

**EDUCATIONAL POLICIES FOR BASIC EDUCATION IN THE BORDER REGION:
THE DESIGN OF EDUCATION PLANS (2014-2024)**

***POLÍTICAS EDUCACIONAIS PARA A EDUCAÇÃO BÁSICA EM REGIÃO DE
FRONTEIRA: A CONCEPÇÃO DOS PLANOS DE EDUCAÇÃO (2014-2024)***

***POLÍTICAS EDUCATIVAS PARA LA EDUCACIÓN BÁSICA EN LA REGIÓN
FRONTERIZA: EL DISEÑO DE PLANES EDUCATIVOS (2014-2024)***



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ABSTRACT: The main objective of this article is to analyze the education plans sanctioned valid for the period from 2014 to 2024, from the national to the municipal level, seeking to understand how they position themselves when it comes to the specificity of border regions. The chosen methodology is qualitative, based on documentary and bibliographical analysis, focusing on Education Plans, aiming to answer the question, "What is the need for specific educational public policies for the basic education stage in border regions?". The article is divided into three sections, excluding the introduction and conclusion. The first section discusses educational public policies that have developed over time and their importance. The second section analyzes the National Education Plan and the State Education Plan of Mato Grosso do Sul. Finally, in the third section, an analysis of the Municipal Education Plan of Ponta Porã (MS) is conducted. As a result, it was observed that public policies are essential for actions to occur in the educational scenario, and that border regions require greater attention and development of specific programs that address their particularities.

KEYWORDS: Education. Border. Public policy.

RESUMO: *O presente artigo tem por objetivo principal analisar os planos de educação sancionados válidos para a década de 2014 a 2024, desde o nacional até chegar à realidade municipal, buscando compreender de que forma os mesmos se posicionam quando se fala da especificidade em região de fronteira. A metodologia escolhida foi de caráter qualitativo, partindo para análise documental e bibliográfica, possuindo como foco os Planos de Educação, buscando responder ao questionamento “qual a necessidade de políticas públicas educacionais específicas para a etapa da educação básica em região de fronteira?”. O artigo dividiu-se em três seções, salvo a introdução e conclusão, a primeira discorre sobre políticas públicas educacionais que se desenvolveram com o tempo e qual sua importância. Já a segunda seção realiza uma análise do Plano Nacional de Educação e do Plano Estadual de Educação de Mato Grosso do Sul. Por fim, na terceira seção, faz-se uma análise do Plano Municipal de Educação de Ponta Porã (MS). Como resultado, foi possível observar que políticas públicas são essenciais para que ações ocorram no cenário educacional, e, que regiões fronteiriças necessitam de maior atenção e desenvolvimento de programas específicos que contemplem suas especificidades.*

PALAVRAS-CHAVE: Educação. Fronteira. Políticas Públicas.

RESUMEN: *El principal objetivo de este artículo es analizar los planes educativos sancionados vigentes para la década 2014 a 2024, desde el nivel nacional hasta la realidad municipal, buscando comprender cómo se posicionan cuando se habla de especificidad en la región fronteriza. de carácter cualitativo, partiendo del análisis documental y bibliográfico, centrándose en los Planes de Educación, buscando responder a la pregunta “¿cuál es la necesidad de políticas públicas educativas específicas para la etapa de educación básica en una región fronteriza?”. El artículo se dividió en tres secciones, a excepción de la introducción y la conclusión, la primera analiza las políticas públicas educativas que se han desarrollado a lo largo del tiempo y su importancia. La segunda sección analiza el Plan Nacional de Educación y el Plan Estatal de Educación de Mato Grosso do Sul. Finalmente, en la tercera sección, se realiza un análisis del Plan Municipal de Educación de Ponta Porã (MS). Como resultado, se pudo observar que las políticas públicas son fundamentales para que se den acciones en el escenario educativo, y que las regiones fronterizas necesitan mayor atención y desarrollo de programas específicos que atiendan sus especificidades.*

PALABRAS CLAVE: *Educación. Borde. Políticas públicas.*

Introduction

In recent years, the border region has stood out for its distinct characteristics compared to the other areas, such as its "shared" culture and economy. Specifically within the context of this research, the educational environment in the region has been notable for receiving students from various nationalities, with different customs and even languages.

