

What the National Curriculum Guidelines for Teacher Training say about Teacher Professional Development in Brazil

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ABSTRACT – What the National Curriculum Guidelines for Teacher Training say about Teacher Professional Development in Brazil. This article focuses on the analysis of Teaching Professional Development (DPD) and the curriculum policy currently in force in the Brazilian educational scenario. The main objective of this study is to understand how the documents that deal with curriculum policies in Brazil outline and evaluate the Teacher Professional Development (DPD) in teacher training courses, as well as to investigate the thematic focus attributed to the DPD in these documents. The method employed is based on a bibliographic approach supported by documentary research. The critical analysis of these documents directs a DPD based on the acquisition, by teachers, of competencies and skills supported by homological training strategies. We highlight as beneficial the recognition of continuous development, which goes beyond the episodic conception of education. In this context, we underline the collaborative approach as a fundamental strategy for Teacher Professional Development.

Keywords: Curriculum Guidelines. BNC-Formation. Continuing Education. Teacher Training.

RESUMO – O que Dizem as Diretrizes Curriculares Nacionais de Formação de Professores sobre o Desenvolvimento Profissional Docente no Brasil. O presente artigo concentra-se na análise do Desenvolvimento Profissional Docente (DPD) e da política curricular atualmente em vigor no cenário educacional brasileiro. O objetivo principal deste estudo é compreender como os documentos que versam sobre as políticas curriculares no Brasil delineiam e avaliam o Desenvolvimento Profissional Docente (DPD) nos cursos de formação de professores, bem como investigar o enfoque temático atribuídos ao DPD nesses documentos. O método empregado baseia-se em uma abordagem bibliográfica respaldada por pesquisa documental. A análise crítica desses documentos direciona um DPD fundamentado na aquisição, por parte dos professores, de competências e habilidades sustentadas por estratégias de formação homológicas. Destacamos como benéfico o reconhecimento do desenvolvimento contínuo, que supera a concepção episódica de formação. Nesse contexto, sublinhamos a abordagem colaborativa como uma estratégia fundamental para o Desenvolvimento Profissional Docente.

Palavras-chave: Diretrizes Curriculares. BNC-Formação. Formação Continuada. Formação de Professores.

Introduction

Teacher professional development, together with the demands associated with it, has been the object of attention and inclusion in the agendas of relevant international organizations, such as the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Organization of Ibero-American Educational, Scientific and Cultural States (OEI) and the Organization for Economic Cooperation and Development (OECD) (Fiorentini; Crecci, 2013).

The definition of conceptions, establishment of goals and delin-
eation of indicators for the educational policies of several nations has
been configured as a theme present in the agendas of these interna-
tional organizations. Morosini, Nez, and Woicolesco (2022) conducted
an investigation on the role of international organizations in formu-
lating guidelines for teacher education at the global level. The authors
emphasize that, within this context and considering the forecasts of
the demands that Education will face in the coming decades, the need
for a future global agenda for sustainable development emerges
(UNESCO, 2015, p. 04, *apud* Morosini; Nez; Woicolesco, 2022, p. 815).

In the investigation of the documents produced by these inter-
national organizations, the category: *Policies for Teacher Training*
draws attention. The authors demonstrate that the document *Educa-
tion for Global Citizenship* highlights *initial and continuing training*
and professional development of teachers as enhancers of Education
for Global Citizenship. It is a conception of professional training for
Sustainable Development that presupposes that teacher training
courses resize curricular initiatives:

Summing up, it can be inferred that the curriculum for teacher
training is a point of convergence in all documents. Teaching
skills and knowledge are considered 'essential for the restructur-
ing of educational processes and educational institutions to-
wards sustainability' (UNESCO, 2017, p. 51, translation our).
In this way, the EDS can contemplate subject subjects, subject
didactics, educational sciences, and practice-oriented studies
must include principles of methodology and knowledge of the
subjects [...] (UNESCO, 2017, *apud* Morosini; Nez; Woicolesco,
2022, p. 823, translation our).

