THE IMPLEMENTATION OF BNCC IN A MUNICIPALITY OF ABC PAULISTA FROM THE PERSPECTIVE OF SCHOOL PRINCIPALS

A IMPLEMENTAÇÃO DA BNCC EM UM MUNICÍPIO DO ABC PAULISTA NA PERSPECTIVA DOS GESTORES ESCOLARES

LA IMPLEMENTACIÓN DEL BNCC EN UN MUNICIPIO DEL ABC PAULISTA DESDE LA PERSPECTIVA DE LOS DIRECTIVOS ESCOLARES

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ABSTRACT: This research aimed to analyze the conceptions of school managers about the process of implementing BNCC in Sao Bernardo do Campo. This research has a qualitative approach whose data were obtained through an interview with a semi-structured script with principals from six public schools in this municipality. The testimonies of the directors were analyzed and interpreted from the perspective of content analysis and in the light of the literature on the subject. The results show that the principals are in favor of the BNCC because they understand that it is necessary to have a document to guide the construction of the curricula, but they consider it to be very broad, which can make it difficult to review the pedagogical projects of the schools. Another aspect identified in the research is that teachers are not prepared for the development of general BNCC skills with task represents an additional challenge for school principals.

KEYWORDS: BNCC. School management. Educational policies.

RESUMO: Esta pesquisa teve o objetivo de analisar as concepções dos gestores escolares sobre o processo de implementação da BNCC em São Bernardo do Campo no ABC paulista. Trata-se de uma pesquisa com abordagem qualitativa cujos dados foram obtidos por meio de entrevista, com roteiro semiestruturado, realizada com diretores de seis escolas públicas desse município. Os depoimentos dos diretores foram analisados e interpretados na perspectiva da análise de conteúdo e à luz da literatura que discorre sobre o assunto. Os resultados mostram que os diretores são favoráveis à BNCC por entenderem que é necessário ter um documento para orientar a construção dos currículos, mas consideram-na muito ampla, o que pode dificultar a revisão dos projetos pedagógicos das escolas. Outro aspecto identificado na

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pesquisa é que os professores não estão preparados para o desenvolvimento das competências gerais da BNCC, cuja tarefa representa um desafio a mais para a gestão da escola.


RESUMEN: Esta investigación tuvo como objetivo analizar las concepciones de los administradores escolares sobre el proceso de implementación de la BNCC en São Bernardo do Campo en la región ABC de São Paulo. Se trata de una investigación con enfoque cualitativo cuyos datos fueron obtenidos a través de entrevistas con guión semiestructurado realizadas a directores de seis escuelas públicas de este municipio. Las declaraciones de los directores fueron analizadas e interpretadas desde la perspectiva del análisis de contenido ya la luz de la literatura sobre el tema. Los resultados muestran que los directores están a favor de la BNCC porque entienden que es necesario tener un documento que oriente la construcción de los currículos, pero lo consideran demasiado amplio, lo que puede dificultar la revisión de los proyectos pedagógicos de las escuelas. Otro aspecto identificado en la investigación es que los docentes no están preparados para el desarrollo de las competencias generales de la BNCC, cuya tarea representa un desafío adicional para la gestión de la escuela.

PALABRAS CLAVE: BNCC. Gestión escolar. Políticas educativas.

Introduction

This article is part of a research that analyzed the conceptions of school managers about the implementation process of the National Common Curriculum Base (BNCC) in the Municipal Network of Education from São Bernardo do Campo (SBC), in ABC Paulista, in the scope of Elementary School (EF). Among the reasons that justify its realization is the fact that the BNCC constitutes itself as a normative document for national education, thus changing the intentions of the basic education system, which will most likely bring "implications for school management" (CARVALHÊDO, 2020, p. 1, our translation). It should be noted that there is no intention to discuss, in this text, merits or complicators for national education in the face of the BNCC because it is a posed situation, but rather to understand how this document has been conceived by school managers, as well as influenced their practices. However, we cannot ignore that its drafting process "[...] was marked by political instability, tension and disputes over meanings." (EMILIO; ABDALLA, 2021, p. 705, our translation).

The explanations for the creation of the BNCC are diverse, its supporters assume that it is a centralized curriculum that can mitigate educational inequalities, guaranteeing so-called "learning rights". In a way, this is not a mistake, but to assume that all schools follow the same curriculum in order to ensure learning goals "[...] tends to hide the problem that the social
inequality associated with education is not due to an intrinsically pedagogical record." (LOPES, 2018, p. 25, our translation).

Despite criticism and expectations about this document, the fact is that, after several years of discussions and studies, a normative document appears in the country that seeks to "guarantee the right of essential learning to basic education students" (BRASIL, 2018). Its approval occurred in 2017, having as a priority early childhood education and elementary school and, in 2018, after many criticisms, it was the turn of high school. The document establishes that all educational institutions, whether public or private, reform or elaborate their curricula, pedagogical proposals, teaching materials, evaluations and, mainly, continuing teacher training programs, based on their determinations.

