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RESEARCH ARTICLE

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SOCIAL QUALITY IN BALNEÁRIO CAMBORIÚ BASIC EDUCATION

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ABSTRACT

This study presents the results of a research conducted in the research line Institutional Dynamics and Public Policy, of the Professional Master's Degree Program in Public Policy Management, of the University of Vale do Itajaí - UNIVALI, SC, Brazil. Formal education involves processes of knowledge sharing and relationships that deserve attention in order to strengthen the quality and improve the conditions for coexistence and learning. This study seeks to understand the context of projects and actions related to the educational environment and experiences convergent with the social quality in basic education in Balneário Camboriú. This is a qualitative, descriptive research, with bibliographic technique and documental delineation. The documents related to the monitoring report of the Balneário Camboriú Municipal Education Plan were analyzed, as well as the report of government projects in education area, from 2017 to 2019. It was possible to identify projects with broad direction of actions that favor personal training for citizenship and ethics, principles of sustainability; artistic and cultural expression and shared multidisciplinary experiences with a view to the biopsychosocial well-being of teachers and students in favor of social quality in school and municipal education network.

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INTRODUCTION

Quality in education is a topic that requires constant reflection on educational processes, involves the school proposal and the subjects that make up this institution, and society. Quality is related to the positive conditions for the development of certain human actions and their results. This term is linked to diverse understandings, loaded with subjectivity and intersubjectivity, and establish values with cultural interference, which we need to reflect upon always. Our proposal aims to strengthen social quality in education and includes the preservation of human welfare, from the perspective of protecting life and relationships. Schneider and Nardi (2015) point out that discussing the quality in education is a complex task, even though its discussion is not new, its definition is still imprecise, ambiguous and polysemic and was more widely based on access to education, permanence, approval, failure and dropout rates, these rates make up what we call school flow (NARDI; SCHENEIDER; RIOS, 2014). Due to the restrictions when looking at the purpose of quality in education, we seek to expand with a direction that we consider fundamental, the social quality, because it values the being of

relationships, which does not learn alone and needs to share knowledge in the search for the meaning of knowledge. It becomes essential to highlight that in the Education for All Report, in Brazil, in cooperation with UNESCO, "[...] the excellence of education cannot be dissociated from meeting the peculiarities of human diversity. Therefore, it becomes necessary to work increasingly with information about the relevant inclusion rates of populations historically excluded from educational systems" (BRASIL, 2014, p. 55). With the approval of the National Education Plan (PNE), through Law 13.005/2014, it is observed the expansion of discussions about quality in the implementation of public educational policies at the national level. Thus, in the institution of the Municipal Education Plan of Balneário Camboriú (PMEBC), through the Municipal Law 3.862/2015, it was approved, among the goals, the 7th goal that deals specifically with the quality in basic education. However, the main purpose of this goal is the achievement of certain averages in the Basic Education Development Index (IDEB), which is formed by the approval, failure and dropout rates, as well as the performance of students who participated in Prova Brasil. In 2005, Prova Brasil was implemented by the National Institute for Educational Studies and Research Anísio Teixeira (INEP), a federal autarchy that evaluates

Among the goals of the evaluation is to be accountable to society for the quality of the education provided. Nevertheless, when we observe the complex reality of functioning institutions that offer public education, we understand that an external, quantitative and standardized process could not account for portraying the whole perspective that involves quality. We perceive that the instrumental and disciplinary processes that measure the IDEB indexes present an abstract and unidimensional rationality, due to the focus established for the evaluation, with overvaluation of restricted areas of knowledge, such as mathematics and Portuguese, to the detriment of others. This is a condition that does not take into consideration knowledge breadth and especially the social quality. This focus established in the evaluation process involves an effort to work and value knowledge domains from the perspective of instrumental rationality and productivity, to the detriment of knowledge of life, social, historical and cultural sciences. For Morin (2011) blindness to human knowledge impoverishes and reduces the educational reality, thus creating difficulties instead of contributing to understand what it is to know, considering human reality and conditions. Thus, around the quality in education, we identify that social quality is essential to expand educational achievements, especially in human and citizen training. For Freitas (2012), social quality is not only linked to the results of knowledge in certain subjects, such as Portuguese and mathematics, but covers the processes that produce human emancipation and serves as the basis for the promotion of a fairer society. Social quality in education provides for the transformation of its school community and its surroundings in processes of dialogue and sharing. This thinking is consistent with the arguments brought by Moraes (2019) when dealing with the knowledge for a planetary citizenship emphasizing that these schools learn with their experiences, successful or not, with their community, with everyone's experience, innovate and transform their reality. In these purposes, we identify the relevance of the discussion about social quality in education and its insertion in the school community. In this research we will bring the contributions of several authors on social quality in education, reconciling with the goal related to the quality of basic education in PMEBC and its strategies, and taking into account the forms of quality evaluation of the Brazilian educational policy. We will seek to verify through municipal documents, the context of the projects and actions carried out relevant to the educational environment and experiences convergent with the social quality in basic education in Balneário Camboriú. The theoretical basis of this research is founded mainly on Morin's complexity theory (2011) and seeks to understand the context of the projects and actions related to the educational environment and experiences converging with social quality in basic education in Balneário Camboriú.

