

The Perceptions of Managers on the Educational Journey for Implementing the BNCC

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ABSTRACT – The Perceptions of Managers on the Educational Journey for Implementing the BNCC. The aim of this study was to analyse the perceptions of managers affiliated with a Regional Education Coordination Office in the state of Rio Grande do Sul (RS), regarding the training process of teachers for understanding and implementing the National Common Curricular Base (BNCC). This qualitative research involved interviews with three managers of basic education. The dialogues, analysed through Discursive Textual Analysis, reveal that the training process exhibited a disconnect between the school context and the process of understanding and developing an emancipatory curriculum. Key issues identified include lack of collective spaces for teacher development; the imposition of changes without sufficient reflection on teaching practice; and a disjunction between theory and practice. Nevertheless, the managers acknowledged the importance of teacher mobilization.

Keywords: Teacher Training. School Management. University-School. Emancipatory Curriculum.

RESUMO – Percepções de Gestores sobre o Percorso Formativo para a Implantação da BNCC. O objetivo deste estudo foi analisar as percepções de gestores vinculados a uma Coordenadoria Regional de Educação/RS sobre o percurso formativo de professores para compreender e implantar a Base Nacional Comum Curricular. A pesquisa é qualitativa e envolveu entrevistas com três gestores de educação básica. Os diálogos analisados, com base na Análise Textual Discursiva, mostram que o percurso formativo apresentou descompasso entre o contexto escolar e o processo de compreensão e elaboração de um currículo emancipatório, destacam a falta de espaços coletivos para a formação docente, a imposição de mudanças sem reflexão sobre a prática docente e desarticulação entre teoria e prática, mas reconhecem a importância da mobilização docente.

Palavras-chave: Formação Docente. Gestão Escolar. Universidade-Escola. Currículo Emancipatório.

Introduction

The first version of the National Common Curriculum Base (BNCC), published in 2015, was the result of a comprehensive dialogue process between educational actors and society. The third and final version, however, ignored a large part of these dialogues and neglected most of the institutional representatives involved in the first version. The discussion about the construction of a national curriculum for basic education dates back to the 1988 Constitution (Brazil, 1988), which, in its article 210, establishes the guarantee of a common basic education, respecting both national and regional cultural and artistic values. The Constitution also guarantees fundamental principles, such as equality and fair access to education as social rights for all Brazilian citizens.

The Law of Guidelines and Bases of National Education (LDB 9.394/96) (Brazil, 1996) was created to comply with the Constitution. It reinforces this guideline in Article 26, establishing that basic education curricula must contain a common base, complemented by content that meets regional and local specificities. In 1998, the National Curriculum Parameters (PCNs) were developed with the aim of materialising these legal determinations in basic education schools. There was a significant movement in basic education schools to follow the guidelines of the PCNs; however, these were not fully adopted by the National Council, assuming only a guiding character.

Another development occurred with Law 13.005/14 (Brazil, 2014), which established the National Education Plan (PNE) and presented 20 goals to improve basic education - four of which refer to the development of a Common Curriculum Base. The evolution of this political construction made it possible for the government to hold debates to produce the BNCC between 2015 and 2017. This drew interests from different ideological backgrounds, including sectors that could prevent the implementation of certain actions proposed in the initial process. Bowe, Ball and Gold's (1992, p. 22) argument on this issue is relevant, as they state that:

Professionals working in the context of practice [schools, for example] do not face political texts as naive readers, rather they come with their stories, experiences, values and purposes [...]. Policies will be interpreted differently since stories, experiences, values, purposes and interests are diverse. The point is that the authors of political texts cannot control the meanings of their writings. Parts can be rejected, selected, ignored, deliberately misunderstood, replies can be superficial, and so forth. Furthermore, interpretation is often a matter of dispute.

It is expected that contrasting interpretations will be contested until some prevail, although it is equally important to consider minority currents (Bowe; Ball; Gold, 1992). This scenario reflects the process of building the BNCC, in which Micarello (2016) identifies the influence of three central groups: actors linked to basic education, academia and the business sector, who seek to influence policies in fa-

vour of their economic interests. The participation of these groups is important, but the discourses of private foundations, although scientific, diverge from the needs of public schools. Although there was popular participation at various stages, many contributions were ignored in the final version. Condé (2012) highlights that “all public policy refers to collective problems and has an ‘imposing’ character”. The 3rd version of the BNCC had minimal popular participation and was developed under a controversial government, marked by a political coup and a Ministry of Education and Culture (MEC) in the process of being scrapped, which significantly affected the result. The implementation of the BNCC requires critical appropriation by society, especially by teachers and administrators. Furthermore, the curriculum must be continually and autonomously reconstructed, respecting the local context and legislation, with focus on continuing teacher training.

Sacristán (2017) argues that the curriculum needs to be developed in a context of social and cultural interactions, as the learning environment is a social environment influenced by the social group in which the educational institution is inserted. For the author, the specific topics covered in the curriculum cannot be reduced to the sum of the problems inherent in each area or subject, without questioning and giving meaning to the curriculum, in order to express a coherent educational project. The curriculum must provide the means for students to position themselves in relation to their culture and society, and teachers need to be aware of the theories, values and beliefs that underpin the school's curriculum organisation i.e. the hidden curriculum present in everyday practices (Sacristán, 2017).