It is worth noting that, in addition to essential learning, the document establishes knowledge, skills and skills as rights to be assimilated and developed by students (BRASIL, 2018). Thus, it is necessary that school management occurs in a more decentralized and democratic way with a view to the development of a work based on the collectivity, developing a flexible planning permeated by positive and innovative actions. The aim of this process is to prioritize the offer of a quality education that provides a consistent and solid learning that provides for the integral education of the student (POTI, 2014). It is expected, therefore, that the manager has a global perception and theoretical knowledge linked to professional practice to conceive and incite changes within the educational institution, becoming an agent of transformation, with awareness and responsibility in decision-making related to actions to be developed in the educational sphere.

Nevertheless, considering the objective of the BNCC, as well as the expectations that are being given to educators, we question whether the managers of public schools understand it and feel prepared to implement it with the teaching staff, in search of ensuring the right of essential learning, thought in all dimensions, curriculum, evaluation process, didactic material and, training, as recommended in the document. Thus, this research aimed to analyze the conceptions of school managers about the implementation process of BNCC in the Municipal Education Network of SBC, in ABC Paulista.
Points and Counterpoints About the Rise of BNCC

The search for quality and equity of education through discussions about the national curriculum is not something new in Brazil, since there have been debates in progress since 1997. Under Fernando Henrique Cardoso (FHC), a reform in education was proposed through the creation of the National Curriculum Parameters (PCN), being the responsibility of the National Council of Education (CNE) its elaboration. However, the collection was not accepted as a normative document, even though it was used for many years as a reference for education throughout the country.

A long period of time has been spent, with the pretext of improving the unsatisfactory results of national education and in order to contribute to the achievement of some goals established by the current National Education Plan (PNE), the BNCC emerged, proposed as a State policy and which, in the case, intends only to achieve some objectives that are already included in the legislation of the country. According to Resolution No. 7 of December 14, 2010, which established the National Curriculum Guidelines (DCN) for elementary school for nine years, it was understood that basic education should produce a Common National Base to be complemented with a diversified part (BRASIL, 2010).

Regarding the contents that should make up the basis, the DCN for elementary school for nine years, in their Art. 12, recommend that:

The contents that make up the common national base and the diversified part originate in scientific disciplines, in the development of languages, in the world of work, in culture and technology, in artistic production, in sports and body activities, in the area of health and also incorporates knowledge such as those that come from the various forms of citizenship exercise, social movements, school culture, teaching experience, students' daily lives. (BRAZIL, 2010, p. 4, our translation).

For Cássio and Catelli (2019), BNCC is, first of all, a policy of curricular centralization, based on large-scale evaluations and a beacon of government programs for the distribution of textbooks. Following his line of reasoning, the author adds that the biggest problem is not found in large-scale educational assessments, because these are reflexes of the school context, enabling the understanding of the reality of public education. The problem of such instruments lies in the inadequate use of their results, considering that the belief that performance and flow indicators (disapproval and evasion) constructed from them would be sufficient as measurers of the quality of teaching (CÁSSIO; CATELLI, 2019, p. 16, our translation).

The BNCC proposes to define the organic and progressive set of essential learning that all students must develop along the stages of Basic Education, having been prepared by a
commission established by the Ministry of Education (MEC), composed of representatives of Universities, mainly from the Federal University of Minas Gerais, also counting on partnerships of groups of private entities, among them the Movement for the Common National Base (MBNC), which represents the interests of companies, foundations and philanthropic institutions, generally financed by the allocation of taxes from large corporations (BRASIL, 2018).

More precisely, the BNCC was prepared by 116 specialists from 35 universities and two Federal Institutes of Education, Science and Technology, under the coordination of the Ministry of Education. It is an extensive document, which establishes thorough knowledge, skills and skills as rights to be learned and developed during basic schooling.

The importance of this policy is to the extent that, as defined in the Law of Guidelines and Bases (LDB), it should guide the curricula of the systems and education networks of the federative units, as well as the pedagogical proposals of public and private schools of Early Childhood Education, Elementary Education and High School throughout Brazil.

The school, besides being a space where countless people interact with defined intentions and responsibilities, becomes the perspective of being a learning environment, whose atmosphere can provide an experience of what one wants as a society: a space of equality, welcoming of diversity, in which knowledge and interpersonal relationships favor insertion and a broad look at what happens in the world. According to the principles of the BNCC, it is in the school context that the formation of attitudes and values takes place (BRASIL, 2018).

However, as previously indicated, a process of resistance began before its publication, led by researchers in the educational field who disagree with the existence of a national curriculum in the country, as well as the political game manifested in this course. Behind these criticisms, among other reasons, is the method chosen for its elaboration, because "The option of construction of the BNCC adopted a verticalized methodology, which was called participatory" (AGUIAR, 2018, p. 15, our translation). Moreover, the idea that the document will eventually generate different constraints in the school and scientific community (CORREA; MORGADO, 2018).

