IMPLICATIONS OF BNC-FORMATION FOR THE PUBLIC UNIVERSITY AND TEACHING EDUCATION

IMPLICAÇÕES DA BNC-FORMAÇÃO PARA A UNIVERSIDADE PÚBLICA E FORMAÇÃO DOCENTE

IMPLICACIONES DE LA BNC-FORMACIÓN PARA LA UNIVERSIDAD PÚBLICA Y LA FORMACIÓN DOCENTE

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ABSTRACT: The article analyzes the National Common Base for the Initial Formation of Teachers of Basic Education (BNC-Formation) and its implications for the public university and teacher formation. The methodology favors bibliographic research, with emphasis on theorists who discuss curriculum policy and teacher formation. In the documentary analysis, we have as source the Opinion no. 22/2019/CNE/MEC and Resolution CNE/CP no. 2, of 20 December 2019, which establishes the National Curricular Guidelines for the Initial Formation of Teachers of Basic Education and the National Common Base for the Initial Formation of Teachers of Basic Education. The analysis reveals that teacher formation becomes increasingly instrumental, used to meet the needs of capital. The locus of formation ceases to be the University and becomes the school, the priority space for teaching, research and extension actions.

KEYWORDS: Educational Policy. Curriculum. Teacher Education. University.

RESUMO: O artigo analisa a Base Nacional Comum para a Formação Inicial de Professores da Educação Básica (BNC-Formação) e suas implicações para a universidade pública e formação docente. A metodologia privilegia a pesquisa bibliográfica, com destaque para teóricos que discutem a política curricular e a formação de professores. A análise documental tem como fonte o Parecer MEC/CNE nº 2.167/2019 e a Resolução CNE/CP nº 2, de 20 de dezembro de 2019, que institui as Diretrizes Curriculares Nacionais para a Formação Inicial de Professores da Educação Básica e a Base Nacional Comum para a Formação Inicial de Professores da Educação Básica (BNC-Educação Básica). A análise revela que a formação docente se torna, cada vez mais, instrumental, utilizada com o objetivo

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de atender as necessidades do capital. O lócus da formação deixa de ser a Universidade e passa a ser a escola, o espaço prioritário para as ações de ensino, pesquisa e extensão.

PALAVRAS-CHAVE: Política Educacional. Currículo. Formação Docente. Universidade.

RESUMEN: El artículo analiza la Base Nacional Común para la Formación Inicial de Docentes de Educación Básica (BNC-Formación) y sus implicaciones para la universidad pública y la formación docente. La metodología prioriza la investigación bibliográfica, con énfasis en los teóricos que discuten la política curricular y la formación docente. En el análisis documental, tenemos como fuente el Dictamen nº 22/2019/CNE/MEC y la Resolución CNE / CP nº 2, de 20 de diciembre de 2019, que establece los Lineamientos Curriculares Nacionales para la Formación Inicial de Docentes de Educación Básica y la Base Nacional Común para la Formación Inicial de Docentes de Educación Básica. El análisis revela que la formación docente se vuelve cada vez más instrumental, utilizada para satisfacer las necesidades del capital. El locus de formación deja de ser la Universidad para convertirse en la escuela, espacio prioritario de las acciones de docencia, investigación y extensión.

PALABRAS CLAVE: Política Educativa. Currículo. Formación Docente. Universidad.

Introduction

In the last decades, especially after the 1990s, the Brazilian State started to implement public policies in the different sectors in line with the neoliberal prescription. In the field of Education, there is such a process with (counter) reforms, which have consisted of the approval of resolutions, guidelines, among other documents, under the guidance of multilateral organizations, foundations and business groups. It is a public education management model that, on the one hand, privileges actions that stimulate and benefit the private sector, and on the other, denies rights to the children of the working class, and still imposes on them the profile that the market demands, that is, subjects with skills and competences in order to obtain "the privilege of servitude" (ANTUNES, 2018).