Therefore, training cannot be dissociated from the reality of teaching practice, just as pedagogical knowledge cannot be dissociated from disciplinary knowledge. Libâneo (2015, p. 631) points out that training concepts are still approached without articulation between ‘disciplinary knowledge with its own logic, structure and modes of investigation’ and pedagogical knowledge ‘without a link to the content and methods of investigation of the discipline to be taught’. These and other aspects are observed in the arguments of managers involved in this study. Although teacher training was provided for implementing the BNCC, the trajectory of the schools was not taken into account. The organisation of training spaces proved to be inefficient, since teachers' voices were not respected.

In addition, Carvalho (2020) points out that in the initial training meetings of the BNCC, there was a lack of theoretical material to encourage reflection on everyday teaching practice. The central concern was ‘answering questionnaires, preparing reports, posters and summaries of tasks prepared and sent by the MEC for the training’ (Carvalho, 2020, p. 42). The author, who experienced the process of training to understand the BNCC, argues that there are important issues to reflect on, but the ‘time limit for sending in the answers makes it impossible to reflect deeply.’ She also points out that the training on ‘D-Day’ (how it was called the day schools met to discuss the BNCC) con-

sisted of different teachers at each meeting, so there was no opportunity to immerse oneself in the discussions. According to one of the teachers quoted by Carvalho (2020, p. 61), 'there is not enough time for teachers to carry out in-depth studies, discussions and reflections with colleagues in the same field'. They feel challenged and unprepared, even though they've had several encounters. In addition, they describe that "these are short meetings that don't open up space for discussion" (p. 66). Teachers then realise that their critical capacity is not called upon; they just have to carry out a plan drawn up by outsiders.

Santos (2018, p. 18) backs up the above statements by arguing that 'we live in a society with a double crisis: a crisis of regulation and a crisis of emancipation' and that it is therefore necessary to reinvent social emancipation, replacing the monocultures of knowledge and rigour as the only valid knowledge with an ecology of knowledge. The ecology of knowledge rejects monoculture, since it 'eliminates a lot of reality that falls outside society's scientific conceptions' (p. 18), such as indigenous and quilombola knowledge, among many other non-visible knowledges. The ecology of knowledge postulates a dialogue between scientific knowledge and popular and secular knowledge. Moreover, it values different voices and levels of knowledge, considers diverse and contradictory historical times and presupposes the overcoming of hierarchies. Similarly, teachers' knowledge doesn't seem to be valid knowledge. As a result, teachers are seen as incapable of producing knowledge, since they are not given the space to reflect on and reconstruct their pedagogical practices, merely applying what is produced by others.

Following this line of thought, Giroux (2003) argues that a series of educational reforms show little confidence in teachers' capacity as critical intellectuals, and that they are seen as recipients of reforms, as technicians who apply the knowledge produced by others, far removed from the daily reality of the classroom. Teachers are seen as incapable of critically examining intellectual work and as passive recipients of professional knowledge, with limited involvement in determining content. It is necessary to expand the conditions for debate so that teachers can also voice their opinions beyond the disciplinary content to be taught in the classroom - since the curriculum is a political and power issue that defines the model of society we want to build.

Santos (2021) points out that the debate needs to be extended, to clarify society's economic model, the role of science and the influence of the state, as well as the very model of civilisation that is intended to be built and adopted through education today, in order to establish a new mode of action. One example that Santos (2021) brings up is the problems generated by the Covid-19 pandemic, using the metaphor of the virus as a pedagogue. The author proposes a new hermeneutic vision 'between human and viral rationality, an interpretation of the world between two ways of conceiving life and the relationship between society and nature in the hope of [...] reaching

points of convergence that allow humans and non-humans to live together' (p. 38). Such hermeneutics endeavours to learn from the virus in order to transfer what has been learned to society. In this same direction, we understand how important it is listening to teachers so that they can, in fact, reflect and transmit to their students what they have learned from each other.

It is essential to understand, however, that if the BNCC is to be implemented in such a way as to include innovative proposals, it is essential to consider the teacher at the core of discussions on a curriculum that respects the autonomy of basic education networks. We must also take into account inequalities that have become so visible during the Covid-19 pandemic.

With this in mind, our aim was to analyse the perceptions of managers linked to a Regional Education Coordination Office in the state of Rio Grande do Sul on the training of teachers, in order to understand and implement the BNCC in Brazilian public schools. Our intention in this article is not to discuss the power relationship or the pedagogical assumptions of the BNCC, but to analyse its implementation process from the point of view of managers. Considering Apple's (2017) thinking, we should ask ourselves: Why is certain knowledge considered legitimate to the detriment of others, seen as not valid for basic education? What interests guided the selection of this particular knowledge? What power relations are involved in the selection process that resulted in this standardising document? Based on these questions, we recognise that it is not possible to detach the document from its political and social context. As a normative document, the BNCC is immersed in power conflicts and reflects the type of society and teacher training that certain groups want to build. When discussing the education proposed by the BNCC, it is essential to consider the objectives and intentions behind its development, as they are directly related to the profile of students and teachers being trained.