MATERIALS AND METHODS

The municipality of Balneário Camboriú, specifically the Municipal Department of Education, seeks to meet the legal statutes that regulate Brazilian education and the evaluation processes. To this end, it develops proposals and actions for quality in basic education. In this process, we highlight the planning and actions for the fulfillment of its educational plan. With a careful and investigative institutional look, we developed this research of qualitative and descriptive approach, with bibliographic technique and documentary design. The documents referring to the monitoring report of the PMEBC, more specifically the 7th goal, were analyzed, as well as the report of government projects in the education area in the municipality of Balneário Camboriú in the years 2017, 2018 and 2019. Such documents, along with the reading and analysis of the bibliographic references, established the basic documentary sources for the collection of data to carry out a qualitative research that understands the political, social, historical and cultural complexity of the object studied, enabling this research the production of knowledge agreed with the critical and transformative education (REIS, 2003). The procedure for data collection occurred through two stages: (1) selection of the printed and digital institutional documents; (2) perception, organization and selection of the thematic units according to the data present in the documents suitable to the objectives of this

research. The choice of using documents for this research was due to the possibility of providing an opportunity for a good understanding of subjects that require a contextualization of records with historical, administrative, educational and sociocultural data. According to Cellard (2008, p. 295), "[...] the written document is an extremely precious source for every researcher in the social sciences". Thus, essentially available written documents were used, either printed or in digital media.

RESULTS AND DISCUSSION

Educational environment and experiences converging with social quality in basic education in Balneário Camboriú: Based on the propositions of Morin (2011) and Moraes (2019), for the reflections linked to the perspectives of social quality in education, we seek to understand the projects, strategies, and actions related to the educational environment, as well as the experiences that are focused on the sensitization and reflection of the subjects. The proposals touch on a vision of the human condition on earth and socially, in search of experiences and interactions with the other based on sympathetic subjective openness and the internalization of tolerance. The actions are directed towards the culture of peace and the formation of an environment that propitiates transdisciplinary and creative actions, with real potential for social transformation. Likewise, favoring of practices that provide reflection on the actions of social subjects in the environment, aiming at the preservation of biodiversity and ecological sustainability, all of these processes being primordial for the formation of a planetary citizenship.

Table 1. Summary of Strategies for PMEBC 7th Goal - Category: Educational Environment and Experiences

Strategy	Strategy Summary Text
7.17	To guarantee, in collaboration with the Security Secretariat, Guardianship Council, COMAD, and CMDCA, policies to prevent violence at school, including the development of actions to train educators to detect the signs and causes of violence, such as domestic and sexual violence, favoring the adoption of appropriate measures to promote the construction of a culture of peace and a safe school environment for the community.
7.18	To collaborate, with the mechanisms for the protection of childhood and youth, in the implementation of inclusion and permanence in school policies for teenagers and young people who are on probation or on the streets, ensuring the principles of Law No. 8069/1990 - Child and Adolescent Statute (ECA).
7.23	To establish partnerships in effective actions specifically aimed at the promotion, prevention, attention and care of the health and the physical, mental, and emotional integrity of education professionals, as a condition for improving the quality of education.

In the search for an understanding of the 32 strategies of the PMEBC 7th goal, we listed the proposals that are directly associated with the educational environment and the experiences. For a better understanding, we have prepared a summary table below: We observe that these strategies deal with actions aimed at preventing school, domestic and sexual violence, promoting a culture of peace and safety, inclusion and permanence policies for teenagers and young people on probation, as well as specific actions to promote, prevent and care for the health of education professionals. All this focus is related to quality and is linked to social quality. Gadotti (2013) brings elementary notions about quality in education establishing that it is necessary to consider the quality of the school community, because it is not possible to separate. Students, professionals and education managers may be considered as social beings permeated and influenced by their experiences inside and outside the school environment. Socioeconomic and environmental issues are essential to achieve quality in education. Thus, a new look at the quality in education is needed: the social quality. This look, then, goes beyond the typical knowledge of certain subjects that are measured and focused on external and standardized quantitative tests.

