



CONCEPTIONS OF LITERACY IN EDUCATIONAL POLICY RESEARCH

***CONCEPÇÕES DE ALFABETIZAÇÃO NAS PESQUISAS EM POLÍTICAS
EDUCACIONAIS***

***CONCEPCIONES DE ALFABETIZACIÓN EM LA INVESTIGACIÓN SOBRE
POLÍTICAS EDUCATIVAS***

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ABSTRACT: The article analyses literacy policies in the Brazilian context. Through a bibliographic study, we surveyed the research regarding the different conceptions of literacy present in educational policies focused on this theme. Such conception indicates the path to be followed for the realization of its main objective: the language acquisition by all children aged up to 8 years old. It is concluded that the democratization of language acquisition by students, in addition to being theoretical, method or technical issue, is related to the local scope, a complex space that involves several actors, forms and processes, which enhance the creative choice of different paths that allow the qualification of educational processes and, particularly, of literacy.

KEYWORDS: Educational policy. Literacy. Micropolitics.

RESUMO: O artigo analisa políticas de alfabetização no contexto brasileiro. Por meio de estudo bibliográfico, levantou-se as pesquisas a respeito das distintas concepções de alfabetização presentes nas políticas educacionais voltadas para este tema. Tal concepção indica o caminho a ser per corrido para a efetivação do seu objetivo principal: a aquisição da linguagem por parte da totalidade de crianças na faixa etária até os 8 anos de idade. Conclui-se que a democratização da aquisição da linguagem por parte dos estudantes, além de ser uma questão teórica, de método ou técnica, é relativa ao âmbito local, espaço complexo que envolve diversos atores, formas e processos, que potencializam a escolha criativa de diferentes caminhos que permitem a qualificação dos processos educativos e, particularmente, de alfabetização.

PALAVRAS-CHAVE: Política educacional. Alfabetização. Micropolítica.

RESUMEN: El artículo analiza las políticas de alfabetización em el contexto brasileño. A través de um estudio bibliográfico, se planteó la investigación sobre las diferentes concepciones de alfabetización encontradas em las políticas educativas centradas em este tema. Tal Concepción indica el camino a seguir para la realización de su principal objetivo: el la adquisición del lenguaje por parte de todos los niños hasta los 8 años. Se conclui que la democratización de la adquisición del lenguaje por parte de los estudiantes, además de ser una cuestión teórica, metodológica o técnica, está relacionada com el ámbito local, um espacio complejo que involucra a variados actores, formas y procesos, que potencian la elección creativa de diferentes caminos que permitan la calificación delos procesos educativos y, em particular, de la alfabetización.

PALABRAS CLAVE: Política educativa. Alfabetización. Micropolítica.

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Introduction

Analyzing the history of education in Brazil, we can observe that the educational policy focused on primary education in the years equivalent to what we know today as a literacy cycle suffered several internal influences, according to the interests and needs of the State (ROMANELLI, 2005; VIEIRA; FARIAS, 2007; SAVIANI, 2005; SCAFF; OLIVEIRA; BRITO, 2018). Marcilio (2016) clarifies that a look at history helps us understand the current situation of literacy in the face of the delay in its results, and Ferraro (2014) problematizes the state debt situation, in relation to the guarantee of literacy as a right of all. Alves, Alves and Fernandes (2014) point to the need to look at the educational management model, which marked the historical path of educational policies from a managerial vision, which emphasizes economic rationality, productivity and competitiveness, opening paths for participation in an individualistic, control and supervisory perspective.

In the colonial period, state action aimed to combat the advance of Protestantism and maintain the submissive native population and, only in the Constitution of 1824, the right of all elementary education was decreed, which would support the creation of primary schools and gymnasiums in each province. The state's commitment, however, involved few efforts to raise human and financial resources to enforce this policy.

