

A critical look at BNC-Formation: between paths and detours

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Abstract

The present research aims to analyze the proposals addressed to teacher training in recent years with a focus on promoting a discussion about the BNC-Formation instituted in 2019. For this, we resort to qualitative research of a bibliographic and documentary nature due to the necessary procedures of to be carried out for the composition of the study. Thus, we mobilized authors such as Ball (2012), Gatti (2010) and Pereira (2021) to help us carry out reflections and discussions. As a result, we emphasize the close relationship of BNC-Formação with the previous curricular documents placed in education, as well as the constant attempt to make the teaching practice accountable and control.

Keywords: Teacher Training. BNC-Training. Teacher accountability.

Um olhar crítico sobre a BNC-Formação: entre caminhos e descaminhos

Resumo

A presente pesquisa possui como objetivo analisar as proposições endereçadas para a formação de professores nos últimos anos com foco em promover uma discussão sobre a BNC-Formação instituída em 2019. Para isso, recorreremos a pesquisa qualitativa de cunho bibliográfico e documental devido aos procedimentos realizados para composição do estudo. Assim, mobilizamos autores como Ball (2012), Gatti (2010) e Pereira (2021) para nos auxiliar na efetivação das discussões. Como resultados, ressaltamos a estreita relação da BNC-Formação com os documentos curriculares anteriores postos na educação, assim como a constante tentativa de responsabilização e controle da prática docente.

Palavras-chave: Formação de Professores. BNC-Formação. Responsabilização docente.



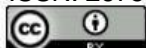
1 Introduction

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The Brazilian educational policy has gone through several reorganizations in the last decades, and among these changes we have important and specific alterations in the main legislation that governs national education, the Law of Directives and Bases of National Education (LDBEN), 9.394, of December 20, 1996. In this regard, we have made it clear that, over the years, countless conceptions about teaching have circulated in the norms that deal with teacher education. It is through this scenario that the Common National Base for the Initial Training of Basic Education Teachers (BNC-Training) was formulated, which has been widely contested by several researchers, including Franco and Mascarenhas (2021), Farias (2019), and Macedo (2019), due to the instrumental view of teaching, with regard to the emphasis of training for practice, disconnected from theoretical/literary studies.

The present article aims to analyze policies that addressed teacher education and that preceded the formulation of the BNC-Training. We started from the following guiding question: What were the formative propositions present in curricular documents for teacher education in the last years, especially regarding the BNC-Training? In this continuity, the text is organized in three sections besides this introductory one, which are: methodology, results and discussion, and final considerations. In section 2, we present the methodological aspects of this study. Section 3 presents the policies that dealt with initial teacher education and preceded the formulation of the BNC-Training. In section 4, we present considerations about the knowledge produced by the analysis of the policies addressed to teacher education.

2 Methodology





In dialogue with Gil (2008), we can understand research as a formal and systematic process in which the researcher stipulates methods and techniques to temporarily understand or analyze a previously elaborated question. In this direction, this work is configured as a qualitative research of bibliographic and documental nature.

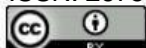
To produce knowledge based on our objective, we analyzed policies that preceded the formulation of the BNC-Training. This was done based on the documental analysis of some laws and documents, such as: Federal Constitution of 1988/ (CF/88), Decree no. 27 of March 12, 1890, Law of Directives and Bases of National Education (1996), National Curricular Directives (2015), as well as the text of the BNC-Training. We explain that although very similar, documentary research and bibliographic research have significant distinctions. While the bibliographical research uses the contributions produced by several authors on a respective theme, the documentary research uses materials that have not yet received an analytical treatment (GIL, 2008).

3 Results and Discussion

3.1 BNC-Training: connections with previous legislations

In this topic, we perform a brief contextualization based on a historical analysis of the curricular legislations that preceded the creation of the BNC-Formação, understood as a policy that marks the attempt to homogenize the curricular proposals of initial teacher training courses in Brazil. We start from the idea that national policies are the result of disputes and different interests that temporarily hegemonize themselves, being formulated through bricolage, that is, the recycling of ideas and policies developed and tested in other contexts (BALL, 2001).