Avelar and Ball (2019), in their article on the new philanthropy state, describe how the State is increasingly influenced by other social actors. In addition, the decision-making processes and deployment systems that used to be implemented, mainly by the State, are increasingly dispersed in complex networks of institutions and non-governmental agencies.

It is proposed, at this moment, an analysis about the role that some non-governmental agencies assume in the educational reforms proposed by the government as is the case of the
Movement for the Common National Curriculum Base, which is one of the creators of the document, also discussing what influences they have on public educational policies. It is worth noting that this Movement has as participants education professionals and members of numerous institutions, being funded by the Lemann Foundation, Natura Institute, Itaú BBA, among other companies. The movement argues that the only way to achieve the offer of a quality education for all, based on equity, will be through a standardization of the curriculum. For this, attention should turn to the importance of building knowledge and acquiring essential skills and values, and should be a perspective implemented in all schools in the country.

Another movement called All for Education! (TPE) was also directly involved in the BNCC preparation process. This movement, in its document Educação Já, produced in 2018, also points out that the proposal to have a basis is not tied to the impoverishment of the curriculum, nor to recommendations with unique approaches for all the educational networks of the country, since it becomes relevant to consider, since schools are at different stages.

Thus, the Federal Government and the movements in favor of offering quality education with equity for all believe in the viability of the guidelines established by BNCC, considering that this document,

[...] by proposing a national reference for the formulation of curricula, it constitutes a unit in diversity, reorienting the work of educational institutions and education systems towards greater articulation. It is, therefore, an important reference of the National Education System (SNE), responsible for the articulation between education systems – the Union, the states, the Federal District and the municipalities – aiming to overcome the fragmentation of public policies, strengthen the collaboration regime and implement the goals and strategies of the PNE. (USP, [n.d.], p. 28, our translation).

Researchers of educational reforms, such as Burgos (2015), are in favor of BNCC. This author justifies his defense from criticism stemming from what is in force in relation to the production of curricula, because, according to him, local autonomy of production ends up preventing all students from having access to the same content. The researcher states that:

[...] flexibility in relation to what should be part of the mandatory minimum of the right to learn prevents all young people from sharing a set of common knowledge, and the result, as we know, is the reproduction of inequality, which is observed, for example, when it is considered that among students aged 15 to 17 who are part of the poorest 20% of the population, no more than 25% are in high school (BURGOS, 2015, p. 25, our translation).
The author also says that BNCC has the real intention of providing all students with access to the minimum necessary contents such as learning and development rights, justifying their defense based on the following statement:

Hence, the best defense of the Base is precisely the concern with school equity, which presupposes that equality and access to learning must start from a clear definition of what everyone should have the right to learn at school, regardless of their social class, their greater or lesser family support, and their place of residence (BURGOS, 2015, p. 25, our translation).

Although the BNCC presents guiding guidelines for education professionals to build their actions seeking to offer quality education to all, it is not possible to mention critical positions from different academic entities, such as: National Association of Graduate Studies and Research in Education (ANPEd) and Brazilian Curriculum Association (ABdC), which denounce the conceptual impoverishment and abandonment or minimization of DCN of the stages of the Basic Education. It should be recorded that the Working Groups (WG): ANPEd's Curriculum and Environmental Education, in mid-October 2015, initiated discussions about the creation of a BNCC, later approving, in an assembly, a Motion which announced that such a document:

It does not contemplate the dimensions of diversity in Brazilian education, which puts at risk of a setback all educational and environmental policy in the country, expressed today in CNE Resolution 2/2012 establishing the Curriculum Guidelines for Environmental Education. The associates affirm their position against the Common National Curriculum Base both for its elaboration methodology and the evident implications in the evaluation processes of teaching learning, in the homogenization of curricular matrices, in teacher education and autonomy (ANPED, 2015, p. 1, our translation).

In this same opportunity, ANPEd, through the Gt Curriculum and with the support of the ABdC, elaborates or a document exposing critical arguments in opposition to the elaboration of the BNCC. These scientific academic entities are opposed to the publication of the BNCC due to numerous aspects:

The BNCC is doctrinal, without scientific and pedagogical bases: a) Transfers responsibility with state education to the teacher and management teams; It has a technical proposal based on technical rationality and emptied of political content [...] meritocratic and business tendency; (b) it is inspired by centralizing curriculum experiences; (c) unification hurts the autonomy of the school .; d) The methodology adopted opted for listening to specialists and silenced other voices: teachers, researchers and students, among others; (e) segmentation into two documents (VEIGA; SILVA, 2018, p. 56, our translation).
From a similar perspective, Mortatti (2015, p. 195) defines the basis as a political piece that "[...] seeks to establish certain protocols of reading by default of evidence", which should be studied, analyzed and criticized. The author warns of failures related to the absence of definitions and basic concepts; the presentation of integrative themes, without explaining criteria of choice and absence of cited authors and texts, bibliographic references; theoretical-conceptual notions.

