LUMEN ET VIRTUS

INSTRUMENT FOR THE INTEGRAL EVALUATION OF CHILDREN IN EARLY CHILDHOOD EDUCATION: FROM THE NATIONAL COMMON CURRICULUM BASE (BNCC) TO THE DEMANDS OF THE MUNICIPAL SCHOOL SYSTEM

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ABSTRACT

The implementation of the National Common Curriculum Base (BNCC), established by Resolution CNE/CP No. 2, of December 22, 2017, brought clear guidelines on what should be evaluated and taught in early childhood education schools in Brazil. Thus, comprehensive assessment in early childhood education has become a central theme in discussions about pedagogical practices aimed at the development of preschool children. In this sense, the main objective of this article is to analyze the application of the evaluation instruments proposed by the BNCC in the context of municipal education networks. This is a bibliographic review, of a qualitative nature, aimed at collecting and analyzing studies that deal directly with the subject, as well as documents and technical instruments that deal with public educational policies in Brazil. From the study, some fundamental points emerge in relation to the integral assessment of children in early childhood education, according to the guidelines of the BNCC and the specific demands of the municipal education networks. It is then understood that the municipal education networks need greater flexibility to adapt the evaluation instruments to their realities without, however, losing sight of the global objectives defined by the BNCC.

Keywords: Evaluation Instruments, Early Childhood Education, National Common Curriculum Base (BNCC), Municipal Education Network.

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INTRODUCTION

Comprehensive assessment in early childhood education has become a central theme in discussions about pedagogical practices aimed at the development of preschool children. Comprehensive assessment is understood as the continuous and systematic process that seeks to observe, record and analyze the multiple aspects of child development, encompassing cognitive, affective, social and motor dimensions (Barbosa; Horn, 2018). Unlike traditional approaches, which focused on isolated cognitive outcomes, comprehensive assessment considers the holistic development of the child, valuing the role of the social, cultural, and emotional context in which he or she is inserted. In this sense, early childhood education is seen as a crucial stage in the development of skills that will be fundamental throughout the children's school and personal life.

The implementation of the National Common Curriculum Base (BNCC), established by Resolution CNE/CP No. 2, of December 22, 2017, brought clear guidelines on what should be evaluated and taught in early childhood education schools in Brazil. The BNCC organizes the curriculum into fields of experiences, in which children are encouraged to interact with the world and with their peers in an active and participatory way (Brasil, 2017). The importance of the BNCC in early childhood education lies precisely in the fact that it guides pedagogical practices, ensuring that the formation of individuals is complete, covering both academic and socio-emotional aspects (Souza; Campos, 2020). By defining specific learning and development objectives for this age group, the BNCC seeks to standardize the quality of education offered in all educational institutions, ensuring that the evaluation is a reflection of this process of integral formation.

However, the demands of municipal education networks have specificities that are not always directly contemplated by the BNCC. Small municipalities, especially, face additional challenges, such as the lack of financial resources and continuing education for education professionals (Lopes; Rosa, 2021). These barriers hinder the implementation of assessment instruments that respect the integrality of child development, as suggested by the BNCC. Thus, it is imperative to investigate how these instruments can be adapted to local realities, without losing sight of the principles and objectives established nationally. The choice of the theme of this article is justified by the need for a study that relates the BNCC to the demands of municipal education networks, offering a critical analysis of how these two contexts can converge in efficient evaluation practices.

In addition, the absence of in-depth studies on the applicability of the instruments proposed by the BNCC in different regions of Brazil highlights the relevance of this work. Comprehensive assessment should not be seen only as a normative imposition, but as an

essential practice for the full development of children, adapted to local realities (Pereira; Silva, 2019). In municipalities with cultural and socioeconomic diversity, it is essential to reflect on the necessary adjustments to ensure that the evaluation reflects the particularities of the communities, promoting inclusive and quality education.

This article, which is a literature review, is based on the analysis of scientific literature and official documents on comprehensive evaluation in early childhood education. Scientific articles, academic books, educational reports and official documents, such as the BNCC, were selected using criteria of topicality, academic relevance and thematic relevance. The research included materials published mainly in the last ten years, ensuring the contemporaneity of the discussions.

Therefore, the main objective of this article is to analyze the application of the evaluation instruments proposed by the BNCC in the context of municipal education networks. To this end, the study will address the following specific objectives: (a) to contextualize the importance of comprehensive assessment in early childhood education; (b) discuss the BNCC guidelines related to child assessment; (c) to examine the difficulties faced by municipal networks in the implementation of evaluation instruments; and (d) to propose possible adjustments that can facilitate the implementation of an efficient comprehensive assessment in different educational realities.