The creation of the first curricular proposal for teacher education courses in Brazil according to Gatti (2010) was formulated in the nineteenth century and was intended to train teachers for the first letters. It is necessary to remember that in Brazil the first steps



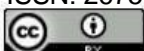


taken in the training of teachers were taken by the Jesuits, who were responsible for education, including the preparation of teachers. In 1930, with the Paulista reform as the initial landmark, the teacher courses (licenciaturas) were created in the old Philosophy faculties, with the intention of reformulating the courses by means of model schools. According to Decree No. 27 of March 12, 1890, teacher preparation in this period was essential, since it became necessary to prepare well-qualified teachers to work in the teaching of normal schools. From this moment on, teacher training started to be thought of based on curricular matrices, which in many cases demarcate and delimit the way curricula would be structured.

It is necessary to point out that the undergraduate courses at the time were elite courses and, for this reason, formed a very small number of teachers, which did not correspond quantitatively to the demand for teachers that was being demanded in the new normal schools. As a way to solve the problem, short courses were created. Since the beginning of this model, teacher training based on the bachelor's degree was in the background, since it was presented as an appendix to the bachelor's courses, allowing the title of licensee for those who completed the bachelor's course, plus a short training of one year in the disciplines of education (GATTI, 2010).

In the mid-1970s in Brazil the training of teachers through short courses was intensified, adding the polyvalent function to the teacher. Although it seems to be only an insistence of the Ministry of Education (MEC) in continuing this short-term training, it had very different intentions from those instituted in the 1960s, which had an emergency character. According to Candau (1987, p. 25), "in the 1970s, it emerged as a regular process of teacher training and even gained a pedagogical justification: to train the multivalent teacher".

The military dictatorship (1964-1985) in Brazil is an important historical landmark, which implies a reflection on how teacher training was organized at that time. During the period in which the dictatorial government was in power, as a solution to the high demand for teachers, it was opted for a light training that took place by means of a reduction in the





workload. Moreover, the university reform law No. 5.540 of November 28, 1968, created the first short term college courses, which resulted in the training of teachers without a critical basis and with a minimum curriculum focused on professional technical skills, something that was in line with the training intentions of the time.

According to Pereira (2021, p. 4), "the minimum curriculum was the mechanism used during the military dictatorship to standardize not only the curricula of teacher education courses (licenciaturas), but of all other undergraduate courses in the country". We can thus understand that the military dictatorship kept an excessive control over all the undergraduate courses that had their curricula standardized based on the new, extreme right-wing education in the country. This standardization was popularly known as the minimum curriculum.

As pointed out by Monteiro, Melo, Junior and Barbosa (2022, p. 10), in a complex period of redemocratization, the "beginning of the 1980s in Brazil was marked by the emerging eagerness of part of the population to undermine the military dictatorial government and thus restore a democratic ideology of state organization.

In this period, the 1988 Federal Constitution (FC) played an important role in the redemocratization of curriculum policies for teacher education. The FC (1988) was responsible for organizing and thinking the LDBEN, foreseeing the curriculum as a space not only for teaching contents, but also for political and social issues. In this direction, the dismissal of the short courses was only accomplished with the advent of the LDBEN in 1996.

In this legislation, by means of item II of article 53, a series of reforms and attributions were established for higher education institutions, among them: "to establish the curricula of their courses and programs, observing the pertinent general guidelines" (BRASIL, 1996). In this way, the LDBEN established greater flexibility in the organization of courses in education in general and in higher education in particular.





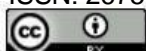
According to Lima and Azevedo (2019, p.127), the LDBEN (1996) was also responsible for the emergence of significant initiatives for the field of teacher education policy:

"(...) as the Fund for Maintenance and Development of Basic Education and Valorization of Teaching (Fundef), later replaced by the Fund for Maintenance and Development of Basic Education and Valorization of Education Professionals (Fundeb), which covers funding for Basic Education as a whole and generates favorable conditions for actions to value and regulate the teaching profession.

Thus, the LDBEN (1996) triggered the promulgation of several other policies that deal with training, valuing the teaching career, curricular organization of higher education, and others. Despite the advances, in some moments these policies remain propagating a conservative perspective and favoring the interests of private initiative, reinforcing the context of devaluation of the teaching profession and the degrees in Brazil.