In this same sense, the National Curricular Guidelines for Basic Education also brought the discussion on social quality in education. This document states that "education is a socialization process of the culture of life, in which knowledge and values are built, maintained and transformed" (MEC, 2013, p. 20). It also links and emphasizes the importance of the permanence of the subjects of learning in school as primordial for the socialization of culture and knowledge.

These are perspectives that review the evident limitations in the purposes of quality in Brazilian education, because as for the ways of "measuring educational quality," the Ministry of Education (MEC) relies on the National Institute of Educational Studies and Research Anísio Teixeira (INEP), which is a federal agency linked to the MEC that prepares surveys, studies and assessments, among which is the System for the Evaluation of Basic Education (SAEB). SAEB was founded in 1990 with the purpose of "verifying the quality" of the basic education offered, consisting of a set of large-scale evaluations whose main objective is to make a diagnosis of Brazilian basic education. Today, SAEB includes three large-scale external assessments: the National Assessment of Basic Education (ANEB), the National Assessment of Literacy (ANA) and the National Assessment of School Performance (ANRESC), popularly known as Prova Brasil. For Nardi, Scheneider and Rios (2014), in addition to the ambiguity that surrounds the definition of quality in education, the centrality of quality measurement is based on quantitative approaches, as is for basic education, in which the benchmark is the IDEB, which uses the pass, fail and dropout rates in the grades, and the performance of students who participated in Prova Brasil. Thus, the IDEB is the product of the results of two markers to map the situation of education in Brazil: the school flow obtained through the School Census and the average performance achieved by students in basic education on the Prova Brasil. About these quantitative, external and standardized tests, Freitas (2011) relates them to ideological control and the fundamental theses of the market, such as accountability and meritocracy, thus controlling the subjects of the educational process, excluding them more than including them. Ball (2002) contextualizes such quantitative tests with performativity in which, for the author, the individual or organizational performances are measured in moments of inspection so that "quality is measured". According to Ball (2002, p. 4), "performativity is a technology, a culture, and a mode of regulation that uses criticism, comparisons, and exposures as means of control, attrition, and change. "Those who control and apply these evaluations signify, encompass and characterize the validity, quality and value of a subject or organization within certain criteria. The author further argues that thus the evaluated begin to act for such evaluation, which elicits numbers and performance indicators that culminate in comparisons and competitions between subjects and institutions. According to the author, this contributes to social relationships being replaced by judgmental relationships, in which people are valued only for their productivity. According to Ball (2002, p. 15), "the demands of performativity dramatically impede metaphysical discourses, the relationship of practice to philosophical principles such as social justice and equity." For him, performativity and its controls in the public sector are part of the process of an "ethical re-instrumentalization that replaces customer need and professional judgment with commercial decision-making" (Ball, 2002, p.19). In this way, the author highlights that the political technologies of the market, management and performativity deprive spaces of aptitude for existence of autonomous or collective ethical beings (Ball, 2002).

Therefore, when we approach with a critical look these current forms of large-scale assessment that are used to "measure the quality of education," such as the IDEB, we notice that not even the social and economic issues of the school community are contextualized with the results. We are not against external evaluations carried out on a large scale, as they have been presented in Brazil and in the world. In fact, we even seek to understand that, due to the large number of institutions and students to be assessed, the expansion of such assessments would greatly increase complexity and costs, possibly resulting in a focus on measuring basic skills in literacy and mathematics.

We also recognize that these evaluations bring valid information that, if used in the right way, can assist in the management of education systems. In other words, if the evaluations results were at least contextualized with the local reality, we would have greater chances, together with the school community, to propose more effective solutions to the current problems regarding teaching and learning in schools. Even so, we emphasize that this alone would not guarantee the social quality of education, which, as we have seen, has a broader scope. What we want, then, is to emphasize that the standardized and focused large-scale assessment cannot measure the quality of education, since the grades achieved can only represent the effort of those involved in preparing for the assessments, with the intention of achieving better averages and results. It is clear, in these evaluations, that the social, economic and cultural life of school communities is outside of their scope. Thus, the perceptions and perspectives of local social actors, who are the primary builders of the teaching and learning process, are ignored. Supporting only the application of large-scale assessments strengthens the idea that a centralized, standardized, focused and performative assessment can reorient distinct and essentially complex schools across the country (Freitas, 2007).