According to Marcilio (2016), there is the construction of few primary schools and a low enrollment of the population in the imperial period. The teaching of reading, writing and arithmetic was done in an integrated and simultaneous way, one of the positive points of the time. As for the materials to be used by the teacher, the ABC Letters, the Syllable Letters and Calligraphy were offered, and as a teaching method, spelling and memorization prevailed, with a focus on individual teaching, in which the teacher gave general instructions to each student, while the others remained silent in the classroom. There was, therefore, no national guideline to guide teaching, and teachers worked individually and based on a traditional approach. Law 5.692/71 was promulgated with the purpose of generating changes in the organization of teaching of 1st and 2nd grades. Among the most specific policies for children's literacy, we have the cycle policy, which emerged in Brazil in the 1970s, with the objective of reducing disapproval and school dropout, in a more systematic way. Marcilio (2016) clarifies that in this period not only policies, but literacy methods were implemented, among which we have the cycles of studies with automatic approval and the focus on student learning, which began to be considered spontaneously and autonomously.

For Souza Silva (2017) the cycle policy should imply a set of changes in school

practices, but it was characterized as controversy for incorporating, in addition to pedagogical discourse, the marketing. The pedagogical evidenced the overcoming of disapproval and school dropout through the progressive monitoring of the student in an expanded time frame, and the market focused on reducing educational expenses, with the reduction of retention, through the idea of automatic promotion. The author explains that the evaluation becomes the key to the difference, because it must exist in a constant and varied way, but it must be planned and thought respecting the individual rhythms, with the greatest time for the realization of the learning of a given knowledge.

These aspects help to understand the complex web of educational policies aimed at literacy, but we take our gaze in this article on the contribution of such policies to the quality of literacy. It is understood that a longer time for learning tied to the clear specification of goals and objectives for each year that contemplates the so-called literacy cycle, in a country with such social inequalities as Brazil, may favor the construction of collective projects within the school and consolidate itself as a differential for the educational system.

Thus, the policy of organizing cycles, within the field of literacy, is understood and interpreted in each epoch and context, and may or may not be an ally in daily school life, to achieve the goal of literacy all children in the initial period of schooling. Thus, we began to explore the conceptions of literacy present in the policies, from the survey of the literature on this, according to the following.

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Literacy conceptions in research involving educational policies

We analyzed the conceptions of literacy adopted in policies based on theses and dissertations published since 2010, because it is a period in which there was an investment at the national level in a more directed way to public policies aimed at children's literacy. Magalhães (2014, p. 62, our translation) explains that "literacy is one of the most fruitful fields, as a result of research and public debate".

We surveyed the Capes theses database using the descriptors public policy and literacy. In the first exploratory search, we selected the first thousand works, which directly relate the theme in question. As our goal was not to exhaust all the research involving this theme, but to identify the conceptions of literacy present in current research involving educational policies focused on literacy, we identified, in the selected studies those that presented an integrated discussion between literacy and public policy. With this search, we found 12 theses and 50 dissertations, which comprised our research corpus.

According to Chart 1, we noticed that some theses and dissertations focus on research involving public policies focused on the literacy cycle at the national level, such as the PNAIC (National Literacy Pact at the Right Age), the ANA (National Assessment for Literacy) and Provinha Brasil. Other research takes policies at the state and municipal levels, such as the Literacy Pact in the Right Age (PAIC), in Ceará and at the municipal level the Initial Literacy Block in Dourados / MS, the Pedagogical Block of Literacy in Juiz de Fora, as well as the municipal and state external evaluations that in the researches integrate with those of the national level. We also found research involving educational policies related to broader topics, such as new technologies, such as PROINFO and health issues such as the School Health Program – PSE.

Table 1 - Types of public policies focused on literacy most investigated in theses and dissertations - period 2010-2018

Policy type	National/State/Municipal	Launch year	Quantity
PNAIC	National	2012	17
External evaluations	Nacional - Provinha Brasil	2008	12
	Nacional - ANA	2012	4
	Nacional and Municipal - several	Between 2008 and 2012	4
PAIC	State	2004	4
General educational policies focused on literacy	Municipal	Several	14
	Nacional - PROINFO	1997	1
	Nacional - PSE	2007	1
9-year elementary school	Nacional	2005	1
Curricular Proposals	Municipal	several	2

Source: Survey of the literature conducted by the author at the Capes Thesis Bank

Table 1 denotes the emphasis of research involving educational literacy policies, which has as object of study the national policy of the PNAIC and external evaluation policies. Such choices are justified by the relevance of these policies in the field of literacy. However, we observed that the object of study of the researches was limited primarily by the specific areas of knowledge of language, mostly, and mathematics, in some cases. Since most of the studies explore the PNAIC as a central educational policy for literacy and for the importance on the national scene, we will briefly address this policy.