Proclaimed by the United Nations Organization (UNO), the World Declaration of Education for All, which took place in Jomtien, had the objective of universalizing education, proposing for this purpose a minimum basic and reduced curriculum for the development of the most elementary activities of life in society, valuing literacy as a mechanism to rise to the labor market. Brazil being one of the participating countries, which committed itself to achieving the goals set in Jomtien, we had through the direction of the United Nations Educational, Scientific and Cultural Organization (UNESCO) the installation of the decade of literacy in Brazil (2003-2012) justifying that "the right to education includes the right to literacy" (UNESCO, 2009).

One policy that helped in the implementation of this market idea in Brazilian education were the National Curricular Parameters (PCN) adopted from 1997 onwards and, despite not being mandatory, these constituted more detailed guidelines on the teaching of each subject within the curriculum. They are responsible for guiding the curriculum proposals of schools in addition to conducting the preparation of textbooks, children's books, teaching materials, and even the content charged in large-scale assessments (SANTOS; PEREIRA, 2016).



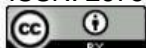


The LDBEN itself, the FC of 1988, the PCNs and the definition of the evaluation system were responsible for promoting a change in the way of thinking about the curricula not only of basic school, but also of teacher training. Among the curricular policies approved based on these normative and guiding landmarks we have the resolution CNE/CP Nº 1, of February 18, 2002, which instituted the National Curricular Guidelines for the Training of Basic Education Teachers. Lima and Azevedo (2019) bring this resolution as a second benchmark in the process of constitution of the national teacher training policy. These guidelines continue what was provided in the LDBEN and incorporate social issues, appreciation of diversity, cultural enrichment, preparation and execution of curriculum content projects, use of information and communication technologies, and the development of collaborative habits (BRASIL, 2002). Moreover, we explicit that the aforementioned guidelines are characterized as mandatory standards to guide the work of universities as the institution responsible for teacher education.

In 2015, shortly after most Brazilian universities completed curricular reforms of undergraduate courses based on the 2002 curricular guidelines, there was a new reform, approving other curricular guidelines for teacher education. Resolution CNE/CP n. 2, of July 1, 2015, then defined the National Curricular Guidelines for Initial Training at the Higher Level and for Continuing Training. This resolution gives continuity to the curricula for teacher training with some changes: it removes the emphasis of the competence installed in the previous legislation and increases the workload of these courses from 2,800 hours to 3,200 hours (PEREIRA, 2021).

This regulation was based on national and international discussions about education. In the international arena, we have the construction of the Global Education Agenda 2030, with the orientation of six goals for education based on the construction of quality education by 2030. On the national scene, we have the construction of the National Education Plan (2014).

According to Pereira (2015), Resolution 02/2015 had a short history, since in 2017, that is, two years later, we already had changes in the curricular guidelines for



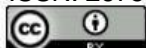


teacher education. The institutions would have until July 2017 to adapt the courses to the curricular proposal, this did not happen and was postponed until 2018. However, in June 2018, within the new political context, the MEC requested, once again, the extension of the deadline for the conclusion of the new curricular guidelines for teacher training.

It is worth noting that the curriculum policy for teacher education based on the BNCC, in the way it is being proposed, goes against the idea of inclusion and diversity, which are issues that cannot be achieved from a common national basis. In view of the attempt to hegemonize and standardize what students in different spaces can learn. Moreover, the BNCC is consistent with neoliberal policies that seek to solidify the association of education with the mercantile system. Anchored in Ball (2012), we can interpret that this proposal seeks the standardization of education to the dictates and interests of the business sector in Brazilian educational policies, based on teacher training.

This orientation called BNC-Training was thought as a way to give continuity and legitimacy to the education quality plan that is being imposed on the education networks through the BNCC in basic education. It is worth explaining that the first proposal for change on the BNC-Training of teachers based on a common base was forwarded to the National Education Council (CNE) on December 14, 2018. However by 2017 we had already had several discussions within the CNE, in order to extend the validity of Resolution CNE/CP No. 2/2015 (2015 National Curriculum Guidelines).

In 2019, in line with the LDB changes it was created, the BNC-Formation, through Resolution CNE/CP no. 2, of December 20, 2019 that defines the National Curricular Guidelines for the Initial Training of Teachers for Basic Education and establishes the Common National Base for the Initial Training of Teachers of Basic Education (BNC-Formation). Thus, this document is responsible for being a curricular reference for teacher training courses in Brazilian universities, determining the competencies, skills and contents that should be offered in the initial training for basic education teachers.



