

## DIALOGANDO SOBRE A BNCC, O CURRÍCULO E A SUA INTERFERÊNCIA PARA A FORMAÇÃO DE PROFESSORES

### *DIÁLOGO SOBRE BNCC, EL CURRÍCULO Y SU INTERFERENCIA PARA FORMACIÓN DE PROFESORES*

### *DIALOGUE ABOUT BNCC, THE CURRICULUM AND ITS INTERFERENCE FOR TEACHER FORMATION*

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**RESUMO:** A BNCC configura-se como proposta curricular que direciona os estados e municípios para a reformulação e ressignificação dos currículos. Nisso está incluído a formação inicial e continuada dos professores da educação básica, uma vez que a LDB (9.394/96) apresenta como categoria de adequação curricular à BNCC. O presente trabalho visa analisar as referências apresentadas na BNCC para a implementação dos novos currículos no que concerne a formação dos professores. Dessa forma, tem-se como problemática: como está sendo construído o diálogo na BNCC entre o currículo e a formação de professores. Metodologicamente trata-se de uma investigação com abordagem qualitativa e do tipo documental. Concluímos que este documento serve de parâmetro para compreendermos como a formação docente é pensada a luz da Base, visto que os profissionais da educação básica serão os protagonistas na dinâmica do currículo dentro da sala de aula.

**PALAVRAS-CHAVE:** Educação. BNCC. Formação de Professores. Currículo.

**RESUMEN:** *El BNCC está configurado como una propuesta curricular que dirige a los estados y municipios a reformular y reformular los planes de estudio. Esto incluye la capacitación inicial y continua de maestros de educación básica, ya que el LDB (9.394 / 96) se presenta como una categoría de adecuación curricular para el BNCC. El presente trabajo tiene como objetivo analizar las referencias presentadas en el BNCC para la implementación de los nuevos planes de estudio con respecto a la formación docente. Por lo tanto, tiene un problema: cómo se está construyendo el diálogo en BNCC entre el plan de estudios y la formación de los docentes. Metodológicamente, esta es una investigación con un enfoque cualitativo y documental. Concluimos que este documento sirve como parámetro para comprender cómo se concibe la formación del profesorado a la luz de la Base, ya que los profesionales de la educación básica serán los protagonistas en la dinámica del currículo dentro del aula.*

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**PALABRAS CLAVE:** *Educación. BNCC. Formación de profesores. Plan de estudios.*

**ABSTRACT:** *The BNCC is configured as a curricular proposal that directs the states and municipalities to reformulate and reframe the curricula. This includes the initial and continuing formation of basic education teachers, since the LDB (9,394/96) presents as a category of curricular adequacy to the BNCC. The present work aims to analyze the references presented in the BNCC for the implementation of the new curricula with regard to teacher formation. Thus, it has as a problem: how the dialogue at BNCC is being built between the curriculum and the formation of teachers. Methodologically, this is a research with a qualitative and documentary approach. We conclude that this document serves as a parameter to understand how teacher education is conceived in the light of the Base, since professionals in basic education will be the protagonists in the dynamics of the curriculum within the classroom.*

**KEYWORDS:** *Education. BNCC. Teacher formation. Curriculum.*

## **Introduction**

According to Dourado (2016), in the historical context of Brazil, professionals in teaching for basic education and their formation are constant targets of disputes of conceptions, because of this, there are numerous initiatives and legal proposals around their formation.

Currently, after approval of the third version of the National Common Curricular Base (BNCC, Portuguese initials) in April 2017, which according to MEC is a document that brings a set of essential learning that all students must develop throughout the stage of basic education, with defined skills and competences to be developed, also composed of the proposal to guide the curricula and political pedagogical projects of all schools in the country, MEC launched in 2018 the proposal of the Common National Base (BNC, Portuguese initials) for the formation of Basic Education teachers. The version, which is being disseminated to civil society, was handed over to the National Education Council (CNE, Portuguese initials), which is responsible for systematizing and analyzing the proposal.