This Program is a formal commitment made by the federal governments, the Federal District, states and municipalities to ensure that all children are literate up to eight years of age,

at the end of the 3rd year of elementary school and gains the participation of most municipalities in Brazil from 2013 (BRASIL, 2012). According to Leal (2015), the Pact for Literacy is the program with the largest scope of the Federal Government in the current context.

The PNAIC, according to Aranda, Viédes and Lins (2018), was consolidated as a national educational policy through a single agreement, which involved all federal entities in the search for the guarantee and quality of the child's literacy process. The authors treat quality as the responsibility of the State.

It is observed that the objectives are focused on the quality of children's literacy, in view of the aim of ensuring the reduction of the deficit in literacy and literacy, reducing the age-grade distortion in basic education, improving the IDEB, improving training, also aims to collaborate in the construction of proposals aimed at the right to learning, the development of the child, as well as the length of the school journey. The discourse involves actions aimed at children, their learning rights, productivity indexes, teachers, schools and programs (ARANDA; VIÉDES; LINS, 2018, p. 46, our translation).

The criticism regarding the quality of the literacy process is to have left out the school direction in the training processes, because they understand that it would be able to contribute to the choices and management of training.

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Leal (2015) analyzes the PNAIC documents to discuss the curricular proposals for the teaching of Portuguese language and highlights some important aspects that make up this program, among which we will highlight those that we believe are relevant for the expansion of the conception of quality in literacy.

The universal and singular aspects appear in an interconnected way, and the universal is related to the struggle for literacy as a right for all, expressed through the definition of general learning rights, but also recognizes the need to take into account the local context of the school and the classroom, valuing the uniqueness of each community. Another point is the exploration of the social character of literacy, which contributes to the formation of social values and attitudes, through the learning of reading, writing, speech and listening, which are significant for life. The author also points out that literacy has been widely conceived in official documents, because it integrates the components of various areas of knowledge to the teaching of the alphabetic base.

The broad conception of literacy, involving literacy with the more comprehensive use of other knowledge, seems extremely important to us when dealing with the quality of literacy. By designing literacy as a broad process that is not limited only to the teaching of reading and writing and, in a way restricted to the area of language, we argue that its teaching can and should

be related and integrated to the various areas of knowledge and that it should be systematically expressed in the various materials that are produced for guidance or training of the literacy teacher.

Leal (2015) points out that in the PNAIC documents the relationship with other areas of knowledge has been treated transversally in some training notebooks of the literacy teacher. In this regard, Morais (2018) also argues that teaching in the Portuguese language area should be prioritized in the day-to-day classroom and in the school routine, but should be tied to the other curricular components.

However, what draws our attention is the way this broad conception of literacy has been addressed in the various literacy policies that directly affect the teaching practice. We understand that systematic articulation with other areas is a means of ensuring that children have access to maximum knowledge for the construction of citizenship and full education. As an example, when dealing with the theme of the environment in the classroom, the teacher can, with the debate and experience, develop an environmental awareness, dealing in a planned way with the specific principles related to the Alphabetical Writing System proposing the expansion of knowledge with reading and writing.

At this moment, we began to analyze the conceptions of literacy presented by the 62 studies we have raised. We performed a previous examination of abstracts and abstracts in order to identify specific topics about literacy conceptions.

Regarding the conception of broad literacy involving literacy in the mother tongue, we located 29 out of 60 papers, which fit this category (DIAS, 2015; GIARDINI, 2016; CARDOSO, 2015; LIMA, 2016; SANTOS, 2012; SILVA, 2013; among others).