According to Garcia (1999, p. 139, translation our), it is crucial to
dedicate time to the study and understanding of "teacher training in
an intimate epistemological relationship with four areas of theory and
didactic research: the school, the curriculum and innovation, teaching
and teachers". For the author, the professional development of teach-
ers is presented as the only factor capable of integrating these fields of
knowledge into practice. "We see the professional development of
teachers as a crossroads, as the glue that allows us to unite education-
al, pedagogical, school and teaching practices" (Garcia, 1999, p. 139,
translation our).

This discussion is part of the documentary research developed
in the doctoral thesis that investigates Teacher Professional Develop-

ment (DPD) in initial training in Communities of Practice. The objective that guides us is to understand how the current documents of curricular policies in Brazil prospect and dimension the DPD for teacher training courses, as well as to understand the thematic focus of the DPD in these documents.

The research is a bibliographic and documentary review, with a qualitative approach. Data collection was carried out from three sources of evidence: Resolution 02 of 2019, which defines the National Curriculum Guidelines for Initial Teacher Training for Basic Education and establishes the National Common Base for Initial Training of Basic Education Teachers (BNC-Formation); resolution CNE/CP 01/2020, which provides for the National Curriculum Guidelines for the Continuing Education of Basic Education Teachers and establishes the National Common Base for the Continuing Education of Basic Education Teachers (BNC-Continuing Education); and the document of considerations to guide the improvement of policies for continuing education of teachers in light of the implementation of the national common curriculum base (BNCC) – CONSED (National Council of Secretaries of Education).

The article includes only one section dedicated to reflection on conceptual aspects of Teacher Professional Development (DPD) and presents the perspectives of DPD based on the analysis of the curricular documents mentioned above.

Teacher Professional Development: conceptual aspects and perspectives in curriculum policy documents

We consider it relevant to carry out a brief conceptual analysis of Teacher Professional Development before addressing the specific representations of DPD contained in the researched documents.

Fiorentini and Creci (2013, p. 03, translation our) consider DPD as “a process or movement of transformation of subjects within a specific professional field”. Particular contexts expand the learning trajectories of teachers. On the other hand, Garcia (1999) proposes a conception of DPD that transcends the traditional view of a dichotomy between initial training and teacher improvement. He argues that DPD should be understood as a continuous process of evolution and continuity, in which teachers are constantly developing and improving themselves throughout their careers.

This implies the development of the formative dimensions of teachers and the continuous expansion of their professional repertoire, which involves the acquisition of professional competencies and, consequently, the improvement of skills, both in formal and informal learning contexts.

Professional development is a relatively young science in education [...] with the exception of research on training, most of the literature on professional development is theoretical and descriptive, rather than experimental, although it is rapidly moving

in this direction (Sparks; Loucks-Horsley, 1990 *apud* Garcia, 1999, p. 146, translation our).

Imbernón (2004) articulates Teacher Professional Development to any systematic intention that aims to improve professional practice and involves beliefs and knowledge produced by teachers. This concept also includes “[...] the technical diagnosis or not of the shortcomings of the current and future needs of the teacher as a member of a professional group and the development of policies, programs to satisfy these professional needs” (Imbernón, 2004, p. 45, translation our).

We believe that professional development does not begin only when entering teacher training courses, but is integrated into a continuous process throughout the professional career. It is worth mentioning that Teacher Professional Development can be understood as a permanent attitude of inquiry, formulation of questions and search for solutions (Garcia, 1999).

Having made these considerations, the National Common Curricular Base approved on December 20, 2017, of a normative nature and defining the set of essential learning that all students must develop throughout basic education, meant the resizing of the curriculum policy for basic education schools throughout the country. As a result of this process, several working groups and documents (resolutions and guides) were created to promote actions to align the curriculum in the state and municipal networks of Brazil.

Related to this context, in 2019 Resolution 02 of 2019 was approved, which defined the National Curriculum Guidelines for the Initial Training of Teachers for Basic Education and establishes the National Common Base for the Initial Training of Basic Education Teachers (BNC-Formation). In 2020, the National Curriculum Guidelines for the Continuing Education of Basic Education Teachers were approved and the National Common Base for the Continuing Education of Basic Education Teachers (BNC-Continuing Education) was established.