In the field of educational legislation and in accordance with the context in which such reforms are carried out, changes were made to the Law of Guidelines and Bases of Education (LDB 9,394/96) referring to the formation of teachers, at the end of paragraph 8, Art. 62, affirms that “The curricula of teacher formation courses will have as reference the National Common Curricular Base”<sup>4</sup>, according to Law no. 13,415, of 2017 that asserts about educational policies for high school.

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<sup>4</sup> “Os currículos dos cursos de formação de docentes terão por referência a Base Nacional Comum Curricular”

As well as the BNCC for early childhood education and elementary education and also the high school reform law (13,415/2017) foresaw this change in teacher formation curricula to meet the needs and new demands of basic education. For Ball (1994, p. 19) a policy does not start neutrally, for the author it begins with what is evident from the context of influence, “it is where public policy is normally initiated. It is here that interested parties struggle to influence the definition and the social purposes of education, determine what it means to be educated”<sup>5</sup>. And following to the formation of teachers, it is possible to perceive, according to the author, what it means to be a teacher or how this professional will develop his practice to meet the mandates of the Base, a document that presents skills and competences as a focus of development.

In this sense, we realized that the dispute for the formation of teachers to meet the demands of BNCC started in 2017 when the third version was approved, by groups and private institutions looking for a space within the curriculum. On the other hand, we emphasize what Dourado (2016) says about CNE Resolution no. 02/2015, which recognize the prerogatives of autonomy of higher education institutions, DCNs widely discussed, guiding teacher formation. In addition, this resolution represented an intense struggle by scientific entities such as the National Association for the Formation of Education Professionals (ANFOPE), the National Association for Education Policy and Administration (ANPAE) and the National Association for Graduate Studies and Research in Education (ANPEd) around the teaching needs in both initial and continuing formation. Aguiar (2018, p. 18) BNCC is characterized by “privileging specialists and subordinating the dialogue with educational and school communities, in a centralized model of decision making”<sup>6</sup>.

We emphasize that BNCC had a space of great relevance in the process of its construction and development, the “Movement for the National Common Base”, which had the support of institutions such as Leman Foundation, Roberto Marinho Foundation, Ayrton Sena Institute, Natura Institute, Unibanco Institute, Inspirare Institute, Itaú BBA, Cedac Educational Community, Consed, Cenpec, Abave, Maria Cecília Vidigal Foundation, Everyone for Education and Undime. After the approval of BNCC, educational institutions, initial and continuing formation, received a period of two years, since its publication, for the adaptation of curricula to the demands of BNCC.

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<sup>5</sup> “é onde a política pública é normalmente iniciada. É aqui que os partidos interessados lutam para influenciar a definição e os propósitos sociais da educação, determinam o que significa ser educado”

<sup>6</sup> “privilegiar especialistas e subalternizar o diálogo com as comunidades educacionais e escolares, em um modelo centralizador de tomada de decisões”

In this, we can identify the need for changes in the curricula of formation courses for basic education teachers, as well as changes in the curricula of continuing formation programs. The Base document presents, as the first exercise of the collaboration regime, advocating in the effectiveness of the implementation, corrections to what corresponds to the initial and continuing formation.

In April 2019, in São Paulo, the BNCC implementation teams from all states met to discuss continuing teacher formation, plans, possibilities and exchange experiences. Recently, in Brasília, the continuing formation front, organized by the National Council of Education Secretaries (Consed) and the National Union of Municipal Education Directors (Undime), met in a debate on the implementation of the new curricula.

With the Implementation Guide for the National Common Curricular Base/Guidelines for the BNCC implementation process, presented by the Movement for the Base platform, we can view the guidance presented to the State Curriculum Coordination regarding the process of planning and executing the continuing formation. Thus, we intend to analyze the references presented for the implementation of the new curricula with regard to teacher formation, in order to understand how the implementation process should happen in states and municipalities in a collaborative regime.