Most of the research supports his theoretical discussion in the work of Magda Soares (2003, 2004, 2020) which defends the process of literacy immersed in the daily life of the student and the broader social practices related to the process of reading and writing. This is justified by being an author who stands out in the production on the subject, since 2007 she has been developing a literacy project, entitled "Alfaetrar", in partnership with the Department of Education of the Municipality of Lagoa Santa, which has become a national reference on literacy.

Soares (2003) differentiates the use of literacy and literacy in Brazil, from the theoretical and practical perspective of skills and competencies related to the acquisition of reading and writing. For the author, literacy involves learning an extremely important technique for the process of reading and writing acquisition.

I call writing technique, because learning to read and write involves relating sounds with letters, phonemes with graphemes, to encode or to decode. It also involves learning to hold a pencil, learning to write from top to bottom and from left to right (SOARES, 2004, p. 15, our translation).

Thus, literacy in the teaching and learning process cannot be apprehended spontaneously, because, as a technique, it involves different and complex specificities that need to be acquired by children. But with the emergence of the term "literacy", more related to the use of this technique in social contexts, systematization was dissociated from the act of literacy, and led to the contempt for teaching the principles of the writing system, which involves the literacy process. This phenomenon was critically named by Soares (2003, 2004) as "the disinvention of literacy".

At the same time that the term literacy emerges, incorporating or even replacing the aspects inherent to the literacy process, another perspective was presented, through the constructivist paradigm, having as main representative Emilia Blacksmith, referring to the psychogenesis of written language, in which the focus is no longer restricted (code) and begins to think about representation.¹

In addition to these questions, Soares (2003, 2004) points out that, with the studies of | 8
Emília Ferreiro, many scholars interpreted the teaching of the writing and spelling system erroneously, as something spontaneous of the child's nature and, therefore, without the need for systematization in the formal schooling process, which led to high rates of school failure during the process. In the 2016 National Literacy Assessment (ANA) about 54.7% of children in the third year of elementary school presented insufficient levels of skills involving reading, writing and interpretation of small texts (SOARES, 2020).

For the author, the efforts to overcome this condition, throughout history, have been in relation to the choice of methods to be literate, with a constant alternation between different proposals that, in general, has been restricting the concept of literacy, without taking into account its multiple facets. It also states that in Brazil the pendulum is now on the side of literacy, or on the literacy side. This conception is very dangerous for the impacts of practices that occur in the classroom and that reflect the quality of the process. Thus, it defends the use of both methodologically and politically, so that there are no interferences and misunderstandings in their interpretations and, consequently, in formal actions.

¹ It refers to the stages of development of writing by the child since preschool, which goes from an initial phase called pre-syllabic, in which it does not realize that the letters represent the sounds, for the intermediate phase, called syllabic, in which the child writes a letter for each syllable, initially without sound value and later with sound value. And finally comes the alphabetical phase, which marks the beginning of understanding the alphabetic principles. See Ferreiro and Teberosky (1984).

For the author, literacy does not represent the learning of a code in which the child needs to memorize the relations between letters and sound, but involves the understanding of writing with its notation and representation in a process that integrates literacy with literacy in an educational action. This educational action has been called by Soares (2020) *alfaetrar*, who does not restrict literacy to a question of method (how to teach), but rather to a structured action that seeks to understand how the child learns the written language, supported by different contributions of various linguistic and psychological sciences.

The author emphasizes the fundamental principles of Alphaliteracy: continuity in the teaching process, which is obtained through the clear definition of the objectives and goals for each year of the cycle, maintaining the sharpness of the path to be traveled by the child, in which skills and knowledge are progressively constructed; and the integration between the components of the literacy and literacy process, which ensures that teachers know what was or should have been worked on in the previous year and, in the following year, interacting with others.

Quality in the literacy process therefore includes understanding what should be taught at each stage of the cycle. However, although the author treats the social dimension of this process through literacy integrated literacy, we believe that for the integral education of the child, other aspects need to be considered and systematized in an explicit way, such as the more objective and direct integration of other areas of knowledge in the processes of reading and writing, as has already been emphasized.