The chosen locus was the city of *Ponta Porã*, located in the state of Mato Grosso do Sul (MS), Brazil, which shares a border with the city of Pedro Juan Caballero, located in the Amambay Department, Paraguay. It is relevant to mention that, being a border region, it was conceived as a place of integration and cultural exchanges. Menegatti (2016) emphasizes that it is a place that promotes the encounter between different societies, which cooperate and interact with each other, exchanging knowledge about their culture.

Given the peculiarity of this region, the research aims to analyze the educational plans of the last decade, such as the National Education Plan, the State Education Plan of MS, and the Municipal Education Plan of *Ponta Porã* (MS), aiming to identify which border-specificities are addressed in the plans and what actions are adopted in the region. According to Basso (1998), when it comes to teaching work, there is a totality to be analyzed, ranging from teacher training to classroom practices, as well as other elements in the school environment that interfere with the process.

To achieve this objective, an analysis of the National Education Plan (NEP), enacted in 2014, was conducted, followed by the State Education Plan of Mato Grosso do Sul (SEP/MS), also from 2014, and lastly, the Municipal Education Plan of *Ponta Porã* (MEP/PP) of 2015. Given the research proposal, the central question is: What is the need for specific public education policies for the basic education stage in border regions?

The methodological approach used for the research development was qualitative. According to Godoy (1995), this type of research comprehends a phenomenon from different perspectives of those involved. It involves analyses followed by various paths in search of clarifications. Documentary research was also employed, which, according to Sá-Silva, Almeida, and Guindani (2009), provides the researcher with a range of opportunities. In other words, it enables an expansion of historical and sociocultural knowledge through direct contact between the researcher and documents. Thus, bibliographic research facilitates the temporal understanding of such a phenomenon. Gil (2008) states that one of the advantages of this type of research is the breadth of knowledge to be undertaken in a straightforward manner.

The article was divided into three distinct sections. The first aims to present the changes in educational legislation in Brazil, highlighting the importance of developing policies that address this area effectively. The second section consists of the analysis of the National Education Plan and the State Education Plan of Mato Grosso do Sul, examining specific guidelines and orientations aimed at the border region, with reference to authors emphasizing the relevance of this focus. Lastly, the third section provides contextualization about the border region and its observed peculiarities, as well as the analysis of the Municipal Education Plan of *Ponta Porã*.

Legal Framework of Basic Education in Brazil

To understand the importance of public policies developed in education today, it is necessary to take a historical journey through the various legal frameworks that shape them, which were decisive for changes to occur in such a scenario. The Federal Constitution (FC) of 1988, known as the "Citizen Constitution," was one of the main turning points for education on national soil, as from this point on, education became the duty of the State and the right of all.

However, one cannot forget the previous processes that led to this occurrence, as they were substantial for its development. Succinctly, we return to the 1950s, where, according to Bittar and Bittar (2012), initially, during Vargas' government, there was a boost in research,

and later, during Juscelino Kubitschek's government, the importance of scientific education for the country's development and policies supporting it were emphasized. In the 1960s, significant changes occurred in the field of education, especially with the promulgation of the first Law of Guidelines and Bases (LGB) in 1961. As observed by Tanuri (2000), this legislation brought visibility and importance to didactics and teaching practices.

Soon after, in 1964, an event occurred that left lasting scars in Brazilian history: the Military Regime. However, Saviani (2009) highlights that this period was a catalyst for changes in the field of education. Júnior and Bittar (2008) explain that education is intrinsically linked to the economic context to be adopted. Thus, productivity and development were propagated as goals or essential characteristics for the country's progress.

Bittar and Bittar (2012) emphasize that during the military period, there was indeed an expansion in the number of schools. However, this did not necessarily guarantee the quality of the education offered. Additionally, Tanuri (2000) observes that the predominant technicist trend at the time valued training for the labor market, turning knowledge into labor.

In 1970, with Law No. 5,692/71, which designated guidelines for the teaching of 1st and 2nd grades, the character of training for work was reinforced, as in the 2nd grade, students underwent vocational training (Santos, 2011). According to Battistus, Limberger, and Castanha (2000) vocational training became a mandatory title, under the perspective based on the idea that, if the student so desires, they could later pursue a university education. However, if for any reason they do not wish to or there is no such possibility, they would have the capacity to work in a related field.