To fulfill the objective of this study, which is characterized by having a qualitative approach, as we are interpreting the data collected from our investigation (MINAYO, 2013) and the documentary type, due to the need to give visibility and bring the discussion screen the importance to analyze the documents (LUCKE; MARLI, 2013). For the treatment of the collected findings, it was based on the content analysis of Bardin (2011), in particular, the categorical investigation is defined by:

[...] take into account the totality of a “text”, passing it through the classification and census screen, according to the frequency of presence (or absence) of items of meaning. This can be a first step, obeying the principle of objectivity and rationalizing through numbers and percentages an interpretation that, without it, would have to be subject to approval. It is the method of categories, type of drawers or significant rubrics that allow the classification of the elements of meaning constituting the message [...] (BARDIN, 2011, p. 43).<sup>7</sup>

<sup>7</sup> [...] tomar em consideração a totalidade de um “texto”, passando-o pelo crivo da classificação e do recenseamento, segundo a frequência de presença (ou de ausência) de itens de sentido. Isso pode constituir um primeiro passo, obedecendo ao princípio de objetividade e racionalizando por meio de números e percentagem uma interpretação que, sem ela, teria de ser sujeita a aval. É o método das categorias, espécie de gavetas ou rubricas significativas que permitem a classificação dos elementos de significação constitutivos da mensagem [...] (BARDIN, 2011, p. 43).

This type of methodology helps to achieve the results obtained through documentary research. To this end, we will use the BNCC references, guidelines presented by the Movement for the Base and legal documents that support the curriculum implementation proposals, as a way of approaching the objective proposed by this work. We are also anchored in researchers such as Aguiar (2018), Dourado (2018), Apple (2003) to raise the discussion about BNCC and its proposals, so that interpretations receive new meanings, since it is essential to observe the relationship between theory and practice.

In the development of the work, we will discuss the demands demanded at the BNCC on initial and continuing formation, the planning and execution plans of the new curricula, as well as presenting, more specifically, the proposal for the development of continuing education for teachers.

### **BNCC in educational policies and its contribution or fragmentation of teacher formation**

The discussion around the BNCC is an old claim by scientific entities and educational legislation. Historically, this struggle began with the Federal Constitution of 1988, which establishes the minimum content. Then, this discussion on the construction of a base continued in the Law of Guidelines and Bases of National Education (Law no. 9394/1996), specifically, in art. 26 that asserts about

The curricula of early childhood education, basic education and high school must have a common national base, to be complemented, in each education system and in each school establishment, by a diversified part, required by the regional and local characteristics of society, culture, economy and students.<sup>8</sup>

In addition, we cannot fail to mention the National Curricular Guidelines for basic education (Resolution CNE/CP no. 04/2010), the National Curricular Guidelines for Elementary Education of nine years (Resolution CNE/CP no. 7/2010) that provide guidance on the implementation of a foundation. However, in 2016, a process for the elaboration of a National Common Curricular Base (BNCC) was initiated, which culminated in its final version in 2018. This document is directed to the levels of education: early childhood education, elementary education and the BNCC for high school is being prepared. The BNCC of early

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<sup>8</sup> Os currículos da educação infantil, do ensino fundamental e do ensino médio devem ter base nacional comum, a ser complementada, em cada sistema de ensino e em cada estabelecimento escolar, por uma parte diversificada, exigida pelas características regionais e locais da sociedade, da cultura, da economia e dos educandos.

childhood education is characterized by curricular fragmentation in areas and field of knowledge and, what we can observe at other levels of education.