Human formation, in this perspective, is secondary, or simply ignored, to the detriment of the preparation of competitive labor for precarious work, adjusted to the designs of the market. This means that in capitalist society, formation aims to enable the subject that generates profit for big capital. This prescription demands the approval of the National Common Curricular Base (BNCC) for Early Childhood Education and Elementary Education through Resolution CNE/CP no. 2 of the National Education Council (CNE), in 2017, and for High School by Resolution CNE/CP no. 4, in 2018, which imposes changes to the Basic Education curriculum and, therefore, to the curriculum of undergraduate teaching degree

courses. It is a curriculum covered with pedagogical principles in the light of the pedagogy of competences, which, in fact, means a curriculum linked to market perspectives.

To guarantee the implementation of this base, the State/government approved Resolution no. 2/2019, which consists of the reformulation of teaching degree courses and establishes the National Common Base for the Initial Formation of Teachers of Basic Education (BNC-Formation), based on CNE/CP Opinion 22/2019. In the expression of Curado Silva (2020, p. 104), BNC-Formation is the tool to "educate teachers to teach BNCC", that is, it is the strategy to make viable the model of school, education and formation that capitalism contemporary designs.

In this text, the proposal is to discuss BNC-Formation and its implications for teacher formation, and in this perspective, to analyze the conceptions and intentions that guide teacher formation in Brazil, as well as the role and challenge of formative institutions. Such objectives will be guided by the following questions: What conceptions are being pressed in the teacher formation proposed with BNC-formation? What does BNC-Formation represent for teacher formation and formative institutions?

It is a qualitative study of bibliographic and documentary character. In the path of bibliographic research, we have the production in the form of articles and books by authors who have been discussing in the scope of formative policy and curriculum, such as Sacristán (2000) and Dourado (2015). And within the scope of documentary research, we have a specific focus on Resolution CNE/CP no. 2/2019, which defines the National Curricular Guidelines for the Initial Teacher Formation for Basic Education (BNC-Formation). Our analyzes seek support in the interdisciplinary approach, highlighting the current debate on teacher education policy.

The text is structured in two topics, plus this Introduction and the Final Considerations. In the topic that follows, we approach formation in the context of educational reforms, demonstrating the conceptions and intentions that cross and sustain teacher formation in Brazil. The analysis of the second topic focuses on the implications of BNC-Formation for the training of public school teachers and for the public university, which on this basis is no longer the main locus of this formative process.

Teacher formation in educational reforms: conceptions and intentions

Curriculum regulation is part of a broader process that involves the economic, political and cultural relations established in society, but that affects people's lives, interfering in their

way of being, thinking and living, that is, it is a strategy to regulate the subjectivity of the subjects. Therefore, it is important to understand the conceptions of teacher formation implemented in educational reforms, since they serve as a reference for curricular policies aimed at Basic Education. For Sacristán (2000, p. 109, our translation), the State,

[...] when establishing the minimums for the entire educational system or for any of its levels, it fulfills different functions that need to be clarified in order to give this phase of decisions its fair value and analyze the consequences of expressing the prescriptions of the possible forms.

By defining a set of actions aimed at "controlling" the knowledge of teacher formation courses, the State centralizes the power to decide what is pertinent to know and teach in basic education. The relationship between teacher formation and basic education involves a symmetry based on the curriculum. Therefore, changes in the basic education curriculum also have repercussions on teacher formation courses, precisely because this is a channel in which the curriculum can model the type of rationality to be practiced in the school space (SACRISTÁN, 2000).

The policy of teacher formation is not a peaceful issue, since different institutions and associations have positioned themselves on the conceptions of formation implemented by the Ministry of Education (MEC). The leading role of the National Association for the Formation of Education Professionals (ANFOPE), the National Association of Postgraduate Studies and Research in Education (ANPED), the National Association of Education Policy and Administration (ANPAE), among others that "[...] elected as a fundamental task the defense of the formation and the valuation of basic education professionals, guided by a "dialectical educational paradigm" (ARAÚJO; BRZEZINSKI; DE SÁ, 2020, p. 3, our translation).