This can be observed in the survey on the conception of literacy in research, in which we found 11 of the 60 studies with a broad sense of literacy involving literacy with more comprehensive use of other knowledge; 9 researches focused on mathematical literacy, starting from external evaluation policies, such as *Provinha Brasil* and ANA, and PNAIC, because they are policies that focus not only on the Portuguese language, but also on mathematics (MINDIATE, 2015; SPERRHAKE, 2016; PORTELA, 2016; MOURA, 2014; PELLATIERI, 2013; SOUZA, 2016; COSTA, 2016; SOUSA, 2014; SALLES, 2016); and we located only 2 studies involving other forms of literacy, in the areas of technology and oral health (ABREU, 2014; IGDAL, 2016).

Although these studies deal with other types of literacy, we did not find data that address literacy and literacy in an articulated way between the various areas of knowledge, that is, the research deals with other literacies in the literacy process, but not in an integrated way. This data may reveal the scarcity of literacy policies that explicitly and systematically guide the work articulated among the various areas of knowledge. We can mention the PNAIC as a possibility

to treat this aspect, which was not highlighted in the researches raised.

Another issue that caught our attention was that, of the 60 papers, 18 do not present a reflexive theoretical debate on the conception of literacy and/or literacy, presenting only the description of the policy investigated. As Ferraro (2014), Rivero (2002) and UNESCO (2009) tell us, literacy involves aspects that go beyond methods and techniques related to a specific field of knowledge, as it is related to broader social and political issues, such as inequality and the lack of guarantee by the State of quality literacy for all.

On the other hand, we found only 2 studies that presented a restricted sense of literacy based on methods (GONÇALVES, 2015; MIZIARA, 2014), which indicates a positive aspect, because literacy research is more coherent with studies that indicate a new look at this whole process.

We analyze in a more specific way some studies, such as a sample of the policies investigated. Among these, Santos (2012) delimits as a general objective, a case study of the Pact with the Municipalities Program: All for the School, which is configured in a partnership of the State of Bahia with the municipalities to literate children from public networks up to eight years of age and extinguish illiteracy. To this end, a comparative study was conducted in three programs: the Pact with the Municipalities of Juazeiro Program, the Pedagogical Intervention Program of Minas Gerais and the Literacy Program in the Right Age of Ceará. This author presents a conception related to multiple literacies, as something necessary for contemporaneity, referring to digital, technological and communication literacy, an aspect of paramount importance as a contribution to the reflection on literacy policies. However, the author does not stop at these definitions, presenting as the focus of her analysis the conception of literacy as literacy, that is, as a process of reading and writing immersed in social practices.

Nunes (2013) analyzed the literacy policy in the municipality of Dourados/MS from the appreciation of BIA - Initial Literacy Block, focusing on issues related to literacy and literacy, based on the definitions presented by the national document of the Nine Years Elementary School and through the document of the municipal policy of Dourados/MS of BIA.

In addition to these studies, Mélo (2015), Miranda (2016) and Lima (2016) examine the PNAIC, and Mélo (2015) analyzes the articulation between the propositions expressed in the PNAIC, in relation to the continuing education of the teacher and the initial proposals of pedagogy courses of public universities in Paraíba. The conceptions of literacy exposed in the texts are based on the theoretical reflections presented by Magda Soares with a focus on literacy and literacy. In the studies of Miranda (2016) and Lima (2016), we observed a study interest in management aspects, be they management at the municipal and state level, through the

collaboration regime or the significance of management in the literacy process.

Miranda (2016) proposes to qualitatively analyze the historical constitution of the process of implementation and development of the Pact for Education Program in the context of the State of Bahia and the materiality of the collaboration regime. The paper mentions the notions of literacy as literacy and mathematical literacy that should be guaranteed to children, but despite the effort in documentary analysis, it does not reflexively expose a conception of literacy of its own.