When analyzing the BNCC document, we observe a curricular fragmentation that is exemplified by a division of content by area of knowledge at all levels of education. In addition, we cannot agree with this fragmentation, which we understand by a division in areas of knowledge, since the struggle of scientific entities consists of a teacher education that is based on the unity of theory and practice, a lay and plural formation. In this way, teachers assume the role of working with these contents, but also inserting aspects of Afro-Brazilian culture and indigenous education that must be incorporated into the school space.

### **BNCC and its guidelines for initial and continuing formation of basic education teachers**

In this topic, we will discuss the references directed to the formation of teachers, as well as the guidelines for curricular change to adapt to the demands of the BNCC for municipalities and states.

Regarding formation planning, the DCNs present a solid outlook, given the support that the National Education Plan - PNE (2014-2024) provides. According to Dourado (2015, p. 301):

The goals, especially goals 12,15,16,17 and 18, and their strategies, articulated with the PNE Guidelines, when establishing the constituent and constitutive nexus for educational policies, must be considered in education in general and, in particular, in higher education and, therefore, the basis for the initial and continuing formation of education professionals, aiming at improving this level of education and expanding it.<sup>9</sup>

In view of the consideration around the initial and continuing formation of teachers, BNCC lists in its Resolution CNE no. 2, of December 22, 2017, as we already presented at the beginning of the work, being:

Art. 17. With a view to valuing the teacher and his initial and continuing formation, the rules, curricula of the courses and programs intended for them must conform to the BNCC, pursuant to §8 of Article 61 of the LDB, and be implemented within two years, counted from the publication of the BNCC, in accordance with Art. 11 of Law No. 13,415/2017. § 1 The adequacy of courses and programs aimed at continuing teacher formation can start from the publication of the BNCC. § 2 For the adequacy of the teaching action to the BNCC, the MEC must provide technological tools that provide the relevant

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<sup>9</sup> As metas, especialmente as metas 12,15,16,17 e 18, e suas estratégias, articuladas às Diretrizes do PNE, ao estabelecerem os nexos constituintes e constitutivos para as políticas educacionais, devem ser consideradas na educação em geral e, em particular, na educação superior e, portanto, base para a formação inicial e continuada dos profissionais da educação, objetivando a melhoria desse nível de ensino e sua expansão.

formation, within a period of up to 1 (one) year, to be developed in collaboration with the education systems.<sup>10</sup>

We cannot fail to mention the constant updates that Resolution CNE/CP no. 02/2015 has been undergoing since the year 2017 due to the needs to adapt the curricula of basic education in the face of the guidelines of the BNCC and its learning set. CNE/CP Resolution no. 02/2019, on the other hand, states that the initial formation of teachers must comply with the guidelines of the BNCC. In view of this scenario, we question ourselves about the aspects of diversity that in CNE/CP Resolution 02/2015 is a mandatory element and that with this resolution becomes secondary information.

In view of the proposals presented by the BNCC, the need to implement new curricula in educational institutions demands numerous reformulations, including in the process of teacher formation, as well as higher education institutions are experiencing a process of reformulating their curricula in order that comply with the prerogative established by BNCC and BCN for basic education. However, the federated entities were given the responsibility to prepare their curricular proposal in collaboration.