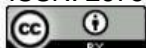


Besides the prescriptive essence that the resolution possesses, it highlights a constant use of the word "duty", which in all the placements mentions the teacher's competence, who should develop in the student several competencies, including the resolution argues that it is the teacher's "duty" to commit to his/her own training and development. Thus, we notice a strong appeal through this resolution to place on the teacher the responsibility for his or her own training and competency building in his or her student. This leads us to think, according to Pereira (2021, p.14-15), that "the undergraduate courses become, in a simplistic and reductionist way, mere preparatory courses for future teachers to implement the BNCC-Basic Education when they take over teaching". Thus, we can argue that the historical path of teacher education in Brazil has its current proposal in Resolution CNE/CP No. 2 of 2019 represents a step back, since it proposes the organization of teacher education courses through a reductionist minimum curriculum, similar to the period of military dictatorship, which seeks the standardization of teacher education courses in Brazil.

3.2 Discussing the BNC-Training propositions

In this section, we perform an analysis on the document that established the BNC-Training that was promulgated through the resolution CNE/CP No. 2, of December 20, 2019 and defined in national territory the National Curricular Guidelines for Initial Training of Teachers for Basic Education, as well as and established the Common National Base for Initial Training of Teachers of Basic Education (BNC-Training) (BRASIL, 2019).

The text of the referred resolution is organized into nine chapters that present the National Curricular Guidelines for Initial Teacher Training and the addition of an annex boasting the Common National Base for Initial Training of Basic Education Teachers (BNC-Formação). In this section we will analyze the proposals of the BNC-Training.



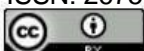


The annex that presents the BNC-Training directly shows the generic competencies, the specific competencies and their respective skills without presenting at least a brief text beforehand. In all, there are ten generic competencies and twelve specific competencies. Associated with the specific competencies are 62 abilities. In the case of the specific competences, the document categorizes them in three dimensions: professional knowledge, professional practice and professional engagement.

It is expected, as in the BNCC for basic education, that subjects should fully develop the generic competencies. Regarding the general competencies, they address the understanding of historical aspects, research, appreciation of cultural manifestations, use of different kinds of languages, understanding and use of digital technologies, continuing education, argumentation, physical and emotional health, teamwork, and proactivity. The competences recurrently include the graduate's accountability for his/her constitution as a teacher (LÜDKE and BOING, 2004).

We highlight that the eighth competence deals with the physical and emotional health of future teachers, linked in parallel to the development of self-knowledge and self-care of basic education students. Thus, teachers are expected to know, appreciate, and care for their "physical and emotional health, understanding themselves in human diversity, recognizing their emotions and those of others, with self-criticism and the ability to deal with them, develop self-knowledge and self-care in students" (BRASIL, 2019, p. 13).

We visualize that the teacher is held responsible for the development of issues concerning the emotional and the knowledge of self and of countless subjects (FONSECA, 2016). When mentioning this, we are aware that the teacher, when addressing some themes, can work on the guidance of students to reflect on these aspects, however, the task of developing them seems incongruous. Moreover, the demands that are placed on teachers in basic education by means of accountability and the framing of their respective work do not contribute to their health, given the stress and pressure conditions to which they are subjected.



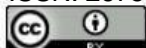


It is necessary, however, that this accountability be equally divided among all the subjects that are part of the children's education. Teachers cannot be held totally responsible for developing a subject integrally. Corroborating with Canettieri, Paranahyba, and Santos (2021, p.18), we believe that "to demand that teachers be the perfect model is, without a doubt, to disregard their humanity".

In turn, we explicit that the competencies organized in the dimension of professional knowledge deal with the mastery of knowledge objects, knowledge of teaching-learning processes, recognition of contexts, and knowledge of government structures and teaching systems. In this dimension, we observe that some skills emphasize the knowledge of the BNCC, among which is the strategy: 1.1.5. This strategy calls for the teacher to understand the connection of the BNCC with the disciplinary structure of the school and their teaching practice, so that they can identify "how the ten competencies of the BNCC can be developed in practice, based on the specific skills and knowledge of their teaching area and stage of performance, and the interrelationship of the area with the other curriculum components" (BRASIL, 2019, p. 15).