In the 1990s, MEC defended formation based, above all, on technical rationality, on "knowing how to do" and on "pedagogy of competences". This concept of formation is linked to the requirements of multilateral financial organizations and the new configurations of the globalized world. The concept of "curricular organization" based on the pedagogy of competences is presented as capable of instructing teachers to face learning problems. Therefore, the focus on socially useful knowledge, capable of mobilizing skills that generate competences, becomes central to the curricular reforms implemented by MEC in this period.

In addition to the pedagogy of competences, MEC also argued that teacher formation for basic education should take place, primarily, in higher education institutes, as it considers the courses offered at academic universities, therefore, not adequate to the concept of teacher formation advocated by the MEC. ANFOPE, opposing MEC proposal, defended that teacher

formation should take place at Universities "[...] as a way to ensure the articulation between teaching, research and extension; quality continuing education socially referenced, as the right of the education professional" (ARAÚJO; BRZEZINSKI; DE SÁ, 2020, p. 4, our translation).

In 2002, Resolution CNE/CP no. 1, of 18 of February, was enacted, which instituted the National Curricular Guidelines for the Formation of Teachers of Basic Education, in higher education, teaching degree course, full graduation. This Resolution is part of a set of guidelines that started to be published in 2002 for undergraduate courses. The conception of professional formation in force in the 1990s assumed centrality in this Resolution, thus favoring a professionalization associated with the idea of "competence". This meant that the requirement of a "[...] worker must have a more generic and broader knowledge, allowing him to adapt to different tasks in a broader field of action" (FACCI, 2004, p. 37, our translation).

In 2012, Resolution CNE/CP no. 1, of 30 May 2012, was approved, which established the National Guidelines for Education in Human Rights (DNEDH) to be observed by the education systems and their institutions. The mentioned Resolution advises that human rights education be a compulsory curricular component in the initial and continuing formation of all education professionals. According to Dourado (2015, p. 305-306, our translation),

11. Education in and for human rights is a fundamental right constituting a part of the right to education and, also, a mediation to effect the set of human rights recognized by the Brazilian State in its legal system and by the countries that fight for the strengthening of the democracy; in addition, human rights education is a strategic necessity in the formation of teaching professionals and in educational action in line with the National Guidelines for Education in Human Rights.

For this reason, education in human rights requires academic formation based on democratic principles and the development of political, social, cultural, ethnic and environmental awareness that values the daily exercise of citizenship. The forms of insertion of the human rights education theme in the organization of basic education curricula and in initial and continuing teacher formation courses, as established in article 7 of Resolution CNE/CP no. 1, of 2012, should be:

I - through transversality, through themes related to Human Rights and treated in an interdisciplinary way; II - as a specific content of one of the subjects already existing in the school curriculum; III - in a mixed way, that is, combining transversality and disciplinarity (BRASIL, 2012, our translation).

We analyze that the resolution considers that human rights education can be offered in a transversal, interdisciplinary, disciplinary and mixed way (transversal and disciplinary), however, it is up to the institutions to define the form of curricular organization of education in human rights in basic and higher education.

In 2012, CNE/CP Resolution 2 of 15 June 2012 was also approved, which establishes the National Curriculum Guidelines for Environmental Education to be observed by the Basic Education and Higher Education teaching systems. This Resolution recognizes the need to guide environmental education in the initial and continuing formation of teachers in Basic Education. This urgency is linked to the need to strengthen citizenship, solidarity, respect for human rights and in defense of the environment, as noted in Art. 2 of that Resolution.

> Art. 2 Environmental Education is a dimension of education, it is an intentional activity of social practice, which should give to individual development a social character in its relationship with nature and with other human beings, aiming to enhance this human activity with the purpose of make it full of social practice and environmental ethics (BRASIL, 2012, our translation).