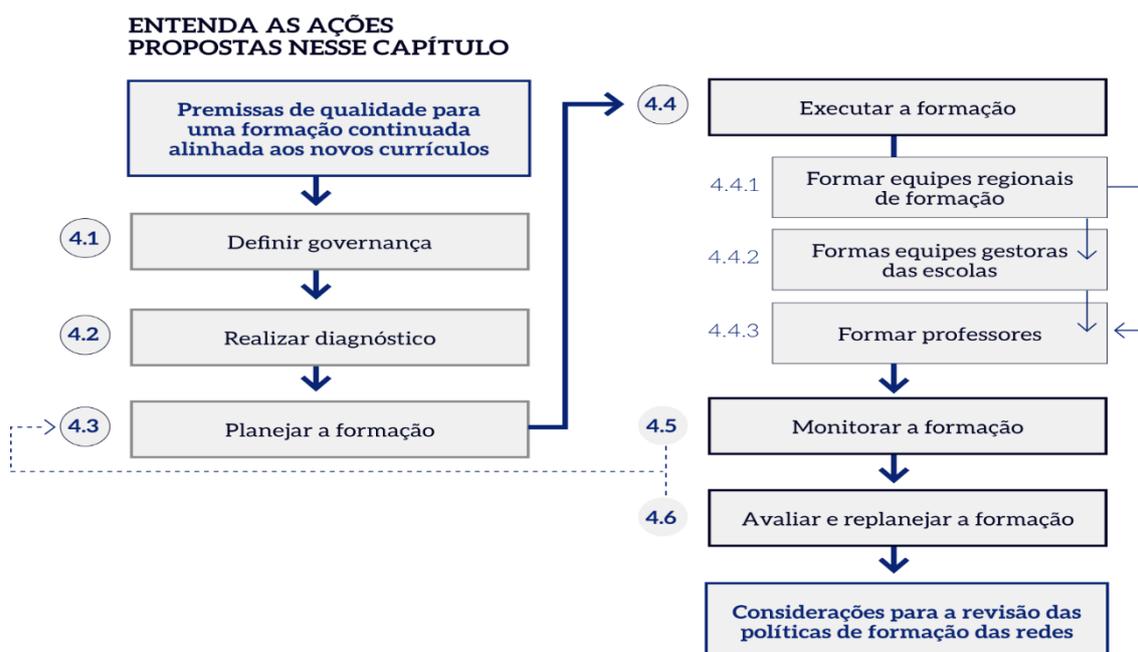
Thus, each state needs to prepare its curriculum proposal, in order to follow the mandatory reference of the BNCC, which deals with public and private schools in Brazil. As previously mentioned, the Implementation Guide of the National Common Curricular Base presents the modeling of the execution and curricular reformulations within the scope of the continuing education of teachers, as well as the division and attributions of specialists. Thus, the structure for follow-up is as follows:

**Figure 1 - Implementation Guide for the National Common Curricular Base (2019)<sup>11</sup>**

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<sup>10</sup> Art. 17. Na perspectiva de valorização do professor e da sua formação inicial e continuada, as normas, os currículos dos cursos e programas a eles destinados devem adequar-se à BNCC, nos termos do §8º do Art. 61 da LDB, devendo ser implementados no prazo de dois anos, contados da publicação da BNCC, de acordo com Art. 11 da Lei nº 13.415/2017. § 1º A adequação dos cursos e programas destinados à formação continuada de professores pode ter início a partir da publicação da BNCC. § 2º Para a adequação da ação docente à BNCC, o MEC deve proporcionar ferramentas tecnológicas que propiciem a formação pertinente, no prazo de até 1 (um) ano, a ser desenvolvida em colaboração com os sistemas de ensino.

<sup>11</sup> We read on the image: Following the order – Understand the actions proposed in this chapter - Quality assumptions for continuing formation in line with new curricula – 4.1. Define governance – 4.2 Realize diagnostic – 4.3. Plan the formation – 4.4. Execute the formation – 4.4.1. Create regional formation teams – 4.4.2. Create school's management teams – 4.4.3. Form teachers – 4.5. Monitor the formation – 4.6. Evaluate and re-plan the formation – Considerations for the revisions of the network formative policies



Source: Brasil (2019).

This is the orientation for states and municipalities to develop continuing formation. We can observe that, when implementing the base, the work with continuing formation has a predominant role. Respecting the mandatory nature of the curriculum, it is necessary to draw attention to some questions about the effectiveness of the proposal.