Seeking proposals and possibilities of broadening the look at social quality in education, we seek actions, already carried out, and that give us an approximation with the practice context. The analysis will be approached according to the proposals, projects and actions carried out in basic education in Balneário Camboriú that converge with social quality. Educational environment and experiences present in the Monitoring Report: The PMEBC monitoring report is a document prepared by the Municipal Department of Education of Balneário Camboriú and sent to the MEC. It aims to monitor and evaluate the goals established in the municipal plan for education of Balneário Camboriú. By analyzing it, we saw that it presents an organization structured according to the proposal in the Guidance Notebook for Monitoring and Evaluation of Municipal Education Plans of MEC (BALNEÁRIO CAMBORIÚ, 2019). Thus, its main structure brings the goals, strategies and their texts, deadline for fulfillment, status and various observations. In this structure we seek data to verify the extent of the actions. We highlight the possibility that some strategies defined as carried out in the PMEBC monitoring report did not reach all school units, nor the entire school community, due to the scope and general dynamics present. The important thing was to identify that initiatives in favor of social quality are being consolidated. This report, which is intended to be accountable to regulatory agencies and to society, summarizes the actions and records what has been accomplished.

We verified that the strategy involving the continued training of the school community, more specifically the students, presents activities in partnership with the Municipal Anti-Drug Council (BALNEÁRIO CAMBORIÚ, 2019). A proposal that integrates sectors of the civil community and seeks to contemplate a social, health and public safety problem. These are actions of social quality in school education that, according to Silva (2009), occur by observing the elements of socioeconomic and cultural dimensions that are linked to the way of life and the wishes of the school community. It also seeks to understand government policies and social and environmental projects aimed at the common good. Therefore, it seeks a healthy, inclusive, collaborative environment, with effective operation of its collegiate and school councils, having as principle the dialogue and respect for the individual and social. Another ongoing and achieved strategy presented refers to students who are on probation, these are served by the Youth and Adult Education Center (CEJA) (BALNEÁRIO CAMBORIÚ, 2019). This is an action that is involved in specialized educational attention for students in social vulnerability and who need a proposal that involves their human, social, psychological and also public safety conditions. The education of young people and adults in social vulnerability deserves a lot of attention, because it is necessary to welcome, re-socialize, and promote well-being.

The execution of the Hug the Public Agent Program is also part of a strategy to contemplate the social quality of the education professionals. This program aims to provide multidisciplinary care with a view to the biopsychosocial well-being of the city's servers. Thus, it also serves the teachers of the municipal network (BALNEÁRIO CAMBORIÚ, 2019). The actions of the Hug the Public Agent Program seek to give support to the subjects to face circumstances that become obstacles to the biopsychosocial well-being. Its approach fosters well-thinking, introspection, critical self-examination, and understanding of social relationships and interactions. This program seeks ways to "humanize human relationships" (Morin, 2011, p. 87). These proposals are fundamental to the vision of human and society that we intend to contemplate, valuing school education which is not only a process of technical rationality, but also reflective of the amplitude of human conditions. We understand that social quality in education prioritizes multidimensional human formation, connecting knowledge and fostering relationships. Based on Morin (2011), Moraes and Torre (2004), it stands out in education the actions that teach human understanding, knowing how to think, "feeling-thinking", opposing the dualistic and reductionist model that surrounds us, thus they are actions "[...] that understand language and emotions as relational dynamics". (MORAES; TORRE, 2004, p. 1). Social quality in education needs to be built in a collective way, as it is formed and transformed by social actors, with principles of sharing and understanding of themselves and their surroundings, while recognizing the singularities and globality in the search for the transformation of their reality. It always intends to contextualize the actions of its community and other social actors, continuously striving to contribute to the understanding of political, economic, social, and environmental processes, always privileging the reflective process. It is a process that will be in permanent construction and transformation. It fosters perceptive awareness, linked to the complexity of thought, which makes it possible to contextualize the world in its diversity and specificity.

Our involvement, as teachers and citizens, seeks to welcome the social demands of the students, enabling them to understand that it is both a right and a duty, in a constant becoming.