The inclusion of environmental education in the curriculum of initial and continuing teacher formation is necessary and urgent, as we are living in a political, economic and social reality that has been building the basis for a disorderly exploitation of our natural wealth, linked to the weakening of the inspection agencies, as an example, the Brazilian Institute of the Environment and Renewable Natural Resources (IBAMA, Portuguese initials) and the Chico Mendes Institute for Biodiversity Conservation (ICMBio, Portuguese initials), in addition to reducing the participation of civil society in social control organizations through the extinction of organs collegiate bodies that were part of the structure of the Ministry of the Environment (MMA, Portuguese initials) through Decree No. 9,759, of 11 April 2019.

Mobilizing technological resources to resize our view of the environment reveals a new development perspective that, therefore, will directly affect the conception of the environment, so there is a need to promote in the initial and continuing education of teachers the inclusion of environmental education principles and objectives, so that teachers can act critically and purposefully in defense of socio-environmental equity and in the conservation of the natural and cultural environment.

In 2015, Resolution CNE/CP no. 2/2015 was approved for initial formation at higher level (teaching degree courses, pedagogical formation courses for graduates and second teaching degree courses) and for continuing formation. In this Resolution, there is a proposal for initial and continued teacher formation in an articulated way, aiming to guarantee the continuity of the teacher formation process through a State policy. The aforementioned Resolution proposes the organization of the curriculum for teacher formation courses in three study centers, namely: general formation center, study deepening and diversification center and integrative study center, as determined by art. 12 of this Resolution.

Art. 12. The initial formation courses, respecting the national diversity and the pedagogical autonomy of the institutions, will consist of the following groups: I - group of studies of general formation, of the specific and interdisciplinary areas, and of the educational field, its foundations and methodologies, and the different educational realities, [...];

II - nucleus for deepening and diversifying studies in the areas of professional activity, including specific and pedagogical content, prioritized by the institutions' pedagogical project, in line with the teaching systems, which, given the social demands, will provide opportunities, among other possibilities [...];

III - core of integrative studies for curriculum enrichment [...]. (BRASIL, 2015, our translation).

The study centers are mobilizing axes of knowledge that can be worked in a disciplinary and interdisciplinary way, and allow the construction of Pedagogical Projects of the Courses (PPC) based on the deepening of knowledge on the fundamentals of education, public policies and education management, as stated in art. 14 paragraph 2 of CNE/CP Resolution No. 2/2015: "[...] human rights, ethnic-racial, gender, sexual, religious, generational range, Brazilian Sign Language (Libras), special education and rights educational activities of adolescents and young people in compliance with socio-educational measures" (BRASIL, 2015, our translation).

Resolution CNE/CP no. 2/2015 presents interdisciplinarity as a principle of curricular organization. According to Luck (1994, p. 59-60, our translation), interdisciplinarity aims to "[...] overcome the restricted view of the world and understand the complexity of reality, at the same time rescuing the centrality of man in reality and in the production of knowledge [...]". Interdisciplinarity presents itself as an important tactic to overcome the fragmentation of knowledge distributed in disciplinary fields. However, as learned from Luck (1994, p. 64), it requires the involvement of educators and an integrated work between disciplines and with reality, in view of "[...] an integral formation of students, so that they can critically exercise citizenship, through a global view of the world and be able to face the complex, wide and global problems of the current reality".

Interdisciplinarity presupposes a commitment to work collectively, through dialogue between different areas of knowledge. This means that interdisciplinarity aims to expand disciplinary knowledge through the interconnection of different knowledges. This interaction expands and enables the creation of new knowledge and new learning, so it is important to break the barriers that separate disciplinary knowledge, because in the concrete social reality

there are no divisions between knowledge - all are part of the social totality. Hence the importance of interdisciplinarity as an organizational and methodological strategy in the curricula of teacher formation courses to overcome the fragmentation of knowledge, the barriers built around academic disciplines, as well as hierarchies and disciplinary isolation.

