of bourgeois society, the independent selfish individual and, on the other, the citizen of the State, the moral person [...]” (SAVIANI, 2016, p. 211, author's emphasis).

According to Saviani (2016), from the confrontation between what is proclaimed and what is carried out through the bases on which the educational system is based, content will emerge to the detriment of form, because “the concrete object remains standing before and after, in its independence and outside the brain at the same time, that is, the brain only behaves speculatively, theoretically” (MARX, 2008, p. 260).

The National Curriculum Reforms that took place in the 1990s determined and directed, together with the State of Goiás, through the State Department of Education, the Curricular Reorientation for Elementary and High School. The analysis of the historical context, the developments and the relationships between the National Curriculum Policies and the Curriculum Guidelines of the State of Goiás allowed us to highlight concepts and contradictions.

The neoliberal proposal, for example, presented in these documents, meets the needs of capitalist society and, at the same time, assumes the contradictions that are characteristic of this model of society. The verification of the real objectives in the analyzed documents reveals the role of education, as a mediator of social practices. Understanding the school as a space of imprisonment or emancipation, which enables uni or omnilateral training for the children of workers, can be an instrument of struggle for this class, in order to build a society in which everyone has the same social rights.

The national curriculum policies mentioned are in line with the National Curricular Common Base, and vice versa; so that some of the common points of these policies are: assuring teachers and students what they consider essential learning; to value principles and values such

as ethics, respect and tolerance and to delegate to systems, education networks and schools the function of incorporating into curricula and pedagogical proposals the approach of contemporary themes, anchored in the spheres of autonomy and competence.

What became evident, therefore, is that in the educational context and, beyond it, historically, the beneficiaries are the hegemonic groups, whose interests are not articulated with those of the working class. That is, even if, before and after the implementation of the Curriculum Guidelines for Elementary and High Schools in Goiás, the hegemonic class, holder of the means of production, controls the paths of national education, governed by the rhythm of capital.

At this juncture, opposing hegemonic policies is to continue in the political, social and educational struggle for living conditions, which aims to commit to social transformation, but which also envisions pedagogical and curricular theories that guarantee individuals' access to cultural and scientific knowledge, historically developed by humanity, surpassing the immediate and limited vision of reality (SAVIANI; DUARTE, 2010).

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