Considering these arguments, the central question of this research is: What is revealed in the speeches of managers in relation to the tensions, challenges and perspectives emerged during the teachers' training programme for understanding and implementing the BNCC in schools?

Theoretical Assumptions and Methodological Procedures

This research is qualitative in nature, and the corpus of analysis comes from interviews with three basic education managers (a regional coordinator and two school headmasters) linked to a Regional Education Coordination Office (CRE) in the interior of Rio Grande do Sul (RS). The focus is on the training process for understanding and materialising the BNCC in primary schools. The coordinating body in question covers 62 schools in 12 municipalities in RS, two of which house the Youth and Adult Education Centre (NEEJA). Through the voices of managers, we tried to learn how teachers were trained to understand and implement the BNCC in such schools.

At first glance, the interview is characterised as verbal communication that reinforces the importance of language and the meaning of speech, serving as a means of gathering information on specific scientific topics (Minayo, 2002). According to André (2013, p. 97), the interview is based on 'a perspective that considers knowledge to be a process socially constructed by individuals in their daily interactions, as they work in the real world, transforming it and being transformed by it'.

The data was analysed according to the Textual Discourse Analysis (TDA) in Moraes and Galiazzi (2020), which consists of a phenomenological and hermeneutic approach. Phenomenological research is initially based on careful observation of the phenomenon, seeking to understand its totality. Secondly, he describes the phenomenon with an eye to all the possibilities of interpretation. The third moment is an immersion in the essential aspects of the phenomenon. These moments are cyclical, thus offering a greater understanding of the phenomenon under investigation (Moraes; Galiazzi, 2020).

In ATD the interpretations and meanings of the textual materials analysed are subjective and, in an attempt to overcome positivist models, they come closer to hermeneutics. Galiazzi, Ramos and Moraes (2021, p. 97) emphasise that the hermeneutic character consists of 'reconstructive spirals of production of understandings, constructed in language, with the involvement of different voices capable of challenging the researcher's initial understandings towards new levels of understanding'. Hermeneutics helps to reconstruct phenomena, requiring the researcher to be the author in the process of understanding, describing, interpreting and producing new meanings for the phenomena analysed (Galiazzi; Souza, 2022).

In ATD, recursion is always present in a cyclical, spiral movement that leads to the production of more complex meanings.

ATD can be understood as a self-organised process of construction and comprehension, in which understandings emerge from a recursive sequence of components: deconstruction of the texts in the corpus, unitarisation, establishing relationships between the unitary elements, categorisation; capturing the emergent, whereby new understanding is communicated and validated (Moraes; Galiazzi, 2020, p. 34).

The characteristics of ATD are used in this study like so: the units of meaning are represented by the managers' arguments; from the confrontation of these units and the establishment of relationships between them comes the category 'Teacher training in the context of the BNCC: tensions, challenges and possibilities'. Each unit is again analysed in a recursive movement, resulting in meta-texts, which represent a triangulation between the voices of the interviewees, the theoretical framework and the authors' interpretations.

As for the ethical aspects, they were followed according to the consubstantiated opinion of the Research Ethics Committee of a uni-

versity in Rio Grande do Sul, under number 4.940.703. To preserve the identity of the participants and identify their perceptions, managers were identified by the letter 'C' for the CRE coordinator (Manager C) and 'D', followed by a number, for the headmasters of two basic education schools (Manager D1 and Manager D2). Manager C represents the voices of the 62 schools linked to the CRE, while managers D1 and D2 express their experiences in two basic education schools and the dialogues that took place between their peers during meetings of headmasters from the respective CRE.

Results and Discussion

As mentioned in the introduction, the BNCC has been legally established since the re-democratisation of the Brazilian Republic, and is included in various documents, including the 1988 Federal Constitution. It was only in 1996, however, with the approval of the Education Guidelines and Bases Law (LDB), that the movement to formulate a curriculum guidance document - the National Curriculum Parameters - began. This movement was established as the closest strategy to a normative curriculum in Brazilian history. In 2015, the first version of the BNCC was made available, initiating a period of discussion which, according to information on the Ministry of Education's website, included the participation of experts from all areas of knowledge and organisations.

During this period (2015-2017,) the roles played by the Education Coordinating Offices in Rio Grande do Sul were influenced by two governments with different visions, as expressed by Manager C.

Two governments were involved in the construction of the BNCC in 2015, a harbinger of a foundation with a detailed, more open and democratic approach. We've had changes of government, even the specialists themselves have changed in this construction, due to the changes of ministers, giving a different direction to the construction, but after this internal work, we've followed up with the schools. There were several consultations, where teachers were able to give their opinion and contribute, each within their area of knowledge and curricular component. It's important to say that in 2017 we began to have a broader vision of what the final BNCC document would actually be (Manager C).

The 2015 version of the BNCC involved the effective participation of Brazilian universities and interactions between various education professionals. It was made available to the public for appraisal and suggestions for possible changes to improve it. The change of government led to profound changes in the final version, which had a reduced representation due in large part of the collective dialogues were ignored. This made the process of implementing the BNCC even more challenging. The BNCC reached schools with numerous changes and a limited timeframe for teacher training. It was in this context of tensions, challenges and possibilities that there were numerous moments of continuing teacher training, as expressed in the discussions presented in the category that emerged from the analysis of the units of meaning - represented by the arguments of the three managers interviewed.