Lima (2016), different from Miranda (2016), provides an explicit position on the understanding of literacy from the perspective of public education policy and school management. It clarifies that literacy involves learning content related to life and social coexistence and, thus, the author analyzes the conception of educational quality evidenced for the management of the literacy process in the local space, resulting from norms, theoretical proposals and practices present in two major actions of Brazilian educational policy: the Plan of Articulated Actions (PAR) and the National Pact for Literacy in the Right Age (PNAIC).

The concept of quality identified by the author indicates that there is a priority in the quantitative aspects, resulting from the Education Development Index, Provinha Brasil and the National Literacy Assessment, and adds indications such as teacher training and the professionals who make up the school, pedagogical and evaluation practices, curriculum proposals, the choice of textbook, the specific methodologies for literacy, the time for individual/collective assistance to students with learning difficulties, the school's infrastructure, the diversity and accessibility of pedagogical materials that, according to the author, are aspects that integrate with what is defined in the PAR and the PNAIC. Corroborating this conception, Silva, Conrado and Luz (2011) highlight the need for an articulation between quantitative data, expressed in indicators and goals, with the objectives, means and resources to obtain quality in the educational field.

As we can observe, the selected articles, dissertations and theses taking as its axis the keywords public policy and literacy bring the concept of literacy as literacy, supported by the definitions of programs and policies that address the conception proposed especially by Magda Soares. We agree with the authors when they articulate their research to the concepts presented by the author, because it is a reference in the field of literacy. We warn, however, for the necessary expansion in the view of the concept, relating other dimensions of literacy, because it is not restricted to the teaching of reading and writing. Moreover, the researchesis is very close to the macro field of educational policy and does not present micropolitics as an object of analysis, that is, what occurs in school practice as a whole integrating the various subjects of

education.

Literacy policies with a look at the microcampus

We observed in the researches that authors such as Mortatti (2010, 2014), Rivero (2002), Bordignon (2015), Weisz (2002), among others, investigate literacy in public policies in Brazil, as a complex and primordial process for the integral formation of the human being. However, the meanings imposed on educational policies can reveal purposes related to neoliberalism with a focus on productivity, efficiency and effectiveness in order to achieve goals and indexes disconnected from the real context (ALBUQUERQUE, 2014).

According to Mortatti (2010), literacy involves theoretical and practical pedagogical issues, as well as political issues related to rights and duties, the right of every citizen to have access to literacy as a child and the duty of the State to ensure access and permanence. Thus, in addition to the theoretical, didactic and methodological fields, it relates the tensions and disputes that permeate literacy policies as a response to the great rates of disapproval and abandonment, and points to changes in pedagogical practice in Brazil since the 1980s.

A preventive approach against illiteracy of young people and adults, according to Rivero (2002), would also be an indication that investments are not enough only in reading and writing, but policies should focus on issues involving teaching processes of reading, writing and calculation, teacher qualification, attention in this process specifies for children with special needs, as well as the inclusion of the family in the process of literacy of children, among others, that is, it takes a look at valuing local specificities.

We envision this approach from 2012, when the MEC begins to present such a broader view of literacy, which involves elements that go beyond the acquisition of the Alphabetical Writing System, seeking to ensure an integral education of the child who will be more trained with several tools to be a more active and critical citizen in society.

The term Literacy can be understood in two main directions. In a strict sense, literacy would be the process of appropriation of the alphabetic writing system. For the individual to become autonomous in reading and writing activities, he needs to understand the principles that constitute the alphabetic system, to make reflections about the sound and graphic relationships of words, to recognize and automate sound-spelling correspondences... The learner needs to move towards a literacy in a broad sense, which supposes not only the learning of the writing system, but also the knowledge about the practices, uses and functions of reading and writing, which implies working with all curricular areas and throughout the process of the Literacy Cycle. Thus, literacy in the broad sense is related to the literacy process involving the broader cultural experiences (BRASIL, 2012, p. 27, our translation).