These documents constitute the structure of the educational curriculum policies of the State. Competencies and skills are reassumed as fundamental elements in the structuring of curricula at the various levels of education. The preamble to the Curriculum Guidelines for teacher training announces this:

Paragraph 8 of article 62 of the LDB establishes that the curricula of teacher training courses **will have as reference the National Common Curricular Base (BNCC-Basic Education)**; Law No. 13,415, of February 16, 2017, in its article 11, establishes a period of 2 (two) years, counted from the date of approval of the BNCC-Basic Education, **for the implementation of the aforementioned curricular adequacy of teacher training**; Paragraph 1 of article 5 of Resolutions CNE/CP No. 2, of December 22, 2017 and CNE/CP No. 4, of December 17, 2018, among other provisions, **establishes that the BNCC-Basic Education must contribute to the articulation and coordination of educational policies and actions in relation to teacher training**; students, in order to achieve their full development, under the terms of article 205 of the Federal

Constitution, reiterated by article 2 of the LDB, **require the establishment of the relevant professional competencies of teachers** (Brasil, 2019, emphasis added, translation our).

The National Curriculum Guidelines for Initial Teacher Training for Basic Education, replacing Guidelines 02/2015, are aimed at a sustained professional development in the construction of general and specific competencies and corresponding skills. Priority is given to specific competencies that refer to three fundamental dimensions: I - professional knowledge; II - professional practice; and III - professional engagement. It is worth noting the fact that the training model designed in the resolution is based on the model of standards for teacher training adopted in Australia. The dimensions of development are even the same.

It was a text prepared by a group of consultants linked to companies and private educational advisors. The document rescues the notion of competences as a guide for teacher training and is based on the basic model used by Australia for teacher training. The Australian model, implemented since 2009, incorporates neoliberal proposals for greater control over the teaching work with a view to PISA performance (Gonçalves; Bike; Anadon, 2020, p. 366, translation our).

The Training Base literally refers to the DPD in the space of specific competencies linked to the dimension of *Professional Engagement* and discriminates that teachers must “I - commit to **their own professional development**” (Brasil, 2019, p.19, translation our) as pointed out in the following table:

Table 1 – Specific Competencies and Skills for Teacher Professional Development according to the BNC-Formation

3. DIMENSION OF PROFESSIONAL ENGAGEMENT	
Specific Competencies	Skills
3.1 Commit to one's own professional development	<p>3.1.1 Develop a professional plan using various resources, based on self-assessment, in which one can identify potentials, interests, needs, strategies, and goals to achieve personal objectives and realize oneself as an education professional.</p> <p>3.1.2 Engage in practices and processes to develop personal, interpersonal, and intrapersonal competencies necessary for self-development and effectively propose the development of competencies and holistic education for students.</p> <p>3.1.3 Take responsibility for your self-development and the improvement of your practice by participating in formative activities and developing other relevant activities in various formats, whether in-person or using digital resources.</p> <p>3.1.4 Engage in studies and research on school education issues, in all its stages and modalities, and seek solutions that contribute to improving the quality of student learning, addressing the needs of their holistic development.</p> <p>3.1.5 Engage professionally and collectively in the construction of knowledge from teaching practice, as well as in the design, application, and evaluation of strategies to improve classroom dynamics, teaching, and learning for all students.</p>

Source: BNC-Formation (2019, p. 19, translation our).

From this perspective, Teacher Professional Development (DPD) is oriented towards a process based on self-training. In this way, the professional in training will be encouraged to actively participate in the development and expansion of his professional identity. We believe that Garcia (1999, p. 150, translation our) considers this “modality of DPD simpler, because teachers decide to learn for themselves the knowledge or skills that they consider for professional or personal development”.

Chapter II of the resolution deals with the foundations of the teacher training policy, and brings as important foundations for the discussion in question: a “I - solid basic training, with knowledge of the scientific and social foundations of their work skills; II - the association between theories and pedagogical practices” (Brasil, 2019, p. 03, translation our).

The importance of this movement of construction of the DPD in the correlation between theory and practice is highlighted. However, we do not clearly see the explicitness of the reflective component as a guide for this movement. Currently, it is impossible to conceive of teacher training, both in the initial stage and in continuing education, without considering a context of improvement for education in schools, reflecting and maintaining the objectives of basic education as a horizon. This requires a constant effort to overcome the dichotomy between theory and practice.