In 2019, in the first year of Government of Jair Messias Bolsonaro (2019 - current), was sanctioned the Resolution CNE/CP no. 2, of 20 December 2019, which defines the National Curriculum Guidelines for the Initial Formation of Teachers for Basic Education and institutes the National Common Base for the Initial Formation of Teachers of Basic Education (BNC-Formation). Many colleges and institutes were still in the process of preparing their PPCs when Resolution CNE/CP No. 2/2015 was revoked. This easing in the promulgation of a new Resolution is justified by the need to rethink the concept of teacher formation. In this new political scenario, the pedagogy of competences gains centrality, becoming the structuring axis of the curriculum for teacher formation courses.

BNC-Formation and the implications for teacher education and the public university

It is observed that the latest educational reforms have shown a historic turn towards the interests of capital. In fact, a systemic and complex set of actions, policies and discourses has been configured that feed back in the light of the precepts of big capital and its neoliberal philosophy, which have targeted education, public schools and teachers, to strengthen the pedagogy of capital. One of the actions, in the current conjuncture, which points in this direction, is BNC-Formation, created to "train teachers" (CURADO SILVA, 2020), and, thus, materialize the BNCC, which, in practice, means to control teacher formation and, consequently, teaching and public schools.

Some clues, to understand this fact, can be observed in Opinion CNE/CP no. 22/2019. This document emphasizes that

The BNCC of Basic Education has ten general skills that should be developed by students, based on the principle of Integral Education, which favors the full development of people. These competencies establish a paradigm that cannot be different for teacher formation (BRASIL, 2019, p. 15, our translation).

The Opinion in question makes it clear that teacher formation must be based on a set of competences predetermined by the BNCC. Competence is defined by this base as "[...] the mobilization of knowledge (concepts and procedures), skills (practical, cognitive and socioemotional), attitudes and values to solve complex demands of everyday life, full exercise of

citizenship and the world of work" (BRASIL, 2017, p. 8, our translation). Competences are, in fact, defined as a condition to guarantee the rights and learning objectives and the development of the subject, established on such basis, as observed in Resolution CNE/CP no. 02/2019, in its Art. 2 and 3:

Art. 2 Teacher formation presupposes the development, by the teaching degree student, of the general skills provided for in BNCC-Basic Education, as well as the essential learning to be guaranteed to students, regarding the intellectual, physical, cultural, social and emotional aspects of their formation, having as perspective the full development of people, aiming at Integral Education.

Art. 3 Based on the same principles of general competencies established by the BNCC, the teaching degree student is required to develop the corresponding general teaching competencies.

Single paragraph. The general teaching skills, as well as the specific skills and the skills corresponding to them, indicated in the Annex that integrates this Resolution, make up the BNC-Formation (BRASIL, 2019, our translation).

In these two articles, there is an outline of a concept of teacher formation, which aims to determine the domain of competences and skills, aligned with practical performance. Curado Silva (2020, p. 108) argues that within this model "[...] the teacher becomes an instrument for transmitting the content and the student's formation is geared towards the world of work, centered on essential learning". This means that competences are not mere prescriptions of content, but, mainly, prescriptions of actions to be trained and executed by the "new teacher" formed by BNC-Formation.

What is at stake in this scenario is the formation of the class that lives off work, subjects that in the eyes of capital must have the function of meeting their agenda. Therefore, education for the working class does not need to be based on the knowledge necessary for citizen formation, but on knowledge that prepares them for the job market, underemployment, intermittent work and precarious work (ANTUNES, 2018). For these subjects, there is no need for an education that envisions social transformation or the questioning of the *status quo*, nor teachers with formation that allows a critical position in the face of social injustices.