Teacher training in the context of the BNCC: tensions, challenges and possibilities

As previously mentioned in the methodology, this category emerged from the comparison of the units of meaning identified by the interviewees' arguments (Manager C; Managers D1 and D2). The category expresses the approximation of the meanings produced with the interpretation of what is shown in the units based on the historical, cultural and theoretical characteristics experienced by the authors.

We stand in defence of the constitution of teachers who are researchers of their teaching practices. For this reason, they need to be present in the curriculum debate, with active participation. Nevertheless, we see that their voices are hardly valued or even ignored, since there are limited spaces for continuing education that allow for problematising dialogue. Training policies are not characterised as state policies compatible with the actual work of teachers. Particularly with regard to the teacher training process aimed at understanding and establishing the BNCC, Manager C emphasises that there has been intense ongoing teacher training, but the headmasters say they don't feel the impact of the training on the school's teachers collectively, as expressed below:

We started training our teachers, involving more selected studies of the BNCC and then by stages of knowledge [...] we work heavily on continuing education. The Coordination Office has various training configurations, extensive work aimed at building the base, motivating teachers to actively participate in this process (Manager C).

From what my colleagues and I have experienced so far, I realise that there has not been much coordination between the schools and the coordinating bodies. Most of the time, they sent us the materials at short notice and laid down rules, disregarding essential issues such as the workload of the school's teachers. Many teachers, such as philosophy teachers, teach in more than four schools. This means that we never manage to train everyone on every 'D' day. I think that the schools and the coordinating bodies are not all taking part in the process; what happens is an attempt, but in practice we just carry out what comes from the federal government to Seduc and then to the school (Manager D1).

Most of the time, we have to adapt what has already been prepared by the CRE, as there is no time to study the document in the time allowed - one day once every 2-3 months is not enough, even if the teachers make an effort to do so. The coordinators impose and threaten contracted teachers to take part [...], but many contracted teachers do not show up if it's not the working day stipulated in the HR. I believe that the CRE's role should be, first of all, to come up with a plan that is possible, that takes into account the reality of state schools [...] at times I question how necessary it is, because there is still no state curriculum, which I believe should be the focus of the work at these meetings (Manager D2).

The 2023 Census of Rio Grande do Sul reveals that among the 37,684 teachers, 22,314 are hired on an emergency basis, representing more than 59 per cent of the teaching staff. This does not guarantee stability, career perspectives or autonomy, as pointed out by the participants. Although Law No. 11.738/2008 (Brazil, 2008) ensures that

1/3 of teachers' workload is allocated to out-of-class activities, this regulation does not provide for collective moments and faces obstacles due to the legal prerogatives of the states and their executive management plans. Although Manager C emphasises the many opportunities for continuing training, the directors (D1 and D2) express dissatisfaction. According to them, this training did not involve all the teachers, due to the organisational structure that exists for all the teachers working in different schools. For the headmasters, training was not enough to provide the necessary understanding of the BNCC and the reorganisation of the school curriculum, since the reality of the schools is unequal. There are teachers who work in two or more schools, which results in the primacy of one-off meetings to the detriment of more comprehensive training processes in the school collective.

Just as the directors criticise the regional management system, the same challenges are faced by the coordinating offices, especially when it comes to planning training courses. Activities from outside the school come as impositions, with no room for reflection, both for education coordinators and for the professionals who work directly in the school environment. This indicates a tension between what is received from the state and what is needed by the schools, as stated by Manager C:

On the first 'D' day, we received the activity in the evening and sent it to the schools the following day. The training would take place the following day. What we understand is that they didn't want it to be modified, but rather executed exactly as sent by the Secretariat, with no amendments. That way, there wouldn't be time for the school to do any other kind of planning (Manager C).

Manager C's arguments are in line with the ideas of Bourdieu and Passeron (2014), who point out that the arbitrary imposition of worldviews establishes a dominant culture over other individuals, characterising it as symbolic violence. According to the authors, the school ends up unconsciously exercising this symbolic violence through pedagogical action, since educational institutions subjugate the individual and their individuality, forcing them to position themselves in the social world according to the notions established by the dominant culture. This aspect can be verified in relation to outside impositions on schools, which are forced to exercise a cultural arbitrariness imposed by symbolic violence. Every power of symbolic violence enforces meanings considered legitimate, masking power relations, and each group ends up accepting its culture as the only legal one.

Symbolic violence does not provide space for dialogue; it uses subtleties to impose meanings considered valid only by a dominant group. As opposed to reproduction, education conceived as an opportunity for transformation sees dialogue as a permanent practice between all educational spheres, since the limited autonomy granted to education networks does not result in the desired progress. Regardless of the quality of the documents that reach the schools, teachers are the ones who put the guidelines into practice. For these to be effec-

tive, it is necessary to create collective spaces for reflection and not simply mechanical memorisation for the application of practices developed by others, which disregard the historical, cultural and social contexts of the group involved in the teaching and learning process.