Thus, the article intends to contribute to the broadening of the debate on integral evaluation in early childhood education, presenting theoretical and practical subsidies that help managers and educators in the implementation of more effective and contextualized evaluation policies and practices.

INTEGRAL EVALUATION IN EARLY CHILDHOOD EDUCATION

Comprehensive assessment in early childhood education refers to an approach that seeks to contemplate all dimensions of the child's development, going beyond mere cognitive assessment and incorporating emotional, physical and social aspects (Fazenda, 2002). This concept is based on the understanding that child development is multifaceted and that, in order to promote healthy and full growth, assessment must cover several areas of learning and human development (Lorenzato, 2006). According to Oliveira (2020), the fundamental principle of comprehensive assessment is the continuous and systematic observation of children, with the aim of providing a holistic view of their development and learning, respecting the specificities of each stage and context.

According to Mendez (2002), the main principles that guide this evaluation include: (i) Continuity: Evaluation must be a continuous and formative process, following the child's

development over time; (ii) Individuality: Each child has his or her own pace of development, which implies the need for assessments that recognize and respect individual differences; (iii) Globality: Assessment should cover the various dimensions of child development, including cognitive, affective, social, and physical aspects; and (iv) Interaction with the environment: The child should be seen as a being in constant interaction with the environment and others, which implies that the evaluation needs to consider the context in which he or she is inserted.

In Brazil, the concept of comprehensive assessment in early childhood education has gained prominence, especially after the implementation of the BNCC, which guides early childhood education towards the formation of children in an integral and critical way (Lima; France, 2021). The BNCC establishes that early childhood education should promote the development of children in five fields of experience, including: "The self, the other and the we"; "Body, gestures and movements"; and "Listening, speaking, thinking and imagination" (Brazil, 2017).

These fields represent the diversity of dimensions that must be evaluated and worked on in the teaching-learning process. Thus, Lima and França (2021) observe that comprehensive assessment in early childhood education is aligned with the idea that children should be evaluated not only in their cognitive skills, but also in their ability to relate to the world, develop their motor skills, express their emotions, and interact socially.

According to Arantes and Cardoso (2021), assessment in early childhood education should be seen as a pedagogical practice that contributes to the overall development of children, promoting an inclusive education that is sensitive to the needs of each student. This perception then reinforces the role of assessment as a tool not only for diagnosis, but also for promoting child development in its multiple facets. For Mendez (2002), comprehensive assessment is fundamental in early childhood education because it recognizes that children's development is a dynamic and interconnected process, in which cognitive, emotional, physical and social aspects are intrinsically connected, so that by contemplating these dimensions in a balanced way, educators are able to identify the potentialities and needs of each child, promoting more effective and inclusive pedagogical interventions.

Cognitive development, for example, refers to the child's ability to think, learn and solve problems, and is a central dimension of school learning (Mendez, 2002). However, as Luckesi (1998) argues, cognition does not develop in isolation, that is, the ability to deal with emotions, the ability to relate to peers and the mastery of one's own body are equally important for the educational success and integral formation of the individual. In this sense,

Almeida (2019) argues that the evaluation that considers integral development offers a fairer and more complete view of the child, allowing the school to become a space for human development in all its dimensions.

For Santos and Varela (2007), when emotional or social development is ignored, there is a risk of underestimating the impact of these factors on cognitive learning. A child who has emotional difficulties can have their learning ability compromised, even if they have good cognitive skills. Similarly, a child with motor difficulties may face barriers in carrying out school activities, which requires an assessment that takes into account physical development as part of the educational process (Luckesi, 1998).

In addition, Almeida (2019) points out that the social dimension of integral assessment is essential to promote skills of coexistence, cooperation and respect, which are fundamental for citizenship formation and for the development of skills that go beyond the school environment. Reiterating what Mendez (2002) states, comprehensive assessment, therefore, is a strategic tool to ensure that children develop in a balanced and complete way, preparing them to face the challenges of personal, social and academic life.

BNCC AND EVALUATION IN EARLY CHILDHOOD EDUCATION: HISTORICAL CONTEXT, STRUCTURE AND CONCEPTIONS OF DEVELOPMENT

The National Common Curriculum Base (BNCC) is a normative document that aims to guide what should be taught in all Brazilian basic education schools, from kindergarten to high school (Santos; Olive tree; Pereira, 2022). Its creation stems from a long historical process of discussions on improving the quality of education in the country. The movement to establish a national curriculum base dates back to the Federal Constitution of 1988, which, in its article 210, already provided for the establishment of minimum content for elementary education, ensuring "common basic education and respect for the cultural and artistic values" of Brazilian society (Brasil, 1988).