In line with the principles of the teacher training policy, we highlight:

VII - the articulation **between initial training and continuing education;**

VIII - **continuing education, which should be understood as an essential component for teacher professionalization, and should be integrated into the daily life of the educational institution and consider the different knowledge and teaching experience,** as well as the pedagogical project of the Basic Education institution in which the teacher works (Brasil, 2019, p. 03, emphasis added, translation our).

Analyzing the elements present in the document, we deduce that the Teacher Professional Development (DPD) model proposes processes that integrate initial and continuing education, as expressed in item VII. Therefore, continuing education is consolidated in the context of initial training, and this movement has repercussions on the expansion and appropriation of the professional repertoire, which are fundamental for the process of teaching professionalism. By contemplating the reduction of the distance between university and school, everyone involved benefits: future teachers have the opportunity to learn about the challenges faced by their colleagues, while people who are already teachers have the chance to deepen their knowledge, develop professionally and legitimize the knowledge they produce.

In Article 8, the Resolution defines that the courses intended for the Initial Training of Teachers for Basic Education must have the following pedagogical foundations: VII - recognition of the Basic Education school as a privileged place for the initial training of teachers, their practice and their research. This highlights a significant call for integration between schools and universities. Thus, the Training Base highlights the institutionalization of “Integrated Teacher Training Units” under the responsibility of Higher Institutions.

Based on what has been exposed, we can reasonably affirm that the diffusion of Teacher Professional Development (DPD) is intrinsically related to its alignment with the pedagogical domains of the National Common Curricular Base (BNCC), which are outlined in the competencies and skills inherent to the training process. We observed the resumption of the importance of competencies as a central element in the structuring of the learning process during teacher training, both in the initial stage and in continuing education. However, there is a noticeable gap in relation to the emphasis on a more reflective and politically engaged education.

The approach in question, by prioritizing competencies as a central element in teacher training, can culminate in the homogenization of teaching. In this process, there is a risk of disregarding regional and local peculiarities, which, in turn, can have significant negative impacts on the autonomy of education systems and pedagogical practices.

From these documents, we perceive, in the way the DPD is organized, the methodological indication based on a formative strategy that Shon (1987) calls “homology of processes”. In the case of homology, “the parallelism with the situation of professional practice is explored in the learning situation, or vice versa” (Alarcão, 1996, p. 23, translation our). The great benefit of this methodology concerns the construction of representations by the subjects in training, of learning processes through practical experience, that is, the formative aspect of this strategy is developed through experimentation and reflection on the knowledge generated in practice.

The references for the continuing education of teachers are contained in Resolution 01/2020. Article 7 of the Resolution provides:

Continuing Education, in order to have a positive impact on its effectiveness in improving teaching practice, must meet the characteristics of: focus on pedagogical knowledge of the content; use of active learning methodologies; collaborative work between peers; prolonged duration of training and systemic coherence (Brasil, 2020, p. 05, translation our).

The guidelines are also directly articulated with the BNCC of basic education. The professional competencies indicated in the BNCC-Continuing Education require from the “teacher solid knowledge of the constituted knowledge, teaching methodologies, learning processes and local and global cultural production” (Brasil, 2020, p. 02, translation our). The DPD includes the basic knowledge of

the profession; In relation to this, the resolution focuses on the concept of pedagogical knowledge of the content.

The reading of the document presupposes in the scope of continuing education a Professional Development based on the work contexts of teachers, as well as taking into account their training needs (beliefs, knowledge of the profession) for the personalization of learning scripts and training actions. A strong inclination of a DPD to in-service training is also considered. The resolution refers to this context by citing:

IV - Prolonged duration of training - adults learn better when they have the opportunity to practice, reflect and dialogue about practice, **which is why short training courses are not effective, and the interaction between teachers and trainers needs to be continuous**, thus in-service training in the school being the most effective for improving pedagogical practice, as it provides the necessary monitoring and continuity for resilient changes in the teacher's performance (Brasil, 2020, p. 05, emphasis added, translation our).