In this sense, a series of questions hovered during our investigation: how are the states and municipalities promoting continuing formation? How are higher education institutions reformulating their curricula to meet the BNCC? In addition to the requirement, we must observe the applicability of the BNCC and its proposals in line with the reality of public schools in the country, as well as the organicity of teacher formation. Accordingly, the Implementation Guide sets out the suggested schedule for activities:

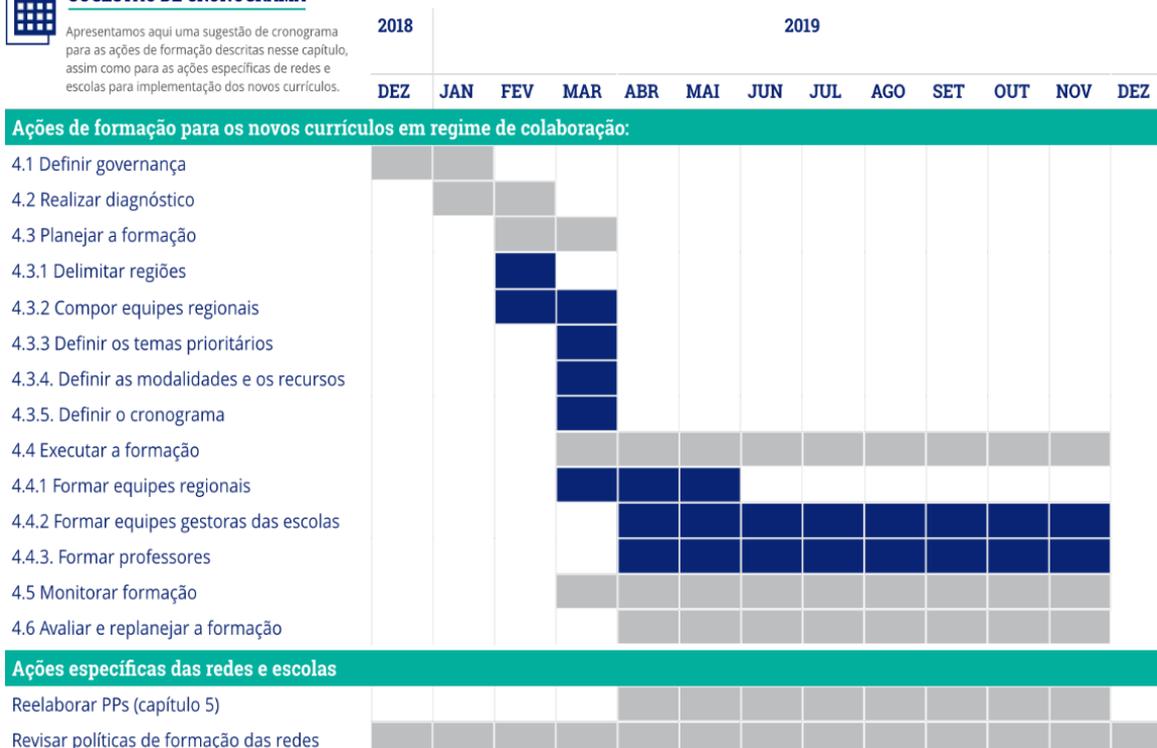
**Figure 2 - Implementation Guide for the National Common Curricular Base<sup>12</sup>**

<sup>12</sup> We read on the image: Schedule Suggestion - Here we present a suggested schedule for specific actions by networks and schools to implement the new curricula – Action of formation for the new curricula in collaboration: - 4.1. Define governance – 4.2. Realize diagnostic – 4.3. Plan the formation – 4.3.2. Create regional teams – 4.3.3. Define priority themes – 4.3.4. Define modalities and resources – 4.3.5. Define schedule - 4.4. Execute the formation – 4.4.1. Create regional formation teams – 4.4.2. Create school’s management teams – 4.4.3. Form teachers – 4.5. Monitor the formation – 4.6. Evaluate and re-plan the formation – Specific action of networks and schools – Rework PPs (Chapter 5) – Review network formation policies.