The BNCC was finally approved in 2017, after several debates with educators, experts and civil society. The final version of the document was published in 2018, the first phase of basic education, consolidating itself as a fundamental tool for the organization of pedagogical practices in the country (Brasil, 2018). From its implementation, the BNCC began to establish mandatory references for the construction of state and municipal curricula, aligning national guidelines with local realities (Santos; Olive tree; Pereira, 2022).

Early childhood education, according to the BNCC, is structured to serve children from 0 to 5 years of age, considering the specificities of the stages of child development. For early childhood education, it is organized into five fields of experience, which represent

essential areas for the integral development of the child: "The self, the other and the we", "Body, gestures and movements"; "Traces, sounds, colors and shapes"; "Listening, speaking, thinking and imagination" and "Spaces, times, quantities, relations and transformations" (Brasil, 2018).

According to Hoffmann (2017), these fields of experience seek to stimulate the construction of identities, cognitive and socio-emotional skills, in addition to promoting the physical and intellectual development of the child. Therefore, the BNCC advises that the teaching-learning process in early childhood education occurs in an integrated and playful way, valuing children's curiosity and protagonism. Evaluation in early childhood education, according to the BNCC, must be procedural, continuous and qualitative, in order to monitor and promote the integral development of the child in its various dimensions (Brasil, 2018). Therefore, unlike the subsequent stages of basic education, in early childhood education it is not expected to classify or retain children based on standardized assessments.

The main function of evaluation in early childhood education is to offer subsidies for teachers to understand the learning process and adjust their pedagogical practices according to the needs and potentialities of each child (Brasil, 2017). The BNCC guidelines emphasize that evaluation should be guided by the observation and recording of children's daily experiences, without the application of formal tests or tests (Barbosa; Horn, 2008). In this way, evaluation becomes a reflective instrument, favoring the construction of an inclusive educational environment that respects diversity.

The BNCC is based on a conception of the child as an active subject in the learning process, capable of building knowledge from their interactions with the physical and social world. The document recognizes the importance of promoting a development that considers the integral aspect of the child, involving the physical, cognitive, affective, social and cultural dimensions (Brasil, 2018). This conception reflects contemporary theories of child development, which consider the child as the protagonist of his or her learning process, in line with the ideas of authors such as Vygotsky (1991) and Piaget (1971).

In addition, the BNCC values the role of play as one of the main forms of learning and expression of the child. Through play, children explore the world around them, experiment with different social roles, and develop their emotional and cognitive capacities (Kishimoto, 2011). Thus, early childhood education must create conditions for children to engage in playful and meaningful activities, which favor learning in a natural and pleasurable way.

MUNICIPAL EDUCATION NETWORKS IN BRAZIL: DEMANDS AND CHARACTERISTICS

Municipal education systems in Brazil play an essential role in early childhood education, especially after the promulgation of the Federal Constitution of 1988 and the Law of Guidelines and Bases of National Education (LDB) of 1996, which transferred the responsibility for the provision of early childhood education and elementary education to the municipalities (Brasil, 1988; Brasil, 1996). According to the LDB, it is up to the municipalities to organize and maintain early childhood education, which includes daycare centers (for children from zero to three years old) and preschools (for children from four to five years old) (Brasil, 1996).

The structure of municipal networks is heterogeneous, varying according to the regional, socioeconomic and cultural characteristics of each location. According to the Brazilian Institute of Geography and Statistics (IBGE), there is a significant disparity between regions of Brazil in terms of investment, infrastructure, and number of enrollments in early childhood education. Municipalities in more developed regions, such as the South and Southeast, tend to have better service and quality indexes, while in the North and Northeast regions there is still a greater lack of vacancies and infrastructure (IBGE, 2018).

The municipal networks are composed of public institutions and, in some cases, of schools that have agreements with the public network (Micarello, 2010). However, the expansion of these networks, especially with regard to early childhood education, still faces challenges related to the supply of vacancies, training of professionals, and adequacy of physical spaces, as highlighted by Barbosa and Horn (2018), who highlight the precariousness in many institutions, especially in areas farther from large centers.

According to Freitas and Kramer (2017), the implementation of a comprehensive evaluation system in municipal education networks, as provided for by the BNCC, faces significant challenges, and one of the main challenges is the adequate training of early childhood education professionals. According to Campos et al. (2019), many teachers still lack specific training to deal with an assessment that contemplates not only the cognitive aspect, but also the physical, emotional, and social development of the child. This gap in training makes it difficult to adopt a comprehensive assessment, as recommended by the BNCC.