As Saviani (2016) warns, the function of this document would be just as and only to adjust the functioning of Brazilian education to the parameters of large-scale evaluations, standardized to rank results of Brazilian education. This finding is close to the conception of Avelar and Ball (2019) who mapped the way philanthropy contributed to the new state. Moreover, the group that elaborated the text consists of a network of somewhat worn-out people and organizations, a community of discourses focused on the need for reform (AVELAR; BALL, 2019).

Corroborating this idea, Dourado and Oliveira (2018) also reproduce strong criticisms regarding the elaboration process and true political intentions when developing a BNCC. Among other concerns, they signal that BNCC is centered on "[...] in the regulation and control of the educational system on the work of teachers and schools [...]", ratifies the idea of a single curriculum with respect to prescriptive contents (competencies and skills), has a close link between curriculum and evaluation on a large scale, rescues the technical curriculum approach, has no articulation with other modalities of national education and with the conception of education and basic education guidelines (DOURADO; OLIVEIRA, 2018, p. 41-42, our translation).

In view of the above, if, on the one hand, from a critical perspective, it is evident that there are many uncertainties and concerns about the consequences that BNCC may represent in the educational field, on the other hand, its advocates understand that, although education does not solve all the challenges of Brazil, research and world experience show that without it there will be no lasting economic recovery or significant advances in the social framework currently installed. The intention, according to the movements favorable to the document, is to present how the country can advance on essential themes and, more precisely, what the MEC should have as a focus of action so that the educational networks have better conditions to advance towards the improvement of the learning of all students.

The certainty is that there is a long way yet to be trodden, as well as many demands and implications on school management. Therefore, despite the criticisms, the BNCC is expected, given its normative character, to be understood also as a document that promotes the
idealization of aligned and coherent actions for states, municipalities, education networks, having as main objective the integral formation of citizens, in order to reduce inequality in the levels of learning.

**Methodological Procedures**

This research, given its objectives, is classified as exploratory because it had the purpose of developing, clarifying and modifying concepts and ideas with a view to the formulation of more precise problems (GIL, 1999), as well as because it is a small sample (six participants) and non-representative (MALHOTRA, 2001) of the total managers of the Municipal Network of SBC. As for nature, it is classified as qualitative, because it sought to understand and interpret the meanings that participants attribute to the challenges of school management. Furthermore, the interviews were conducted in the schools where these professionals work, allowing researchers to observe aspects inherent to the implementation of BNCC *in loco* (CRESWELL, 2014).

The subjects participating in the research were school principals of the Department of Education (Seduc) of SBC, five women and one man, with extensive professional experience in education and, with the exception of one of them, also in management. More specifically, all managers were, at the time of data collection, working for more than 30 years in education; with regard to management practice, the time varies accordingly: a manager was three years old; another six years; three managers were between 16 and 18 years old; one had only three months of management experience at the time of the research. Regarding age, two managers have 45 to 50 and 4 from 51 to 55, that is, the average of these professionals is 50.8 years.

Data were obtained through an interview with principals of previously selected schools, using a semi-structured script, in December 2019, January 2020. The answers were organized and classified from the perspective of content analysis (BARDIN, 2016).

Thus, initially, in the pre-analysis, a reading of the chosen material was undertaken to perform the analysis of the interviews that were transcribed constituting the corpus of the research. In this phase, the rules of representativeness (school principals), homogeneity (the statements refer to the conceptions about the implementation of the BNCC) and exclusivity (each element was framed in a single category) were adopted.

Then, with a view to exploring the material (statements of managers), *a priori categorization was undertaken*, which consisted of the predetermination of indicators "as a function of the search for a specific response of the investigator" (FRANCO, 2012, p. 64, our
translation). Thus, each question of the research script served as the basis for the creation of the categories of analysis, as well as for trying to respond to the research objectives.

In a synthetic way, the interviews were oriented based on the following questions: 1) In your opinion, Brazil needed a BNCC, why? 2) What is your perception of competencies, do they contribute to the formation of students? 3) How to prepare the faculty for this training? 4) Could you talk a little about how the process of participation of the school community in the implementation of BNCC in this school took place? 5) What is your understanding of the role of the school director in the elaboration of the Pedagogical Political Project (PPP) and the curriculum, considering that the BNCC provides for this movement? 6) In your performance as director, do you feel that you lack something so that you can ensure that BNCC reaches the classroom?

Based on these questions, the following research categories were previously created: a) Importance of a Common National Curriculum Base for Brazil, b) Teacher, student and skills training, c) Democratic and participatory management, d) Fragile points of school management. In this text, due to the page limit, an overview of the first two categories is presented.