Tardif and Lessard (2007, p. 23) emphasise that teaching is a work of interactions, but 'they are rooted and structured in the school work process and, above all, in the work of teachers with pupils'. However, how do you interact with limited time and space for discussion and with activities from external contexts that don't allow for reflection? In this sense, Tardif and Lessard (2007) state that teaching as a job continues to be neglected, as 'teachers' working hours, the number of pupils, their difficulties and differences', difficulties, relationships with colleagues, management control, bureaucracy are not taken into account (p. 24).

According to Giroux (2003), teaching is intellectual work and not purely instrumental or technical, since teachers are professionals who should be transformers and not just reproducers of society. Being a transformer implies dialogue and collective reflection, in order to understand the needs of the school community. Giroux (2003, p. 1) states that current educational changes represent both a threat and a challenge:

The threat comes in the form of a series of educational reforms that show little confidence in the ability of public school teachers to provide intellectual and moral leadership for our country's youth. For example, many of the recommendations resulting from the current debate ignore the role that teachers play in preparing learners to be active and critical citizens, or even suggest reforms that ignore the intelligence, judgement and experience that teachers could offer in such a debate.

As for the challenges, Giroux (2003) points out that political and ideological issues do not favour collective reflections, as evidenced by D1 and D2's arguments about the impossibility of all teachers participating in training meetings. This prevents them from engaging in self-criticism and from defending schools as "essential institutions for the maintenance and development of a democracy, also defending teachers as transformative intellectuals who combine reflection and practice" (p. 2).

We believe that for the school to be a space for transformation, it is crucial to produce interactions between the university and the basic school, in which academic knowledge is articulated with the knowledge of everyday teaching practice, in a perspective of continuous training, action and research. In view of this, Manager C is concerned about the distance between universities and primary schools, as he pointed out:

Another important point that we also need to re-evaluate is teacher training per se. What makes us think that universities need to get closer to education systems and understand more about how things happen in schools on a day-to-day basis. This approach is crucial for results in the classroom, but it also has an impact on methodological issues, planning and traditional assessments (Manager C).

Manager C's arguments highlight the need for effective interactions between universities and schools, not as a way of transmitting the knowledge produced in academia, but as a dialogical process, in which the subject does not invade or manipulate, but rather strives for the constant transformation of reality (Freire, 2017). The author argues that dialogue implies basic respect between subjects, since dialogical interlocutors not only preserve their identity, but defend it so they grow together.

The isolation of teachers in their disciplinary context reinforces the mere transmission of knowledge and allows others to define what and how to teach, without taking into account the reason for teaching one content over another. Likewise, the university, far removed from practice, cannot continue to dictate what should be developed in a reality as complex and unique as school.

Manager C also questions the quality of training, especially with regard to distance learning courses (EaD):

It is well known that there are numerous degree courses offered in the distance-learning format, and some of them do not advocate quality. This concerns us greatly. There are cases of professionals coming from these backgrounds who have difficulty when it comes to writing, preparing lessons or who have serious problems with specific knowledge of the area in which they trained (Manager C).

Manager C's concern is in line with the recommendations of the Education Development Plan, which establishes the goal of 'training practising teachers through the implementation of in-service training programmes linked to higher education institutions and technical and financial cooperation from the Federal Government and the States' (Brasil, 2009, p. 20).

Initial training should preferably take place in person and may, exceptionally, be provided via distance learning for practicing education professionals when there are no face-to-face courses available. The provision of distance learning courses, however, 'must be developed under strict regulation, monitoring and evaluation' (Brasil, 2010, p. 85).

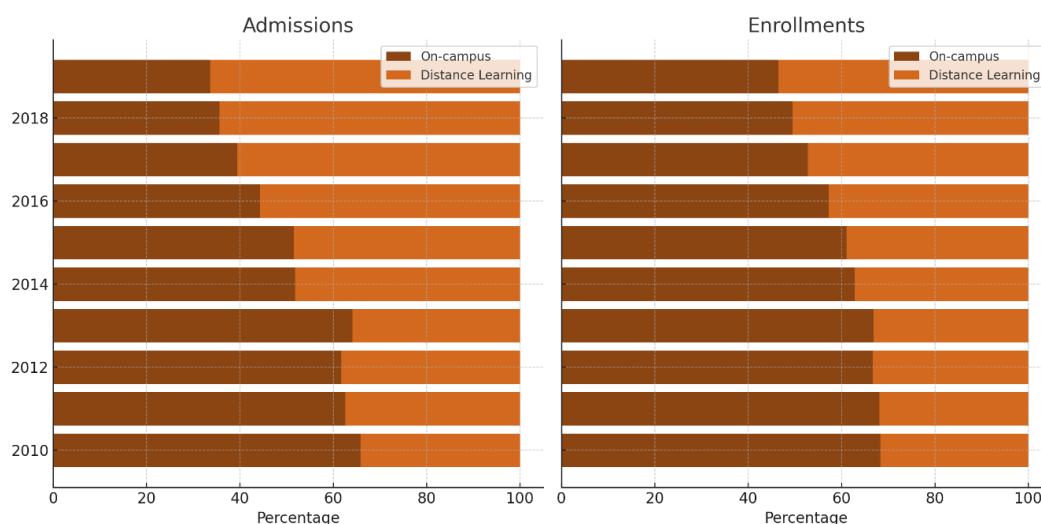
The Brazilian Yearbook of Basic Education states that:

An analysis of teacher training courses in Brazil shows the significant growth of distance learning in recent years. In 2019, out of 1.6 million enrolments in teaching courses, 866,600 were distance learning - 88.7% in the private sector. In Pedagogy courses in the private sector, three quarters of enrolled students study remotely. The growth of this type of offer raises important questions about the quality of training for future teachers, a chronic problem in Brazilian education. While it is positive that enrolment in teacher training courses has grown by more than 20 per cent in the last ten years, it is necessary to consider the urgency of evaluation and monitoring policies to ensure the quality of such training (Brasil, 2021, p. 106).

The document shows that 66.4 per cent of entries for teacher training have been in the distance learning mode, with a progressive

increase in the number of entries and enrolments in this mode, as seen in Figure 1 below.

Figure 1 – Percentage of enrolments and admissions to higher education teaching courses by modality – 2010-2019



Source: Brazil (2021, p. 107).

The problem with distance learning lies in the presence of numerous courses offered by private institutions that are solely profit-driven. In this case, how do university and school interact? How are these courses assessed? Undoubtedly, in the technological age we cannot fail to pay attention to these possibilities, as long as the minimum quality standards for good initial training remain in place.

Likewise, we need to consider that initial training is a basic stage in the training process when starting out in the profession; however, teaching requires an ongoing training process. In this regard, the directors also pointed out problems related to how well the topics covered in continuing training were presented, especially with regard to the lack of contextualisation and connection between them, as highlighted by D1 and D2:

There's no pathway, they're isolated issues. The last training course, for example, was on Design Thinking. The one before that was on the need to change the curriculum. Although we can make connections between the two, it's hard to understand the point they are trying to make. Most training courses do not have a dialogue, but YouTube videos and a summary. There is a lack of planning to consider the situation of teachers. For instance, what they know and how we try to consider what they know with our students so as to introduce new knowledge; this does not happen (Manager D1).

As an undergraduate, I read various authors, such as the one on identity documents and Sacristán. In these trainings and in the materials they send us by e-mail, there's no reference to what we saw in the trainings. [...] There's no connection, at least not directly with our work so far. Most of the time, 1 hour of these training

sessions is to calm down the teachers, who often don't see this connection (Manager D2).

Manager D2 shows the importance of a theoretical education, as pointed out in Silva's study (2019), which encourages us to think of a curriculum as a space, trajectory, path and power relationship. Silva (2019, p. 150) makes us reflect on the different theories of curriculum and their implications for the training we want to defend, since, for the author, the 'curriculum is a text, discourse, document. The curriculum is an identity document'. In the same vein, Sacristán (2017) argues that the curriculum is a sphere of interaction in which various processes intersect to give it practical and real meaning. The author states that 'problems of the general education of the citizen cannot be reduced to the sum of the problems specific to each area or subject, without questioning and giving meaning to the curriculum as a whole to express a coherent educational project' (Sacristán, 2017, p. 30).

We agree with Manager D2 when he mentions theoretical discussions, as they enable subjects to broaden their points of view for contextualised action, offering perspectives for analysis and reflections on teaching. Pimenta and Franco (2008, p. 607) agree that:

Theoretical-propositional knowledge is linked to practical knowledge, simultaneously giving it new meaning and being, in turn, re-signified. Thus, the role of theory is to offer teachers analytical perspectives to understand the historical, social, cultural, organisational and professional contexts in which their teaching activity takes place, in order to intervene and transform them.

As for the isolation of the themes highlighted by D1, Morin (2015, p. 107) teaches that the compartmentalisation of knowledge disconnected from reality prevents global perception, because the 'conditions of any relevant knowledge are precisely contextualisation, globalisation'. The author argues that the problems have increased with the proliferation of knowledge, but that 'fragmented knowledge' only serves technical purposes. They cannot be combined to nourish a way of thinking capable of considering the human situation at the heart of life, on earth, in the world, and of facing the great challenges of our time' (Morin, 2003, p. 13). In this aspect, Manager C also points out his concerns:

I don't think the four-day training period is interesting. Training should be systemic, organised and not fragmented, each month a subject, disconnected from reality. Even though the central theme was a Referencial Curricular from Rio Grande do Sul, in my perception, the 'D' day didn't have a well-defined purpose. An example of this is the fact that the last 'D' day was organised entirely by the Coordination Office. There was a switch in the Secretariat's pedagogical director and the substitute director had a different understanding of the proposal, but as the agenda had already been set, we decided to use the four days for other demands. [...]. Continuing education is the way to improve the quality of education (Manager C).