Furthermore, municipal networks face difficulties in adapting their evaluation systems to the BNCC guidelines, even if it presents a guiding framework, its implementation requires investments in continuous training and adequate teaching materials, which is often not feasible in municipalities with limited budgets (Freitas; Kramer, 2017). The authors also note

that the lack of financial resources prevents many networks from moving towards the creation of integrated and comprehensive evaluation systems, which perpetuates inequalities in educational development between different municipalities.

Regional, socioeconomic and cultural factors exert a considerable influence on municipal education networks, directly affecting the implementation of educational policies and, in particular, the adoption of a comprehensive evaluation system. Municipalities in different regions of Brazil have very different realities, influenced by their local histories, levels of economic development and access to resources (Micarello, 2013). In more developed regions, such as the Southeast and South, there is a greater availability of infrastructure and funding for education, which facilitates the implementation of more complex educational policies, such as a comprehensive evaluation system (Cavalcante, 2017). Also according to Cavalcante (2017), in these regions, there is also a greater influence of socioeconomic demands, such as the need to prepare children for the job market from an early age, which can favor a broader view of child assessment.

On the other hand, in less developed regions, such as the North and Northeast, the challenges are amplified by issues such as the low socioeconomic level of the families served, the scarcity of educational resources, and geographical distances, which make it difficult to maintain schools and hire qualified professionals (Soares, 2020). Socioeconomic inequalities in these areas contribute to the lack of equity in access to quality early childhood education, which aggravates the difficulties in implementing a comprehensive evaluation system.

Gondim and Xavier (2018) analyze that cultural issues also play a relevant role, so that the cultural diversity present in the different regions of the country impacts the way early childhood education is conceived and evaluated. In indigenous or quilombola communities, for example, it is necessary to adapt child assessment to respect the traditions and cultural values of these populations, which requires flexibility and sensitivity on the part of municipal networks (Gondim; Xavier, 2018).

ANALYSIS OF THE IMPLEMENTATION OF EVALUATION INSTRUMENTS: A DISCUSSION ON GUIDELINES AND PUBLIC POLICIES

The BNCC established a significant milestone for early childhood education in Brazil, proposing guidelines for the construction of instruments that promote a comprehensive assessment of children's development. As mentioned earlier, the main focus of the BNCC is to ensure that the assessment goes beyond cognitive performance, covering aspects such as the physical, emotional and social development of the child (Brasil, 2017).

Among the suggested instruments, portfolios, continuous observations, and anecdotal records stand out, which allow educators to monitor the child's progress in a holistic manner. These instruments are based on the idea of a formative assessment, which seeks to provide continuous feedback to adjust the educational process in real time (Melo; Almeida, 2021).

As Lopes (2019) discusses, a significant example in this process are the "conversation circles", which facilitate children's self-expression and allow the assessment of social and emotional skills in a collective and collaborative environment. Also according to Lopes (2019), these instruments propose a form of evaluation that is less focused on objective results and more focused on monitoring the individual development process of each child.

APPLICATION OF THE INSTRUMENTS IN THE MUNICIPAL NETWORKS

In practice, the implementation of these evaluation instruments in municipal networks faces several challenges. Souza et al. (2020), in their study, analyzed the adoption of portfolios in municipal education networks and highlighted the difficulty of adequately training teachers to use this tool efficiently. In many cases, educators reported a lack of time and technical support to carry out frequent and detailed records, as recommended by the BNCC.

Some experiences in cities such as São Paulo and Porto Alegre have shown that the application of the instruments depends strongly on the structural conditions and available resources. In some cases, the necessary adaptations include simplifications of data collection processes and greater flexibility in the use of tools, adapting to the realities of schools that face overcrowding of classes and scarcity of teaching materials (Carvalho, 2021).

In addition, there is the issue of continuing education of teachers. In many networks, the lack of specific courses and training for the correct application of the evaluation instruments compromises the effectiveness of the processes. Educators report the need for greater technical and pedagogical support to apply the instruments recommended by the BNCC consistently (Souza; Alves, 2020).

Carvalho (2021) argues that the implementation of the instruments suggested by the BNCC in municipal networks needs adjustments to deal with regional and socioeconomic diversity in Brazil. In regions with less educational infrastructure, technology-based instruments, such as digital registration platforms, become impractical. Thus, simpler and

more accessible solutions, such as manual observation sheets, end up being the preferred alternative.