Finally, the statements of the managers were analyzed and interpreted in the light of the literature, which served as the basis for the research. In this phase, we sought to capture the manifest and latent contents contained in all the collected material (testimonials).

In summary, the answers were organized, classified and categorized, considering the similarity between them (BARDIN, 2016). Next, two categories that constituted the corpus of the research will be presented, a) The institutionalization of the Common National Curriculum Base among school managers, b) Teacher education and the development of competencies in the curriculum perspective.

**The institutionalization of the Common National Curriculum Base among school managers**

It is known that there has been a broad process of dissemination of BNCC in the various education systems with a view to carrying out its institutionalization in more comprehensive terms, but do school managers know what their purposes are? In addition to the conceptions of the managers of the schools investigated by SBC, in ABC Paulista, a brief reflection was carried out on the objectives of the elaboration of a BNCC in the country and then asked the school principals to answer whether there was, in their view, the need to create a base and what would be the reasons that led to its creation.
In the case of literature, it was possible to perceive, up to the moment of the development of this research, that many are the points and counterpoints in relation to the elaboration of this document, nod. Cássio and Catelli (2019) defend the thesis that the document is more a policy of curricular centralization, based on large-scale evaluations and a beacon of government programs for the distribution of textbooks, but there are researchers of educational reforms, such as Burgos (2015) who are in favor of BNCC.

It is worth noting that, in the opinion of the directors interviewed, Brazil needed a document that standardized the national curriculum, as recommended by the base. Thus, the G2 manager elucidates that Brazil needed a base, although it is not over-the-top, because this part will do it is the States and the Municipalities. More effectively, he made the following comment: [...] education needed a greater guideline, the vision of new content, a more technological vision that did not exist at the time of curriculum parameters. (G2).

The G5 manager considers that the base was not bold; in his vision, the teacher needs something more directive, about what he needs to work on, so he can think about how to work. This point of view denotes the expectation for a document that is not only normative is instrumental, as follows:

Brazil needed a base, but I believe that it was not very "greedy", the Political Pedagogical Project needs to be based on something and if that thing is very broad, very general, you open the possibility for schools in the same municipality to walk different paths (G5, our translation).

This same manager (G5) reinforces that the document should be like the Common Core of the United States of America, which is much more directive, more closed and more objective. In this same direction, the G6 manager recognizes the supposed importance of the BNCC corroborating the speech of the other directors and asserts:

In my opinion, Brazil needed a basis, to guarantee the rights of an educational base for all children, considering mainly the territorial size of our country, with several specific needs of regions, so I believe that the Base is very important, because it guarantees the starting point of learning and the right of all children and young people (G6, our translation).

Nevertheless, this manager, as well as the other participants of the research, may not have made a denser analysis of the purposes of the BNCC. Thus, they end up ratifying the point of view of the government that has insisted:

[...] in an immediate link between education and economic development, the valorization of the salvationist character of education [...], the reduction of education at learning levels and the provision of social guarantees that all
students and students will have uniform credentials/learning patterns [...] (LOPES, 2018, p. 23, our translation).

Moreover, no kind of "theoretical criticism of the BNCC to the ideological record" is accepted, since the use of "derogatory registration of ideology" has been common, as well as the assumption that teachers do not know what to do in schools without a common curriculum orientation" (LOPES, 2018, p. 23, our translation). However, there are indications that this point of view can echo in the school environment, as externalized by a research participant who recognizes the importance of BNCC because he considers that such a document "[...] guarantees the starting point of learning and the right of all children and young people" (G6). (BURGOS, 2015).

It is indisputable that all children and young people have their social rights guaranteed, but there is no way to consider that education is the solution to all social problems or that they are solved with more education (LOPES, 2018). But it is necessary to emphasize that this perspective meets the conceptions of various segments of the corporate world.

On this subject, Avelar and Ball (2019) encourage reflection emphasizing the influence of large private groups and non-governmental organizations that participated in the process of developing public policies and deciding on the content of the document made available to society. From the perspective of these authors, the elaboration of the BNCC did not take truly democratic paths, with the participation of all the actors involved in the educational process of the country, which ended up generating doubts about the real interests that motivated its elaboration. Moreover, this project does not consider the fact that education needs to be thought of in its entirety, which cannot ignore the social reality of the student population, as well as its diversity when it comes to curriculum. Moreover, it is necessary to take into account that "[...] curriculum, based on national guidelines, is defined in educational institutions and schools, built in many hands, from the various life histories that are part of this daily life" (AGUIAR, 2018, p. 17, our translation) and not thought of by entrepreneurs.