At this juncture, we are aware that the policy privileges throughout the text the knowledge of the BNCC, to the detriment of other documents, theories, and bibliographic knowledge. According to Sabóia and Barbosa (2020), this document preys on favoring the idea of education and curriculum inserted in the BNCC, which favors the idea of ability, which every individual should acquire, far from a sharp reflection for BNCC as an instrument of transformation.

Moreover, it invests in reaffirming the ideas of this curricular policy, continuing to disseminate the conceptions and curricular organization based on competencies. The policies sometimes try to prescribe or limit the paths to be taken, however, they cannot extinguish the creative movements made by the subjects in their instances of action (BALL; MAGUIRE; BRAUN, 2016), although there are several constraints caused by inducements aimed at materialization of the prescriptions.





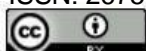
In the dimension of professional practice, it is addressed about the planning, the creation and management of learning environments, the evaluation and the conduct of pedagogical practices. In the strategy, "2.3.6 Know, examine, and analyze the results of large-scale assessments, to create strategies for improving the educational results of the school and the education network in which it operates" (BRASIL, 2019, p. 17), it is urged that future teachers are concerned with leveraging educational indices. Anchored in Frangella (2020), we understand that the search for quality in education has been the lifeblood of many movements, however, the perception of evaluation as synonymous with quality has reverberated in multiple spaces, something that is also seen in political discourses.

The professional engagement dimension includes competencies that deal with the teacher's accountability for professional development, student learning, participation in the school's Political Pedagogical Project, and engagement with the family and the community. The skills in this dimension are developed through the teachers' exclusive accountability, including:

3.1.1 Build a professional planning using different resources, based on self-assessment, in which one can identify the potentials, interests, needs, strategies, goals to achieve their own objectives and reach their fulfillment as a professional in education (BRASIL, 2019, p. 19).

Thus, the document presents a simplistic view of teaching practices. In the case of skill 3.1.1, we see a rudimentary perception of what teachers can define as professional achievement.

We believe that, although not as simplistic as the law proposes, teachers are reflective professionals, that is, capable of reflecting and building new knowledge about and during their practice (BRANDENBURG; PEREIRA; FIALHO, 2019). It is important, however, to maintain vigilance so that we do not blame or attribute to these professionals interruptive functions.





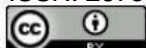
The attempts to prescribe the teaching tasks can be seen in the document beyond the presence of competencies, the very language that the policy uses says a lot about its propositions. It was not possible to find in the text of the BNC-training an invitation for readers to make interpretations, as the text predominates an instrumentalist perspective of teacher training, that is, teacher instruction only for the exercise of their practice. Such a perspective brings us back to what Freire (1987) called a non-problematizing and liberating education, a banking education.

Evidently, the text of the policy does not only weave questionable orientations about teacher education. It is interesting to think that this text is the result of numerous negotiations and as such condenses varied conceptions and intentionalities into a single proposal. In an interview for Avellar (2016, p. 9) Ball explains that "policy texts are often very poorly written documents, which create enormous difficulties for those who must do something with them. At this juncture, we can understand that policy texts are formulated through multiple influences and are not necessarily categorically clear or well organized in what is proposed.

4 Final considerations

Throughout this work, it was possible to see that the BNC-Training is articulated with numerous other documents at the national and international levels, and is also related to legislation created during the military dictatorship that occurred in Brazil between 1964-1985. Moreover, different laws, guidelines, and world conferences, such as the World Declaration on Education for All, which took place in Jomtien, are part of this historical path in relation to teacher education.

In this process, we also noticed that the BNC-Training presents a strong link with the Common National Curricular Base (BNCC), articulating in its text guidelines for the subjects to master it and put its guidelines into action in school institutions. Thus, it demonstrates an attempt to prescribe or limit the paths that teachers should take during their practice as education professionals.





In general terms, we can see in the text of the BNC-Training that teachers are constantly held responsible for complex issues that, in many cases, do not correspond to their sphere of professional activity. At this juncture, we understand that this work sheds some light on this new guiding document for teacher education at the national level, and can thus contribute to the reflection on the interferences that policies make in this sphere. Evidently, in future works, we will be able to establish connections with subjects and understand the implications of this policy in diverse contexts.

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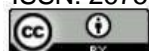
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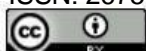
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