Reading CNE/CP Opinion no. 22/2019 and Resolution CNE/CP no. 02/2019 suggests that we are facing a paradigm that centralizes teacher formation and performance to an epistemology of practice, thus prevailing know-how as a structuring element of formation. In this way, there is an empty formation of theory with a focus on competences, which, in this case, is composed of three dimensions: professional knowledge, professional practice and professional engagement, as seen in Art. 4, paragraphs 1, 2 and 3, of this Resolution:

- § 1 The specific skills of the professional knowledge dimension are as follows: I to master the objects of knowledge and to know how to teach them; II demonstrate knowledge about students and how they learn; III recognize students' life contexts; and IV know the structure and governance of educational systems.
- § 2 The specific competencies of the professional practice dimension are composed of the following actions: I plan teaching actions that result in effective learning; II create and know how to manage learning environments; III evaluate the student's development, learning and the teaching; and IV to conduct the pedagogical practices of the objects of knowledge, competences and abilities.
- § 3 The specific skills of the professional engagement dimension can be described as follows: I commit to one's own professional development; II commit to students' learning and put into practice the principle that everyone is capable of learning; III participate in the School's Pedagogical Project and in the construction of democratic values; and IV engaging professionally, with families and with the community, aiming to improve the school environment (BRASI, 2019, p. 3, our translation).

Such teaching competencies accompany, as established in the attached document to the aforementioned Resolution, called BNC-Formation, a set of skills formatted to concretize teaching performance. Thus, there is a policy of teacher formation that implies control and regulation of what the teacher must know and teach, thus referring the formation to the plastering of predefined knowledge, an act that injures the teaching autonomy and ignores the teacher as a thinking being, as well as reducing the possibility of critical work. The teaching work is, in fact, secondary and based on results that should be demonstrated by students in standardized assessments. Also, other dimensions of teacher education are not considered, such as a living wage, working conditions, career, continuing education, among others. Hence, in these terms, we understand teaching work as potentially generating the most value (ANTUNES, 2018; CURADO SILVA, 2020).

This "new" formative model based on BNC-Formation goes back, in fact, to technical education, or more precisely to Escola Nova pedagogy, presented, however, within a new guise, but with the same purpose, the teaching that privileges the "learn to learn", emphasizing practice to the detriment of theoretical and human conceptions. Within this new format, universities must adapt and develop teaching in their projects so that the formation provided to their graduates is in accordance with what is recommended by Resolution CNE / CP No. 2/2019 and its annex BNC-Formation. In other words, universities should follow the predetermined prescription so that future teachers, when they enter schools, are ready to develop practical know-how in their students, focusing on the job market since Basic Education.

Nóvoa (2017) states that to advance in university professional formation, a new institutional place is needed, which must be "strongly anchored in the university, but it must be a 'hybrid place' of meeting and joining the various realities that configure the teaching field". For this author, it is necessary "[...] to build a new institutional arrangement, within universities, but with strong external links, to take care of teacher formation" (NÓVOA, p. 1114, our translation). However, these external links should not only focus on capital, as proposed by current educational policies.

The proposal to withdraw teacher formation from the scope of universities shows the interest in a light formation, devoid of theory and strongly instrumental. Thus, there is no requirement for formation based on teaching, research and extension as advocated by the public university. It is clear, in the documents that guide this policy, the great interest in meeting the demands of capital, that is why the development of values and critical-reflective thinking are not priorities. In this way, universities should, in their teaching degree courses, prioritize "[...] theoretical knowledge that can be combined with practical activities that stimulate the ability to identify, organize, evaluate the teaching objects of basic education" (MATOS, 2020, p. 8, our translation), using, for this, methodologies, didactic models, skills, consistent with the new social demands focused on capital.

Final considerations

The issues pointed out in this text indicate that BNC-Formation brings new requirements and changes in the modus operandi of the teacher formation policy. It is a policy that shapes a curriculum and a formation based on predetermined skills and abilities. The logic of human capital prevails, which, centering everything on the economy, ignores the material, cultural needs of the subjects, and more, expressly emphasizes the expropriation of teaching knowledge. It constitutes, in fact, a system of control of the formation and teaching performance that corresponds to the dictates of capital.

It was evident that with this teacher formation paradigm designed by the State/government, public universities and the field of teacher formation have a role not to the formation of critical citizens, but workers for the labor market. And for that, critical reflection must be replaced by the logic of "learn to learn". Therefore, we can consider that the challenge for public universities and educators is to resist in the sense of promoting formation that strives for the search for human valorization and emancipation.

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