Additionally, most of these groups, especially foundations, have worked directly with the Departments of Education and, therefore, talking directly with the Teaching Supervisors, School Principals about the "importance" of the BNCC who end up inculcating such conceptions, except for developing a closer look at the principles and purposes of this document. Sometimes, even try to explain that there are misconceptions on the part of those who disagree in the way this document was constructed, as can be seen in this statement:
Despite the criticism when they say that it [BNCC] is not part of the teachers, from the classroom to the ministries, but rather the other way around, because it is the ministries that end up indicating the paths, it was necessary, because in the management we know how much the documentation guides the work we do and needs to have, and the guide document becomes the BNCC (G2, our translation).

Thus, the expectation is that the systems of educational networks and school institutions guide teachers in the implementation of practices that focus on equity, because a discourse has been maintained that assumes that the needs of students are different. It is in mind that this is necessary to expand the guarantees of learning of all students (BRASIL, 2018), as it is known that this project will require a clear commitment of all educators, because it is believed that the BNCC can collaborate to reverse the situation of historical exclusion that marginalizes a good portion of the Brazilian population. Regarding equity, the director of E4 emphasizes:

"Considering Brazil as a multicultural country it was necessary to have a Base, so that, minimally, it can give a condition of education that has a minimum of equity between schools. Because there is a lot of difference depending on the region you are in, then BNCC comes to give the teacher the minimum condition to equate the content with what another region is doing (G4, our translation)."

Once again, it is faced with the defense that the BNCC may be the key to ensuring essential learning in a perspective that resembles the very common educational salvation discourse at the beginning of this century that forced schools "to train individuals who mastered the codes of modernity, that is, neoliberal codes, because what was at stake was the membership of the working class to the economic rules pulverized in the organization of society" (MOREIRA, 2017, p. 38). Thus, it is not uncommon to find statements like this in public schools:

"[...] the changes resulting from the BNCC provide the understanding that the role of the school is no longer just to reproduce knowledge, since the information is currently in virtual media, such as the Internet, in addition to books, and thus, BNCC organizes this so that the student understands the role of this information within his life (G1, our translation)."

The G3 manager also points out that BNCC can be important to ensure curricular uniformity. From this manager's perspective this makes sense "[...] so that students, when leaving their cities can be inserted more easily in other schools in more centralized regions and vice versa."

The BNCC indicates that pedagogical decisions should be oriented towards the development of competencies, "[...] of what students should 'know' ... what they should 'know..."
how to do". (BRAZIL, 2018, p. 13, our translation). Therefore, the next category seeks to observe a little more the perceptions of managers regarding the general competencies of the Base and teacher education.

BNCC is one of the most important documents in education today, as it traces new paths for the construction of the teaching and learning process, however, some principals act in an adjunct way with the coordination team and teachers, with some neutrality with regard to their implementation process. At the time of data collection (2020), we observed that the Secretary of Education of SBC had not invested in training for all the directors of its network with regard to the process of knowledge and implementation of the BNCC.

Teacher training and the development of competencies in the curriculum perspective

From the perspective of the BNCC, "competence can be defined as the mobilization of knowledge (concepts and procedures), skills (practices, cognitive and socio-emotional), attitudes and values to solve complex demands of everyday life, the full exercise of citizenship and the world of work" (BRASIL, 2018, p. 8, our translation). This understanding of competence has undergone the curricular reforms of the 1990s in view of their proximity to the idea of competition and competitiveness (SILVA, 2008) having been reinvigorated in the current decade with justifications similar to those of the end of the last century (SILVA, 2018).

When dialoguing with school principals about student development, it was evident that they recognize the importance of teacher training based on competencies so that these professionals can prepare students for changes in the "world of work". However, when asked if teachers are prepared to deal with them, making them reach the students, the certainties are not the same, as can be seen in this line:

> With regard to skills, teachers are not prepared and we are in a very big struggle, because, although skills are needed, we are living a reality of disqualification of the education professional, the training of the courses are very fragile, the training is very fragmented. One perceives gaps in the teacher's personal education, one perceives a shock within the school, even of the younger teachers. Today are entering the public network very disqualified professionals, unprepared from a personal point of view (G1, our translation).

Corroborating the speech of the G1 manager and taking this character of teacher training as a delicate point and complex resolution, another manager states that she receives teachers with various backgrounds. In this way, there are those who
[...] he studied face-to-face pedagogy and worked somewhere and there he tendered, as well as a lawyer, information technology professional (IT), engineer, logistics, who came from Petrobras company and who made a pedagogy at a distance and is here (G4, our translation).

It is noted that in the conception of these managers, the initial teacher training does not meet the needs of a school curriculum guided by BNCC, with the development of competence focused on the world of work. At first, this view can be understood because the "approval of the BNCC reversed in discussions on teacher training". Although this discussion is not common in the school environment, it is known that until then, there was the expectation of the imminent launch by the Ministry of Education (MEC) of a BNCC "for the formation of the teaching staff that guides undergraduate courses, allowing, fully and effectively, the implementation of the desired curriculum in the country's schools". (CERICATO, 2018, p. 139, our translation). It should be noted that the data collection took place before the adoption of this resolution.