The 1980s were of paramount importance for education. Santos (2011) highlights that, in a way, with the end of the military regime in 1985, the next actions to be developed were aimed at dissociating themselves from the image fixed by it. Early childhood education, in particular, gained greater attention, as from the 1988 CF, it began to be considered as a right of every child, and a duty of the State, breaking away from the view of mere support or care, but signifying a fundamental right (Cury, 2008).

In the early 1990s, discussions began aiming to reformulate the Law of Guidelines and Bases for National Education (LDB), which had been promulgated in 1961. Santos (2011) emphasizes that with Law No. 9.394/96 important changes occurred. That is, a "new face" to education, such as early childhood education, which came to be recognized as one of the stages of basic education, which was also renewed, as it was previously called 1st and 2nd grades. In addition, qualified professionals, trained in higher education, were required to teach. Another

significant change was in elementary education, which became compulsory for eight years of completion, and three years for high school, even though its course was optional.

Constitutional Amendment No. 59/2009 also stands out for its formulations, working in accordance with the 1988 CF. Queiroz (2011) emphasizes that the changes guarantee free basic education. That is, the guarantee of student attendance in all stages of basic education, as for the PNE, previously multi-year, is now guaranteed as decennial.

Back to the heart of the matter, after the promulgation of the LDB, another important document emerged, the National Education Plan (PNE). The conception of such a plan arose as a result of a treaty signed, in which Brazil committed to implementing the priorities highlighted in the World Declaration on Education for All (Siqueira; David, 2013, p. 10). Consequently, there were developments in state and municipal education plans. Therefore, the next section will bring an analysis of the National Education Plan and the State Education Plan of Mato Grosso do Sul (PEE/MS).

From the PNE to the PEE: the regional reality of Mato Grosso do Sul

The Education Plan emerges as a commitment that actions aimed at education are put into practice. It also aims to guide all teaching work by stipulating goals, strategies, and guidelines, with the objective of having continuous, quality, and coherent education, independent of the current government at any given time (Militão; Aranda, 2019).

The first National Education Plan to be presented emerged with the sanction of Law No. 10,172/2001, and was valid from 2001 to 2010, being elaborated collectively, mainly with educators, in 1996. The second PNE, from Law No. 13,005/2014, makes it valid for the decade from 2014 to 2024, this time with fewer goals and well-defined deadlines, thus representing a clearer way to develop plans for the responsibility of Brazilian States and Municipalities (Militão; Aranda, 2019).

For Valente and Romano (2002), it is a fact that, before the sanction of the 2001 plan, there was the elaboration of the PNE of the Brazilian Society, by Bill No. 4,155/98, as a result of considerable social pressure exerted on the government of the time. Furthermore, it is understood that the main guiding document is the National Education Plan, which suggests possibilities for State and Municipal Plans to adapt these goals and strategies according to their reality. In line with the objective of this research, the initial step was to read and analyze the National Education Plan, observing how the border region is recognized and included.

The National Education Plan, which remains in force, is approved by Law No. 13,005/2014, with provisions until the year 2024. It is accessible on a platform owned by the Ministry of Education. Additionally, there is a monitoring map, which shows how the goals and guidelines have been implemented in the school context over the years.

However, the document does not mention the term "border" in any of its goals, strategies, or guidelines when specifically relating to border issues. At some points, cultural diversity is addressed, such as in goal 2 and strategy 2.8, and in goal 7 and strategy 7.1:

2.8 Promote the relationship between schools and cultural institutions and movements, in order to ensure the regular provision of cultural activities for the free enjoyment of students within and outside school spaces, also ensuring that schools become hubs for cultural creation and dissemination.

7.1 Establish and implement, through intergovernmental agreements, pedagogical guidelines for primary education and the national common core curriculum, with rights and learning and development objectives for each year of elementary and secondary education, respecting regional, state, and local diversity (Brasil, 2014, our translation)¹.

In border regions, working with cultural diversity in the school environment is of paramount importance, as emphasized by Candau (2008). This is due to the presence of various cultures and customs in schools. Therefore, there is a need for a teaching staff prepared to deal with this diversity appropriately and beneficially. Although it is a coherent and applicable strategy to border regions, it is not properly referenced.