Continuing education faces challenges both in its organisation and planning, mainly due to the imposition of themes without the creation of spaces for dialogue. In addition, there is lack of commit-

ment by some teachers due to a number of factors: high workloads, devaluation of the career and low affinity with the profession, among other aspects favouring demotivation. Workload and low salaries are factors that directly affect the quality of teacher training. Comparing the Brazilian reality with that of Finland, a benchmark country in basic education, there is a substantial difference: while in Brazil the average teacher's workload is 47.7 hours a week, in Finland the average is 38.6 hours, according to research by Bühler and Ignácio (2020). Another important factor is professional development. According to the authors, the annual starting salary for a secondary school teacher in Finland is around 40,000 dollars, while in Brazil it comes to roughly 13,000 dollars; this reflects the discrepancy in the valorisation of the profession between both countries.

Manager C stresses:

One of the big challenges is with continuing education. Some teachers finish their teacher training and think that they are ready and do not need to study any more. We received a report in 2015 evaluating the continuing training carried out under the previous administration. The report highlighted a number of points reported by teachers which included: training time, travelling to other municipalities, the repetition of the theme by lecturers, with lots of theory and little practice. Through the Moodle platform, we created training for teachers in the different areas. We realised teachers did a lot of activities remotely, but few of them took part in face-to-face meetings. We work a lot with BNCC issues in our region. In 2019, we opted for 100% distance learning and eliminated the face-to-face assessment. With the Moodle platform, we had 80% participation. Each school had a coordinating teacher, who tried to motivate other teachers to take part in the training (Manager C).

The effective participation of teachers in drafting curriculum proposals is one of the fundamental conditions for quality education. Just as teachers need to be valued and seen as critical intellectuals, they also need to commit to constantly transforming reality, as stated by Manager C:

I realise that the schools which take training seriously, grow a lot and have a big impact on the IDEB external evaluations. In addition to the coordinator's training, which is mandated, the schools also organise their own training. They have the autonomy to organise their own training days [...]. The training is carried out by the qualified pedagogical centre team, and it seems today we have all the areas of knowledge within the pedagogical centre. This is important so that we have a specific look at each area (Manager C).

Without a doubt, advances in the quality of education can only occur with the effective participation of teachers in groups with colleagues and more experienced people. What is needed is critical, emancipatory training in which teachers can collectively reflect on pedagogical practices, their class and their students in terms of uniqueness. The reflective teacher is able to teach in unique, unstable, uncertain situations, full of conflicts and dilemmas that characterise teaching as a social practice in historically situated contexts. (Pimenta, 2002).

Zeichner (1993) points out that, initially, the reflective teacher concept was characterised as a movement against this view of the

teacher as a technician who simply passively applies what others produce. The term implies the recognition that the teacher is a professional who must play an active role, both in formulating the objectives of their work and the means by which they should be used. The reflective teacher has the ability to adopt theories that illuminate day-to-day school life, which means being able to produce knowledge. School knowledge is not just the sole preserve of universities. There are numerous challenges to building reflective training spaces, according to the arguments of D1 and D2:

In CRE training courses, teachers have to register, and there are often time clashes, which means teachers are unable to participate. Also, many of the Saturdays on which we would have school training were used to make up for D days. This is a bad thing, considering that the BNCC includes various new contents and ways of teaching, such as the basic concepts of a programming language for working with algorithms. I didn't have this as an undergraduate and I don't think any of my colleagues did. We have to hurry and train ourselves without the financial and physical support of the state (Manager D1).

We don't have space in the calendar, the days that we should [...] be organising training have already been taken up with D-Day and its YouTube videos, but even so, we have the problem that schools don't have the budget to pay for training. This makes it difficult, because how are we going to ask someone to work for free on a Saturday? We usually ask a teacher who has a Master's degree, or who we know is continuing his or her studies. Not to mention that one shift does not qualify us to leave knowing enough to teach a class on something new. That's where we come back to what we were saying about the gap between formations. I think that the schedule and model adopted by the MEC this year is imposing a certain rush in the creation of curricula. Putting together state curricula without including teachers who need to know the Base, in my opinion, is like putting new clothes in the garbage can. It does not work. We should have more time for a more in-depth knowledge and training project (Manager D2).

Managers' arguments highlight the importance of the teachers' effective participation in training processes. If educational reforms are planned without creating the conditions for dialogue in collective spaces between different areas of knowledge, they will have little influence on the quality of education even if they represent the best reform.

Tardif and Lessard (2007, p. 48) state that the organisation of school work is a social construction 'arising from the activities of a large number of individual and collective actors'. It is therefore through the interactions of the people who work in the school institution that its organisation is structured, considering its conflicts and tensions.

Pimenta (2002) also emphasises that there are discourses advocating critical education with the capacity to transform social reality, but the organisation of schools and teaching work has not contributed to meeting these goals, as expressed in the managers' arguments in relation to the BNCC. That's why it's necessary to understand how teachers can participate in interaction processes that take into account their interests, with reflections that try to deal with conflicts experienced at school, and that contribute to the construction of a dem-

ocratic and emancipatory training process that helps to tackle inequalities. To overcome these issues, managers D1 and D2 suggest alternative ways of organising training courses:

Firstly, set up a training plan, as if it were a course, with learning objectives and goals. Secondly, allocate resources for teachers to spend time on it. The reformulation is something extraordinary, we need funding. Teachers in the private, municipal and state networks often work 60 hours. Without being paid, they won't give up this time, especially with a teacher's salary (Manager D1).