Educational environment and experiences in the report of government projects in the field of education

The report of government projects, in education area, corresponding to the years 2017, 2018 and 2019, is linked to the Municipal Department of Education, more precisely to the coordination of complementary education workshops. This report aims to systematize the projects developed in the government, by the Municipal Department of Education. In this document we seek to identify the proposals and results of activities correlated to social quality in education. The projects are organized in the report by the following themes: entrepreneurship, citizenship awareness, competitions, and Culture Incentive Law. The projects that were most correlated to social quality will be exposed here, and among them we identified those that covered the educational environment and its experiences. Three projects were relevant and will be described. We will respect the denomination given by the Municipal Department of Education as projects or programs.

The Young Citizen Project was carried out in the years 2018 and 2019 in partnership with the Municipal Safety Secretariat and the Municipal Traffic Fund in the 9th grades of the Municipal Education Centers of Taquaras and Vereador Santa. Its actions are focused on traffic prevention and safety, ethics, citizenship, social coexistence and respect for human rights (BALNEÁRIO, 2019). This project promotes the understanding of young people about their human condition as well as reflection on their actions facing the individual and the social, thus assisting in the transformation of the school space into a meaningful and democratic learning environment in fact (Morin, 2011; Silva, 2009). The Ethics in School Program was executed in the years 2017, 2018 and 2019 in partnership with the University of the Itajaí Valley - UNIVALI, the Public Ministry and

the Brazilian Order of Attorneys - OAB. Its actions are directed towards the training and awareness of education professionals so that the development of their work is done with social responsibility and has ethics as an aspect present in the entire pedagogical process (BALNEÁRIO, 2019). The training given to education professionals in the municipality of Balneário Camboriú in this program aims to provide a reflective process in order to assist in the formation and transformation of learning environments into spaces of reflection, actions and coexistence that enable the good doing and living together. We observe that such training has in its structure values that encourage actions linked to educating in the biology of solidarity and love (Moraes, 2003). The Young Citizen Project and the Ethics at School Program act in citizenship area, social coexistence, ethics, and respect for human rights (BALNEÁRIO 2019). The themes addressed by them and their actions contribute to the improvement of the educational environment and the interactions of the subjects of the school community. Thus, we understand that they cooperate with social quality in education within the educational environment and experiences. However, the Young Citizen Project had its actions executed in only two school units. Finally, the Drawing and Essay Contest on Sustainability was held in the years 2017, 2018 and 2019 in partnership with the Rotary Club of Balneário Camboriú, Balneário Camboriú Chamber of Store Managers (CDL), and the Brazilian Order of Attorneys (OAB). The themes are previously established and have as a reference the role of human beings in environmental preservation and conservation. Students from the 1st to the 9th grade participated in the drawing and writing categories. The intention of the project is to stimulate the understanding of the need for sustainable attitudes and the understanding that the preservation of natural resources and ecosystems is essential to the humanity survival (BALNEÁRIO, 2019). We understand this contest as an instrument that seeks to foster the understanding of human actions towards ecosystems. And, as long as there is an approach contextualized with the subjects' experiences, the contest can produce a transforming awareness aimed at sensitizing the school community to reflect on their place in the world and the importance of their actions. Therefore, education focused on environmental sustainability is a topic of great relevance for educational processes directed towards social quality. We also highlight that, according to Morin (2011, p. 100), humanity must be "fully recognized in its inseparable inclusion in the biosphere".

FINAL CONSIDERATION

It was possible to recognize that the best path for education is the one guided by the view of social quality, built by the school community, in a process of reflection, evaluation and proposition of actions for the transformation of its reality. Therefore, not objectified in a restricted manner with mathematical formulas, linear measures and decontextualized results, as seen in quantitative tests, widely used today to "measure the quality" in basic education. We found evidence that it is not appropriate to use purely quantitative methods to measure and/or compare qualities in distinct and complex realities such as those presented in educational institutions. In this way, we prioritize the understanding of the context of the projects and actions carried out regarding the educational environment and experiences that converge with the social quality in the basic education of Balneário Camboriú, that provide knowledge connection and that provide opportunities for creative transforming actions, thus assisting in the integral human formation of the social actors that make up the school community. Thus, we found in the PMEBC monitoring report 3 (three) strategies convergent with the social quality related to the educational environment and experiences, and all were considered as continuous actions. The continuous process is essential to reach with greater effectiveness and intensity the participants in the journey that seeks effective and transformative social results. As for the report on government projects in education area, we were able to understand more clearly the actions that were carried out, which allowed us to understand that they contribute to the social quality in education within the educational environment and the experiences of the school community. We understand that this study values broader factors of the educational proposals and that they make it possible to promote

complex thinking, so essential to favor human and social conditions in education.

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