When analyzing the State Education Plan of Mato Grosso do Sul (PEE-MS), a more optimistic view regarding the border region is observed. Like the National Education Plan (PNE), the PEE is scheduled for implementation from 2014 to 2024. In its presentation, it is highlighted that, in addition to being based on the PNE, the elaboration of the PEE also incorporates data from the Brazilian Institute of Geography and Statistics (IBGE), the National Institute for Educational Studies and Research Anísio Teixeira (INEP), the Basic Education Development Index (IDEB), and the Statistics Department of the State Department of Education (Mato Grosso do Sul, 2014).

When examining the PEE, it is noted that some goals and strategies, although not directly referring to the border, end up encompassing this region, especially those dealing with diversity. The first direct mention of the border area is in goal number 4, which addresses special education, in strategy 4.4:

¹ In the text of the National Education Plan (13.005/2014), there are no page numbers as it is a law available online. Therefore, throughout the development of this work, the articles and paragraphs of the said law will be cited.

4.4 Ensure the continuing education of teachers, through extension projects and postgraduate courses, for Specialized Educational Assistance (AEE) and regular education, as well as administrative staff and managers, in urban schools, rural areas, bilingual schools, water communities, border populations, indigenous communities, and quilombola communities, from the enactment of this PEE (Mato Grosso do Sul, 2014, p. 37, our translation).

It is then perceived that this goal addresses the need for ongoing education that takes into account regional peculiarities, not only of border regions but also of rural schools and indigenous communities. These areas require differentiated methodologies and trained teachers. According to Candau (2008), mediating conflicts arising from the encounter of different cultures is fundamental.

The border area is mentioned again in goal number 5, which addresses literacy, and is specifically cited in strategies 5.11 and 5.12 (Mato Grosso do Sul, 2014, p. 42, our translation):

5.11 Ensure, from the first year of the validity of this PEE, literacy and literacy, with adequate learning, of children from rural areas, indigenous peoples, water communities, quilombola communities, water peoples, itinerant populations, and border populations, in the first three years of elementary school;

5.12 Produce and ensure, during the validity of the PEE, specific didactic and pedagogical support materials for the literacy of children from rural areas, indigenous peoples, quilombola communities, water peoples, and itinerant and border populations, including the insertion of technological resources.

Oliveira and Ribeiro (2016) highlight the need to consider and preserve the mother tongue of students from other locations, as in the case of schools in Ponta Porã that receive Paraguayan students. Attention is also drawn to the lack of clear guidelines on children's literacy in the Portuguese language and their mother tongue. As a result, children end up adapting to the language used in Brazilian schools, namely Portuguese. However, this adaptation can affect the construction of children's identities, leading them to set aside their culture and cultural baggage.

It is also interesting to observe goals that do not directly address the term "border" but emphasize the importance of adapting teaching to the reality of each region and adjusting to the highlighted needs. Goal number 7, which discusses the quality of education, highlights this in its strategy 7.1 (Mato Grosso do Sul, 2014, p. 55, our translation):

7.1 Establish and implement, through an intergovernmental agreement, pedagogical guidelines for basic education and the national common

curriculum base, with rights and learning objectives for each year of elementary and secondary education, respecting diversity, observing each locality's reality, and addressing each region's difficulties.

Pereira (2014) argues that education plays a crucial role in assimilating cultural elements. Therefore, in all the different locations and borders distributed throughout the country, there is a need to adapt methodologies, content, and curricula to each reality, aiming to truly offer quality education consistent with the environment in which the student is inserted. Another important element still present in goal number 7 are strategies 7.17 and 7.18 (Mato Grosso do Sul, 2014, p. 56-57, our translation):

7.17 Ensure free, accessible, and safe transportation for all students in rural education, border populations, quilombola and indigenous communities, and water peoples, through the complete renewal and standardization of the vehicle fleet, according to the specifications defined by the competent authority, and shared financing, aiming to reduce school dropout rates and the average commuting time from home to school and vice versa, by the fifth year of this PEE-MS's validity.

7.18 Develop alternative proposals for school attendance for rural, border, quilombola, indigenous, and water peoples, considering cultural and local specificities and national and international best practices, in the first three years of PEE-MS's validity.