The training project defined by the resolution translates different components of the DPD, such as: Contextual training, expansion of the teachers' knowledge base and collaborative work as a structuring element of the training path. They also suggest the implementation of a Community of Practice with tutoring, especially in schools that are smaller.

In the resolution of continuing education as well as initial training, it is recommended to HEIs to create integrated institutes for teacher training. According to Brasil (2020, p. 06, translation our), these integrating units intend to make the organic and contextual bridge between Higher Education and Basic Education, and the suggested path is that they have in their teaching staff, "in addition to those who make up the training institution, experienced teachers from the school education networks".

Lifelong learning is a concept present in the resolution, this implies in-service training as mentioned in article 11:

Policies for Lifelong Learning, in Service, implemented by schools, school networks or education systems, by themselves or in partnerships with other institutions, must be developed in alignment with the real needs of the contexts and environments in which teachers work (Brasil, 2020, p. 06, translation our).

In this context, they consider the performance of an experienced trainer (mentoring or tutoring) in the training. "The programming of In-Service Training must be articulated with flexible and modulated programs and courses, which allow the complementation, updating or improvement of their professional development process" (Brasil, 2020, p. 06, translation our).

With regard to the Continuing Education Base, the DPD is expressly treated in competence 05.

Table 2 – Competence 05 of the Continuing Education Base

COMPETENCE 05	Development Area and Professional Responsibilities			
	1.5 Self-knowledge to structure personal and professional development	2a.5 To institute self-assessment practice, in the light of the learning of its students, in order to become aware of their own professional development needs.	2b.5 Plan their personal development and continuing education, using the support systems for teaching work.	3.5 Invest in constant learning, attentive to their physical and mental health, and be willing to expand their general culture and specific knowledge.

Source: Adapted from Brazil (2020, translation our).

We perceive a strong indication to the cultivation of autonomous processes and self-responsibility for professional development. Very much in tune with the indication of the BNCC training.

It should be noted that the Working Group of the National Council of Secretaries of Education fostered discussions for the improvement of policies for continuing education of teachers in the light of the implementation of the national common curriculum base (BNCC) to guide state, municipal, federal and private schools to a process of review of specific training policies of the networks. In the document produced by this group, data from a survey are cited that indicate that there is a strong demand from the teachers themselves: “88% of teachers from state networks in Brazil indicate that they would like to participate in more professional development activities” (Consed, 2017, p. 03, translation our).

The methodology recommended by the CONSED working group considered some points that reflect elements of DPD to account for the new curricular arrangements of the different states of the country. Among which, we have selected some that deserve to be highlighted and that speak to the precepts of the resolution of continuing education:

1. The school as the main locus of continuing education.
2. The need to move forward in order to ensure the teacher's journey in a single school.
3. The promotion of **continuing in-service training** through the more effective use of the 1/3 of an activity-hour already provided for by law.
4. The promotion and **encouragement of collaborative work** among teachers, for example, through the performance of pedagogical coordination.
5. The importance of **continuing education being continuous**, that is, having enough duration to enable the teacher to effectively rethink his pedagogical practice.
6. The importance of continuing education being specific, that is, **corresponding to the real demands of the teacher** and with a clear relationship to their pedagogical practice.

7. The customization of training itineraries/scripts according to the specific characteristics and demands of teachers within each Network, including, for example, specific training actions for teachers on probation (Consed, 2017, p.11, emphasis added, translation our).

From the synthesis analysis of the GT, we highlight the challenge and the need imposed on the teacher to teach in more than one school, this fact directly has repercussions on the development of professionalism, as the DPD is a long process that envisions a continuous engagement and belonging of the subjects to the workplace. And considering a school context in which professionals perceive provisionality, the real possibilities of DPD are emptied.

Once this methodological design has been established, CONSED highlights the role of strengthening networks of trainers and positions the effective role of Higher Education Institutions. In view of this, the State Departments of Education should launch strategies that consider the relationship between the DPD and the teacher's Career Plan to be fundamental. In this sense, the strategy(s) of the State Departments of Education to advance in this relationship must consider:

The relevance of the career plan in encouraging the continuous **professional development of teachers**. The importance of career progression encouraging teachers to seek continuing education **that aims to improve their practice in the classroom** (and not just academic degrees or functional evolution). The linking of the qualifications carried out by professionals in the context of continuing education to improve teaching practice with career developments and salary increases (Consed, 2017, p.11, emphasis added, our translation).