This point of view converges to the criticisms that teacher training courses have suffered for years both by researchers of a more critical current and by the more conservative.

We have reached a dramatic situation of lack of quality in the training of teaching professionals, which I venture to say that the most urgent political action today in Brazil is to turn the theory and practice of the training of primary education teachers inside out [...]. The formulation of a teacher education policy is difficult because it is faced with the complexity of Brazilian higher education and the crisis it is going through at the moment (MELLO, 2004, p. 73, our translation).

In a way, the BNCC evidences a reality of education professionals, especially teachers who are "unprepared" to deal with the new "challenges" and demands of contemporaneity. This point of view was present in the understanding of a manager who made the following comment: "Older teachers are still more qualified, have more experience and other training, but those who are arriving are very unprepared" (G1).

Of the general competencies related to the BNCC, two of them are among the most complex for teachers in the view of managers, which are: socio-emotional competence and digital culture. The latter is with less emphasis, since the Department of Education of the municipality (Seduc) investigated has invested in the qualification of professionals to stay in schools, which are teachers of information and communication technology. But that's not enough:

You need to have a very well-done training plan to ensure skills for some teachers, especially for older teachers, it's a break of concept of what they believe and have as the only truth and then you have to show other ways to learn how to see education, because else they are always in that ritual of theirs.
For the coordinators, much more than for me it is a very great challenge to work with the skills (G4, our translation).

Since the beginning of 2019, Seduc SBC has made available a digital platform called the Ministry of Education's Virtual Learning Environment (AVAMEC/SE) to assist in the continuing training of teachers focused on BNCC. According to the pedagogical directors, both teachers and coordinators received training for the use of the platform, as well as on the content of the modules.

Online training takes place once a month in Collective Pedagogical Work Time (HTPC) and the contents are divided into the four areas of knowledge (Languages, Mathematics, Nature Sciences and Human sciences), the training was scheduled to end by the end of the 2020 school year.

The coordinators participate in the training with the teachers, but the principals do not take the course, they could, just visualize what the teachers and coordinators are doing.

The coordinators go through a formative process. For the directors, the training is not focused on the BNCC, this year it was focused on external evaluations, which evaluate the development of education in a State way or even at the level of the unit itself (G4, our translation).

Based on the formative policies of the municipality investigated, the most effective way to ensure that the BNCC is effectively to the classroom is the involvement of the school manager. This point of view was ratified by a participant when I affirm that: "the manager must invest in continuous and permanent training for teachers to engage" (G1).

It is worth noting that "[...] continuing education consists of training actions within the working day [...] and outside the workday [...]. It is done through the study, reflection, discussion and confrontation of teachers' experiences" (LIBÂNEO, 2004, p. 229, our translation).

As indicated by the g1 manager, Seduc has held some discussions about the BNCC during the last three years, having intensified this process in 2019 In this bias, it is known that the BNCC brings a discourse based on the competencies and, therefore, the need for students to develop skills far beyond the contents, because they, in the stake, “need to know how to solve problems", as well as the other actors of the pedagogical process (managers, teachers, etc.).

Therefore, teacher training, along the lines of continuing education with a focus on BNCC and new pedagogical technologies, would be necessary, since initial training and continuing education, if well-articulated, produce a lifelong formation, helping teachers to
position themselves in the face of social, economic and pedagogical transformations in the contemporary world (ESTEVÃO, 2014). Thus, from the perspective of managers:

It is very important this struggle for transformation to take place within school units, because these are still the fruit of a very traditional education, in which content is seen many times, but little is mobilized by students, which would be one of the teacher's roles, so that students can see the meaning of the knowledge they are accessing (G1, our translation).

The proposal presented by Libâneo (2004) reflects the longings of both those who are in the process of initial formation for teaching and those who already have some walk as a teacher and are in search of continued training. It is noteworthy that, many times, teachers, especially those of Basic Education, complain that the university has not prepared them for the reality of the profession.

The creation of spaces of articulation, debates and reflections on pedagogical practice, bringing together initial training and continuing education, can be a viable alternative for teachers' anguish to be diminished. Teaching is a complex task and requires continuous reflection in order to be improved during its exercise. In this sense, Sedue SBC offers training, but school management can bring other professionals to aggregate, as pointed out in this report: "Recently, we invited a pedagogical coordinator to talk to teachers about literacy and methodological instruments" (G1).

For G2 manager, one should be optimistic about the document, since "none will be 100 percent perfect, but it is a north within the reality of each school". However, there is a very positive focus locating in the classroom work with skills, content and skills. According to her, this view of the integral formation of the child is fundamental. But there is also the understanding that the competencies proposed by BNCC are not new and, in fact, are not (SILVA, 2008) considering that:

Skills such as digital and socio-emotional culture have always been worked on at school and are now in other "clothing", because it has always been thought of the integral development of the student. The nomenclature is changing, but it's all the same as what we've dealt with before (G2, our translation).