Strategy 7.18 is observed to be intrinsically related to the previously presented strategy. However, it is now crucial to direct attention to strategy 7.17, which addresses transportation and student access to school, as established in the Law of Guidelines and Bases of National Education of 1996, as well as in Constitutional Amendment No. 59/2009, which deals with student attendance.

Within goal 7, it is relevant to highlight some other strategies:

7.38 consolidate, by the fifth year of PEE-MS's validity, the provision, with social quality, of school education to the rural population, water peoples, border communities, itinerant populations, and indigenous and quilombola communities, respecting the articulation between the environments ensured.

7.38.1 sustainable development and preservation of the cultural identity of these populations (Mato Grosso do Sul, 2014, p. 58, our translation).

Educational work should be developed in a way that values the baggage, history, and identity that the student carries. Pereira (2014) and Santana (2018) argue that schools should work in a welcoming manner and develop teaching methods that encompass the aspects raised earlier.

Goal 16 deserves highlighting as it addresses higher education and continuous training, with a focus on promoting postgraduate education for teachers. However, the frontier of this objective is mentioned during situational analysis, especially in the context of developing public policies aimed at overcoming various weaknesses. These include issues such as poor infrastructure, social conflicts, and a low human development index. Anastácio and Junior (2020) support this approach in their research, emphasizing the importance of public policies relevant to the local contexts in which they are implemented.

To contextualize the previous statement, strategies 15.5 and 18.6 highlight the organization of programs that encompass these specific regions in the context of higher education.

15.5 diagnose demands and develop specific programs for the training of education professionals to work in rural schools, water peoples, border populations, indigenous and *quilombola* communities, and special education, from the first year of validity of this PEE;

18.6 consider the socio-cultural specificities of rural schools, water peoples, indigenous communities, *quilombola*, and border communities in the provision of permanent positions for these schools (Mato Grosso do Sul, 2014, p. 97-99, our translation).

Having concluded the analysis of the PEE regarding the border locus, the next section will focus on engaging with the regional characteristics. In addition to conducting an analysis of the Municipal Plan of Ponta Porã (MS), aiming to understand the guidelines set forth by the official document.

Ponta Porã's Municipal Plan and Border Specificities: Expectations and Reality

To understand the needs of the border region, the locus of the research, it is important to present the concept of the border. Scherma (2018) observes the border region from different angles, making a connection between them. In summary, he considers the border space as a transition, a line, or boundary, where neighboring countries interact and interfere with their culture, representing integration, since:

[...] within the scope of integration, border regions have received attention from the federal government, as observed. This is because, considering regional integration, border regions can be regarded as the first level of integration with neighboring countries. In these regions, integration is an inexorable phenomenon, as it occurs in their daily operations: in everyday

interactions among people, businesses, financial flows, cultural, and symbolic exchanges (Scherma, 2018, p. 4, our translation).

It is important to remember that the focus here is on the city of Ponta Porã, which has its origins steeped in history, previously inhabited by indigenous peoples who named it thus, deriving from the Guarani language, meaning "beautiful point," and shares a border with the twin city Pedro Juan Caballero, in Paraguay (Ponta Porã, 2015). However, the national soil, according to the IBGE (2022), comprises 588 municipalities in the land border strip connecting Brazil to: French Guiana, Suriname, Guyana, Venezuela, Colombia, Peru, Bolivia, Paraguay, Argentina, and Uruguay.

Regarding local education, according to the IBGE (2020), in the year 2020, there were approximately 26,887 students enrolled in primary education stages, with 28 institutions offering preschool education, 38 institutions offering elementary education, and 15 offering high school education. Schools in Ponta Porã, Brazil, welcome students from the city of Pedro Juan Caballero, Paraguay. According to Santana (2018), integrating into the Brazilian educational process is perceived as an opportunity to broaden positive future prospects. Consequently, students tend to adapt to Brazilian culture, often neglecting or underestimating their own.

The Municipal Education Plan of Ponta Porã was released in 2015, following the promulgation of the National Education Plan and the State Education Plan. The process of writing the Ponta Porã Municipal Plan started with the analysis of the 2008 National Education Plan, and although considered a general task, it involved the Municipal Education Forum and the Municipal Education Council as the main developers. The Municipal Education Plan (2015) already refers to its reality early on, highlighting that being in a border region and having specificities related to it, there is not much support coming from public policies. However, for the formation of an egalitarian, democratic, and challenging society, there is a need for the formulation of these policies, as well as a change in attitude from all those involved in the local educational process.