### SUGESTÃO DE CRONOGRAMA

Apresentamos aqui uma sugestão de cronograma para as ações de formação descritas nesse capítulo, assim como para as ações específicas de redes e escolas para implementação dos novos currículos.



Source: Brasil (2019).

In order to carry out the implementation of the BNCC, the federated entities in a collaborative regime need to walk together with the established deadline, since the teachers are given the responsibility of the practical context regarding the development of the skills and competences defined in the Base as learning requirements. The prerogatives offered by BNCC also trigger challenges for municipalities and states in Brazil, as the concept of curriculum needs to be understood even before a proposal for a curriculum basis.

### The curriculum and the BNCC: a brief discussion

Entering the dialogue between curriculum and BNCC, we talk in this topic about discussions around curriculum concepts, as well as positions regarding the construction and effectuation of the BNCC implementation, highlighting the consistency of the curriculum with the reality of public schools.

BNCC presents in its division, a curricular proposal segmented in skills and competences. However, for Lopes (2017), concerning the curriculum, the BNCC does not discuss the concept of common curriculum or common knowledge, and characterizes as a unit of students, as if all were equal, that the learnings of these students are not significant, nor the work produced by the professionals.

The author also draws attention to another problem:

The intention that all schools follow the same curricular proposal and the same pedagogical orientation with the idea that, with this, the learning goals will be guaranteed, tends to hide the problem that the social inequality associated with education is not due to an intrinsically pedagogical record. If there are inequalities in the education system - and these inequalities exist - this is due to the different investment in the teacher's career and in the working conditions in schools, in the living conditions of families and in the study conditions of male and female students (LOPES, 2018, p. 25).<sup>13</sup>

Thus, we cannot ignore that this curriculum is anchored, in addition to the DCNs, from the PNE (2014-2024) and Resolution CNE/CP no. 2, of 2017. The BNCC meets with the training of teachers, in a perspective to ensure the full development of skills and competences.

This production deals with how initial and continuing formation will be around the demands of the Base, but this adaptation leads us to question whether schools and teaching institutions are prepared in a structural and pedagogical way for the implementation of a curriculum that deals with, in common part, learning sets for all basic education students.

However, some reforms carried out in education, such as the curricular reformulation, BNCC, are carried out by groups of specialists, who are often unaware of the reality of public schools. This leads to even more inquiries. Apple (2003) highlights concerns about educational reforms with a defined quality standard, since this puts the singularities of subjects at school in unity.

To illustrate, the scholar tells his experience at a school in one of the poorest regions, in East Cost - USA, and tells how he perceived the distance between the established quality standard and the reality of the schools. Thus, the author presents the story of Joseph, a boy, whose behavior triggered many difficulties in his learning process, as well as in the relationship with other teachers, having characteristics of insubordination. However, he considered the school year to be a good one, since he often did not emphatically follow the guidelines of the curriculum, nor did the textbooks.

And when telling about the guidelines he received to work at school, Apple (2003) emphasizes a recommendation, he should put students in a circle and then ask them to say

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<sup>13</sup> A pretensão de que todas escolas sigam a mesma proposta curricular e a mesma orientação pedagógica com a ideia de que, com isso, as metas de aprendizagem serão garantidas, tende a ocultar a problemática de que a desigualdade social associada à educação não é decorrente de um registro intrinsecamente pedagógico. Se há desigualdades no sistema educativo - e essas desigualdades existem - isso se deve ao investimento diferenciado na carreira do professor e nas condições de trabalho nas escolas, nas condições de vida das famílias e nas condições de estudo dos alunos e alunas (LOPES, 2018, p. 25).

something. Realizing that this was not possible, not because of an objection to the activity, but because there were not enough desks in the room, as they were broken.