I think it would be interesting to use universities, to make an agreement between institutions. Others, like you, have already carried out research at the school this year on the BNCC, but they always check, but they don't bring much to the school, at least not effectively as a Graduate. Of course I know the limitations of time and human resources, but it's something extraordinary. There is no point in the government spending money on private institutions to carry out these training courses if they do not open up space for doubts, let alone dialogue (Manager D2).

The articulation of knowledge produced at and with the university, in a collaborative partnership, allows for significant advances in teaching practices. This is because, on the one hand, practice does not address the real complex issues that teachers face in their daily classroom routines, and on the other hand, theory, which is far from school reality, also does not meet real demands (Boff, Del Pino, 2018). Although primary school teachers have theoretical foundations, their job often does not allow them to delve into modern subjects at the speed needed to face contemporary challenges. The collective thus contributes to the production of shared knowledge through dialogue and interchange between theoretical knowledge and everyday classroom practice. At the same time, it enables the redefinition of pedagogical praxis.

Final considerations

The analysis of the managers' speeches shows that the process of training teachers to understand and implement the BNCC in basic education schools took place through tensions, challenges and also possibilities of mobilising teachers for the study. Manager C faces the tension between the State Department of Education, which sends documents to be passed on to schools, and the ways of organising training courses that encourage the participation of all teachers. We identified challenges in the interviewees' arguments regarding the possibilities of triggering a systematic training process that has repercussions on the development of an emancipatory curriculum.

Managers D1 and D2 highlight: the lack of organisation of collective spaces for teacher training; the imposition of changes without reflection on teaching practice; the mismatch between theory and teaching practice; the high workload; the external imposition of the school curriculum. Manager C, on the other hand, comments that it has been possible to develop numerous training moments, but recognises the external imposition to develop themes without prior planning that allows teachers' voices to be valued. Manager C highlights that there is a certain disregard for teaching knowledge, since there

was no time to prepare training courses, in order to encourage collective reflection. It seems that the desire is only to get answers on the tasks sent and thus fulfil the purpose of the training courses.

Although managers have voiced numerous criticisms about a certain rigidity in actions, they recognise the importance of the process in mobilising teachers to understand and implement the Base with quality. We can see from the managers' arguments that the majority of teachers are willing to study, innovate and promote quality teaching. However, they need a favourable environment, with systematic meetings and the possibility of setting up a space for collective reflection within the teacher's workload.

We would also highlight the potential of recognising the need for a guiding document and a National Guideline that indicates the core content all Brazilians should know. However, we would emphasise the importance of taking an in-depth look at Brazil's diversity, which has very different characteristics according to region, as well as the social, economic and cultural needs that have to be considered in order so that the content to be taught produces meaning and significance. In addition, we emphasise the importance of having a state policy and not just government policies. These policies do not allow for progress, since normally every change of government also changes the guidelines for public schools, preventing progress in education.

There is a need to create continuing training environments as state policy, which can take into account the work obligations of teachers, many of whom work in more than one school with a 60-hour workload, which is incompatible with their training needs.

We would also point out that there is a certain mismatch between external determinations and the reality of everyday school life, as already explained in the arguments of the managers who were interviewed, generating insecurity in the development of teaching praxis. We believe that in order to improve the quality of education, it is necessary to prioritise state policies over government policies, in order to produce a national curriculum that systematically promotes the quality of education and the permanent development of teachers. The continuity of these policies ensures that teacher training is aligned with current curricular demands, considering diversity, equity and overcoming social inequalities.

An example of a successful education policy can be seen in countries like Finland, where the state has invested heavily in initial and continuing teacher training, linking the national curriculum to pedagogical practices without disregarding the particularities of each school community. This investment not only raised the quality of education, but also resulted in the country being recognised globally as a benchmark in basic education, with a highly qualified and valued teaching staff.

As for future prospects, we see the importance of strengthening interactions between universities and schools in order to create a

space for dialogue and mutual enrichment between the different levels of training and areas of knowledge.

We understand that the real curriculum needs to be produced by interactions, which aim to understand how the curriculum is configured in relation to pedagogical, political, economic, legislative, social and cultural contexts, as already highlighted by Sacristán (2017). From this point of view, it is possible to maintain a critical perspective on education, identifying inconsistencies and bringing about a change in reality.

Finally, we believe that the BNCC, as a general standard for Brazilian basic education, needs to be understood by all those concerned with education, but the knowledge of teachers and educational institutions cannot be eliminated by leaving realities out, as postulated by the ecology of knowledge.

The curriculum built in schools needs to count on the effective participation of teachers, as they are the ones who interact with their students in search of a critical education That contributes to broadening their understanding of the world and transforming reality, with a view to reducing social inequalities that are so present in the Brazilian population. This is a very important aspect, especially considering the undervaluing of education in the period from 2019 to 2022, when the consequences of the Covid-19 pandemic were also felt.

In order to help overcome the tensions and challenges linked to teacher training, especially in the context of the BNCC, we consider it essential to: expand interactions between university and school; set up collective spaces for ongoing training; promote discussions in and about socially relevant contexts and bring teachers to the centre of the curriculum discourses to be practised by them through problematising dialogue, in line with Paulo Freire's (2017) line of thought.

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