The border is also mentioned in the historical contextualization of the municipality, as the goals begin, the term "border," and its citation itself, emerges when the discussion shifts to goal number 5, regarding literacy:

5.6 ensure the elaboration of intervention projects in learning that consider the border characteristic, based on the results of assessments throughout the validity of this Municipal Education Plan;

5.7 ensure, during the validity of the Municipal Education Plan, the updating of innovative educational technologies in pedagogical practices that ensure the literacy and numeracy of border children, favoring the improvement of school flow and children's learning, according to various methodological approaches (Ponta Porã, 2015, p. 70, our translation).

Here, we can observe a concern regarding the linguistic issue present in border regions, and it is essential to draw a parallel with Santana (2018) since when learning Portuguese, in many cases, the mother tongue is set aside, as one language ends up overshadowing the other. Thus, the Brazilian language ends up being perceived as superior to the native language, which the child often speaks when entering school.

The border is again referenced in goal number 7, where the quality of primary education (IDEB) is discussed, in strategy number 7.7: "ensuring the development of specific indicators for assessing the quality of education, aiming to meet the bilingual reality existing in the educational universe of Ponta Porã's border area" (Ponta Porã, 2015, p. 84, our translation).

As for strategy number 17, specifically 17.13:

17.13 create programs through the PEIF program aiming at valuing the ethnic, cultural, and identity diversity of education professionals in the border area between Ponta Porã and Pedro Juan Caballero, including advancements in the ongoing actions of the Municipal Education Plan (Ponta Porã, 2015, p. 130, our translation).

The Border Intercultural Schools Program (PEIF) was conceived with the purpose of promoting integration among Mercosur countries, based on crosses², as indicated by Lorenzetti and Torquato (2016). Bueno and Souza (2021) emphasize that the primary goal of PEIF was to promote integration between Brazil and Paraguay, neighboring countries, but its implementation was limited to the period between 2012 and 2015, highlighting the lack of continuity in national educational public policies. According to these authors, the Program sought to promote transformations throughout the academic environment, incorporating the particularities of the border region and disseminating knowledge, methods, and studies to guide teaching practice. Additionally, it provided training for higher education teachers, equipping them to work according to the Program's guidelines. However, its conclusion was not officially announced, but rather marked by a budget cut.

² The "cruces," as per Lorenzetti and Torquato (2016), occurred when teachers engaged in exchanges by teaching classes in their native language to students from neighboring countries.

Furthermore, it is important to note that the goals that were not mentioned in the analysis were not used exclusively because they did not address or consider the border phenomenon, either in their wording or in the proposed strategies to achieve them, which constituted the central focus of the research.

Final considerations

Based on the research conducted, it is possible to perceive that in the analyzed documents, initially in the National Education Plan (PNE), there is recognition of the need to work with diversity; however, the border with its rich cultural diversity is not explicitly mentioned. While there is acknowledgment of cultural plurality, there are no guidelines for action actually to effect changes in the educational environment.

Within the scope of the School Education Plan (PEE), there is a specific concern with students residing in border areas. The formulation of strategies that encompass issues ranging from school transportation and its challenges to the literacy of these students is evident, demanding a more detailed and sensitive approach from educators. Additionally, there is a need to implement programs that can address the needs of these regions and deal with their particularities. These programs are conceived based on educational public policies adapted to the specific demands of each locality.

Just as the Municipal Education Plan of Ponta Porã raises some issues to be observed, despite being written by professionals who are immersed in the border context, it overlooks the region to some extent. As mentioned earlier, there are some concerns, yet few are the guidelines and strategies developed with the aim of addressing and engaging with the border specificities.

Thus, in response to the central research question: What is the need for specific public education policies for the primary education stage in border regions? Based on the analyzed documents, the elaboration of policies that allow the implementation of programs addressing regional specificities becomes paramount. Additionally, more guidance is needed for teachers and educational agents involved in this educational context.

Therefore, educational policies focusing on regional specificities are tools to be utilized by the State to effect changes and meet the needs of society at large. Education in border regions requires a more attentive approach, aiming always to offer quality education that recognizes their specificity.

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