Thus, we realize that the processes, policies and actions thought and implemented with a focus on literacy, whether children or adults, also involve political, social, cultural and historical aspects, which cannot be restricted only to the field of Language, with the acquisition of reading and writing, covering other areas of knowledge that can integrate harmoniously with the teaching of reading and writing in the literacy of children, as a means of enabling the expansion of diverse experiences in the school environment, as they announce (WESTY, 2002; RIVERO, 2002; FERRARO, 2009, 2014). Among these components we have mathematical literacy and scientific literacy, health-related literacy and the use of technologies, which complement reading and writing practices.

Mathematical literacy is examined by Mindiate (2015), who takes the PNAIC and focuses on the literacy of children aged between six and eight years, specifically mathematical literacy from the perspective of literacy. It refers to Danyluk (1993) and Lopes (2014), which include in literacy the first notions of Mathematical Language. The term literacy Mathematics for Danyluk (1993) was adopted to refer to the teaching and learning of reading and writing of mathematical text, through its interpretation and understanding.

Fonseca (2014) includes the field of Mathematics in the conception of literacy, related to the contexts of the child's daily and real life, both within the school and outside it. Chassot (2003) and Pereira dos Santos (2007) help us to think of the process of scientific literacy as a means for social inclusion, within a context of social practice that makes sense to the citizen as the author of his history. These works directly touch aspects of the school's microcosm.

According to Chassot (2003), scientific literacy is "the set of knowledge that would make it easier for men and women to read the world in which they live" (p. 94). The reading of the world from the scientific perspective enables each citizen to act in the world, transform it to a better quality of life within a given collectivity in a transformative approach, in order to enhance the feeling of belonging to the world and responsibility for its changes, whether positive or negative.

Pereira dos Santos (2007) understands that scientific literacy involves important aspects for life and that they must be experienced in a theoretical and practical way to solve our daily problems. This point is very important when we think about the quality of children's literacy, which involves a broader and more diverse teaching.

Final considerations

The article sought to show several conceptions present in literacy policies that, as seen, point now to macro-political approaches, and now focus on the scope of the student's daily life.

There is clearly a certain formal-legal concern with the democratization of access to schooling, while denoting that such policies did not represent a real reach of literacy for all, although the State has promoted actions aimed at the basic schooling of the population in response to the pressures of economic sectors and capitalism.

The maintenance of social inequalities, with high levels of poverty, represents an obstacle to the strengthening of a more just and equal society and it is within this context that we must think of the "ideal" in terms of literacy policies that are for an effective result. Thus, we conclude that the meaning of literacy tied to literacy in the use of mother tongue issues seems to us to be predominant in the analyzed researches, while few studies presented a broader view involving other curricular components in an integrated way, as well as a more political view of literacy, which focuses on the social changes of the population. Authors such as Soares (2003) and Leal (2015) emphasize the importance of teaching reading and writing articulated with other areas of knowledge.

In addition to this aspect, we observed that the vast majority of studies focus on the teacher and continuing education as the differential for the search for the quality of literacy. However, we advocate the expansion of this focus, with a view to effectively including the responsibility of other actors in the process and in the qualification of children's literacy, within the literacy cycle.

Thus, we emphasize that literacy policies, in their formulation and implementation, need to broaden and review the focus of their actions, collaboratively relating and blaming all the educational actors that make up the school, such as coordinators, managers, students, parents, among others. We argue that in the micro field in which politics directly affects, there is reverberation of meanings and expansion of responsibilities, integrating the different actors and factors that involve the act of teaching and learning.

For the implementation of quality literacy policies for all up to 8 years of age, the analysis and interpretation of events involving micropolitics, that is, the local scope, becomes a differential. Ball, Maguire and Braun (2016) contribute to the debate in this sense, since they present the notion of "policy staging", a term used to specify that the subjects of practice have fundamental importance, since it is in school that policies take shape.

Thus, it is concluded that the democratization of language acquisition by students,

besides being a theoretical, method or technical issue, is related to the local scope, a complex space that involves various actors, forms and processes, which enhance the creative choice of different paths that allow the qualification of educational processes and, particularly, literacy.

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