Flexibility in the application of the instruments is also crucial to ensure that the evaluations take into account local particularities. In rural areas or with indigenous populations, for example, the BNCC needs to be complemented with specific cultural practices (Lopes, 2019). According to Santos and Oliveira (2022), in indigenous contexts, for example, assessment methodologies have incorporated elements of local culture, such as oral histories and community activities, to more accurately reflect the development of children in these communities.

Another adaptation proposal involves the simplification of visual mechanisms and representativeness in activities. In smaller municipalities, the use of written records and illustrations may be limited due to the scarce time of educators. Thus, it is suggested that punctual records be used, focusing on significant moments of the child's development (Lopes, 2019). In this way, it is possible to ensure that the evaluation is done in a comprehensive manner, even with limited resources.

When comparing the BNCC guidelines with the actual practices observed in the municipal networks, some disparities become evident. While the BNCC proposes a detailed and continuous assessment of child development, municipal networks, in many cases, face difficulties in fully implementing these guidelines. The lack of infrastructure, continuing teacher training, and overcrowding of classes are some of the main challenges encountered (Souza et al., 2020).

The gaps observed in the implementation of the evaluation instruments are largely due to the distance between what is proposed in the theoretical scope and the real conditions of municipal schools. On the other hand, when implemented effectively, the BNCC's assessment instruments, such as portfolios and continuous observations, prove to be powerful in identifying the needs of each child and supporting their integral development (Lopes, 2019).

The adequacy of the instruments to local realities is shown to be an essential aspect for the effectiveness of the evaluation process. In regions with limited resources, for example, there is a clear need to adapt the suggested methodologies, using simpler and more accessible forms of assessment. As already presented and discussed, in areas with cultural specificities, such as indigenous communities, the flexibility of the instruments is essential for the assessment to reflect the sociocultural context of the child (Santos; Oliveira, 2022).

Despite these challenges, Mendez (2002) understands that the possibilities for improving the application of evaluation instruments in early childhood education are vast, given that it is possible to invest in continuing education for teachers, create public policies that consider regional diversity and strengthen the infrastructure of municipal schools as strategies and measures that can contribute to a more efficient and inclusive evaluation process. In this sense, public policies aimed at early childhood education need to be more closely aligned with the guidelines of the BNCC, ensuring that the proposed instruments are really viable in the different Brazilian educational realities (Carvalho, 2021).

FINAL CONSIDERATIONS

From the literature review, some fundamental points emerge in relation to the integral assessment of children in early childhood education, according to the guidelines of the BNCC and the specific demands of the municipal education networks. First, it was evident that the BNCC offers a robust framework to guide early childhood education in Brazil, emphasizing the importance of an assessment that addresses all dimensions of child development – cognitive, social, emotional and physical. However, the practical application of these guidelines in municipal networks presents challenges, especially due to the diverse socioeconomic and cultural realities found in different regions of the country.

The analysis of the implementation of assessment instruments reveals that, although the BNCC provides a solid basis, the adaptability of the instruments to local needs and characteristics does not always occur satisfactorily. Many municipalities face limitations in terms of material and human resources, which makes it difficult to efficiently apply the BNCC proposals. In addition, some instruments recommended by the BNCC may be considered inappropriate for certain contexts, requiring adjustments or complements that better reflect regional specificities.

In this sense, a more effective alignment between the BNCC guidelines and local demands is extremely important to ensure that comprehensive evaluation can fulfill its role in an equitable and effective way. Municipal education networks need greater flexibility to adapt assessment instruments to their realities without, however, losing sight of the global objectives defined by the BNCC. To this end, it is essential that there is a constant dialogue between the federal, state, and municipal spheres, with a focus on sharing good practices and solutions that can be replicated in different contexts.

In addition, another important aspect of the review is the need for continuous training of education professionals. Without adequate training, even the best assessment instruments can be underutilized or misinterpreted, impairing the comprehensive analysis of

child development. Therefore, the training of teachers and school managers should be an integral part of the policy for implementing the evaluation instruments recommended by the BNCC.

In terms of future research, it would be interesting to investigate more deeply the experiences of municipal networks that have successfully adapted the BNCC evaluation instruments to their realities. It can be inferred that some case studies could support information on the factors that contribute to this adaptation and how they overcame local limitations. In this area, research that explores the creation of new instruments, or the improvement of existing ones, could offer more effective solutions for the comprehensive assessment of children, meeting regional needs more accurately.

Finally, it is suggested that the evaluation instruments evolve dynamically, following the cultural and technological transformations of society. The use of educational technologies, for example, can be a promising area to improve evaluation processes and facilitate adaptation to different local demands, contributing to a more inclusive and effective education throughout the Brazilian territory.

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