The following table organizes some elements that were evidenced from the analysis in the documents and that are directly related to the planning of the DPD. The definition of these components shows the multidimensional meaning that carries the professional development of teachers.

Table 3 – DPD components underlying the Documents

Components	Documents	
	Resolution 02/2019 and BNC – Training	Resolution 01/2020 and BNC – Continuing Education
Formative Concepts of Teacher Professional Development	Initial and Continuing Education	In-service training (mentoring and tutoring)
Dimensions of Teacher Professional Development	Professional knowledge; professional practice; professional engagement	Professional knowledge; professional practice; professional engagement
Context of Teacher Professional Development	School	University – School – University
Teacher Professional Development knowledge base	Skills and abilities	Skills and abilities
Nature of Teacher Professional Development Work	Practical Activities	Collaborative Work

Source: Prepared by the author.

Therefore, in general, the BNCC and the documents derived from it combine, in our understanding, a DPD model based on what Garcia (1999) **calls Professional Development through Curriculum Development and Innovation and Training at the Center**. In this aspect, the intrinsic relationship between DPD and curriculum and school development, central elements in the documents produced, is considered.

Thus, if the Base recommends in its pedagogical foundations the work with competencies and skills in the different areas of knowledge, teachers in the same proportion must experience in practice the learning about competencies and skills, materializing a learning process by homology.

Final Considerations

Teacher Professional Development (DPD) is a multidimensional concept that covers several areas of education, such as didactics, curriculum and knowledge, among others. This is because the DPD places the teacher at the center, considering their knowledge, limitations and desires. Therefore, we consider essential the need to integrate DPD prominently in the curricula of teacher training courses and in schools, with emphasis on the role of teachers in this process.

When we follow the recent major educational policies in Brazil regarding teacher training, we see that it is a field that has undergone intense reformulations, such as: National Common Curriculum Base approved on December 20, 2017; CNE/CP Resolution No. 2, of December 20, 2019, establishes the National Teacher Base; Resolution 01 of 2020 establishes the National Common Base for the Continuing Education of Basic Education Teachers.

Curricular policies in Brazil have focused their actions on the resizing of training processes in the different stages and levels of national education. It is guided in the official documents that all actions, projects, which are directly and indirectly related to the training of basic education students, future teachers of higher education institutions, must converge organically in the objectives, competencies, skills and purposes.

The analysis of the documents from the BNCC gives clues to a professional development based on the appropriation by teachers of competencies and skills that should support the formulation or adaptation of the new curricula. It is suggested that this context be adjusted to the homology of processes that can be extended to initial and continuing education. Thus, the structuring of the DPD is guided as a reflection of the competencies and skills prospected for students in basic education.

We consider it salutary to understand the documents about the need to overcome the punctual and isolated character of continuing education. Studies have pointed out the limitations of the impact of the work of trainers on the pedagogical actions of teachers in continuing education. Romanowski and Martins (2010, p. 339, translation our)

state that, generally, there is no relationship between the training programs “offered by the education networks and those carried out by the schools; the teacher's participation does not occur, as it is restricted to being present at the training event, but without direct involvement”. This reverberates in the absence of teachers' engagement in the training processes, which is reinforced by the lack of a continuing education program that makes sense to them.

Another common highlight in the documents is collaborative work as a professional development strategy. Initiatives, whether from schools or universities, must provide for collaboration in their training processes. Researchers Vasconcelos and Ximenes-Rocha (2022) reflect that “the concepts of teacher professional development and collaborative culture are central to the investigations” that have been carried out.

In recent years, the capillarity of the collaborative nature within groups, communities, experiences, or whatever you want to call it, has been constituted formative strategies for the professional development of teachers. Fullan (2009) discusses in his book, in the chapter on visions of the educational change process, that all effective strategies for change have a social basis. In most of the situations that this author has analyzed, the “professional learning communities”, as he conceptualizes them, can be strategies that suggest changes in patterns based on a relational view in education. In this way, collaborative contexts are potentiators of professional development in teacher education.

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