In this perspective, Apple (2003, p. 4) when reporting Joseph's Story, explains that:

Many children had nowhere to sit. That was my first lesson, but certainly not the last - in the sense of understanding that the curriculum and those who plan it lived in the unreal world, a world fundamentally disconnected from my life with those children in that classroom in the city center.<sup>14</sup>

But Joseph showed significant results in his development, resulting in considerable grades. However, he failed to achieve the necessary grades in physical education and arithmetic, even with the advance, the school was forced to fail him, to follow the established rules. Teacher and student knew what it would bring, Joseph gave up studying and the latest news that Apple received was that Joseph was in jail.

With that, we can identify the indispensability of building a possible curriculum with proposals in accordance with the reality of each territory, reality and subjects. For this, the curricula tend to start from the governmental initiative, due to the legal prerogatives on which education is based. Educational reforms need to be in line with the reality of teachers' working conditions, as well as with students' singularities.

However, what makes authors like Adrião and Peroni (2017) stand out, is the relationship between the government sector and business groups in the proposals for public educational policies, given the context in which the base was outlined. The authors also point out that BNCC was a curricular reform that had the coordination of the business sector, in conjunction with the public sector, but that educators and universities did not have a significant contribution. At the beginning of the work, we presented the institutions and foundations that supported the Movement for the National Common Base, as well as offering the panorama for the continuing formation of teachers of basic education.

Thus, we understand the need to emphasize that the curriculum is a field of knowledge that is permeated by power relations (SILVA, 1999), which is exemplified in the role of scientific entities and a strong presence of business sectors (FREITAS, 2018), as stated in previous discussions. Based on this argument, the curricular theme becomes a quicksand that is constantly changing and serves a specific social group. Therefore, teachers must strive for a

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<sup>14</sup> Muitas crianças não tinham onde se sentar. Essa foi minha primeira lição, mas certamente não a última – no sentido de compreender que o currículo e aqueles que o planejam viviam no mundo irreal, um mundo fundamentalmente desconectado de minha vida com aquelas crianças naquela sala de aula do centro da cidade.

critical curriculum that includes the cultural and social aspects of its citizens so that we have critical subjects and their role in society.

### **Final considerations**

Relevant to the exposed during the work, the BNCC is configured as a curricular proposal that directs the states and municipalities for the reformulation and resignification of the curricula. This includes the initial and continuing formation of teachers in basic education, since the LDB presents as a category of curricular adequacy to the BNCC.

However, the questions raised endorse the discussion around the applicability of BNCC, given its course of construction, implementation and curricular orientation by skills and competences. In this, it is necessary to take into account the territorial diversity and the particularities of the learning process of each student. The homogenization of the Base is open to discussion, due to the processes resulting from its implementation and the reality of public schools. We agree that analyzes around the BNCC proposals and their implementation process are essential to provide a framework for education professionals to understand the construction of the curriculum, possible proposals in line with the reality of the school and the students, with the intention to favor continuing formation. And even to accompany the character of educational policy guidelines such as BNCC, which interferes in categories such as assessment, management, planning, learning, initial and continuing formation.

But in addition to this, it is necessary to analyze how the states and municipalities are receiving the recommendations with regard to the initial and continuing formation of basic education teachers in order to meet the demands of the BNCC. This is possible with work proposals with the intention of understanding the disputes of conceptions around initial and continuing formation.

**ACKNOWLEDGMENTS:** CAPES - Coordination for the Improvement of Higher Education Personnel.

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### How to quote this article

SOUZA, Sawana Araújo Lopes; SOUSA, Maraiane Pinto; ARAGÃO, Wilson Honorato. Dialogando sobre a BNCC, o currículo e sua interferência para a formação de professores. **Revista on line de Política e Gestão Educacional**, Araraquara, v. 24, n. 2, p. 412-424, maio/ago., 2020. E-ISSN:1519-9029. DOI: <https://doi.org/10.22633/rpge.v24i2.13536>

**Submitted:** 20/12/2019

**Required revisions:** 18/01/2020

**Approved:** 01/03/2020

**Published:** 09/04/2020