For this reason, teacher training cannot be a light, uncompromising activity. There is a need for a time of reflection on the practice, so that the teacher can identify what his difficulties are and find viable solutions for the improvement of his teaching practice. In the initial formation, practice and reflection should occur side by side, so that knowledge is constructed
from critical analysis of the practices experienced, in order to be identified alternatives to what reality presents.

This way of seeing teacher training requires the articulation between initial training and continuing education. On the one hand, initial training would be closely linked to work contexts, making it possible to think about the contents of the disciplines based on what practice is called for, that is, the idea that the internship consists in the mechanical application of theory is overcome. On the other hand, continuing education, along with being done in school based on knowledge and experiences acquired by teachers in the work situation, can be articulated with initial training. For this, the conditions can be created for teachers in exercise to return to college to update their knowledge and gain more theoretical support for a more accurate reflection on the practice (LIBÂNEO, 2004, p. 231, our translation).

Requiring the teacher to implement a curriculum based on competence as recommended in BNCC requires public investment and "[...] opportunities for the mobilization of experiences that promote the development of the skills required by BNCC" (CERICATO, 2018, p. 141, our translation). This is necessary because "with regard to the teacher, there is a lot of difficulty, since it needs a lot of knowledge of the issue of the formation of these competencies and within the specific issues needs to be deepened". (SILVA, 2008). In addition, teacher training needs to be procedural, but "it will take a while to work on these competencies" (G6).

It is important to note that studying BNCC is essential. It is knowing the document that managers will be able to define with teachers the ways to bring the skills to the classroom, while looking after the school's political-pedagogical project (PPP). It is up to the director, in addition to maintaining a permanent dialogue with the Department of Education, promoting democratic management and ensuring conditions, especially, of time and structure to establish a continuous culture of studies among teachers.

Final considerations

BNCC is one of the documents that has strong impacts on education today, as it seeks to chart new paths for the construction of the teaching and learning process in the country. The research shows that the directors who participated in the investigation recognize these impacts, but to some extent act in an adjunct manner, transferring responsibility for the actions of implementation of the BNCC to the coordination team and teachers. This attitude is not characterized as a boycott of the document, but perhaps as lack of knowledge and even time due to the excess of demands inherent to school management. Additionally, in the design of the managers, there was not, until the moment this research was carried out, an investment by Seduc
in a training focused on the directors with regard to the process of knowledge and implementation of BNCC. Considering that there has been a strong demand on the part of the Departments of Education to the school principals regarding the implementation of the BNCC, not qualifying them for this practice tends to constitute an omission of the public power.

The results show that even in the face of the challenges to implement the BNCC, either due to excessive demands or lack of appropriation on the subject, school managers participating in the research validate the document and recognize its importance. Some of them even claim that the country needed a document with these characteristics, but that it should be more pragmatic and less flexible.

This view can be understood as a somewhat hasty appreciation of the BNCC due to their ignorance on the subject, because it was evident that these professionals until then did not have time to dwell on the document and analyze it. Another perspective of understanding is that managers of public schools have been bombarded, since the beginning of 2018, by representatives of private groups that are supporters of BNCC and partners of the Departments of Education in the process of implementation of this document. For these and other reasons, it is quite likely that these professionals do not have sufficient theoretical foundations to develop a deeper critique on the subject.

With regard to teaching oriented in the development of skills which has been criticized for constituting a "[...] restricted and contentious understanding of the National Curriculum Base, seen as a single national curriculum with a relation to minimum prescriptive contents (competencies and skills)" (DOURADO; OLIVEIRA, 2018, p. 41, our translation), for managers this practice represents a great challenge for educational and school managers because there are no qualified teachers for this demand. Managers attribute this deficiency to initial teacher training that has not been able to adapt their curriculum to the demands of basic education.

It is able to infer, therefore, that initial and continuing teacher training needs to be resignified. But as paradoxical as it may seem, this training project cannot focus only on the development of skills focused on the labor market, it needs to be a political, critical formation, analysis of production conditions in its entirety.

Still from the formative perspective, it was evident that studying the BNCC is an urgent task for school managers. It is knowing the document that they can walk with teachers the paths for the development of competencies, not only to meet the market demands, but also for the appropriation of historically accumulated knowledge and critical sense. If the BNCC will guide the preparation of school curricula, its implementation will be made by managers and other
educators who will interpret it and adapt it to the needs of the school even in view of the doctrinal character behind this document.

Finally, it should be noted that this research, because it is exploratory, its results cannot be generalized. The option for the previously defined categorization adopted based on the theoretical framework (induction supported by defined basic theory), as suggested by Bardin (2016), although it was consistent with the objectives of this research, constitutes a resource that can limit the alternative possibilities of corpus analysis in the coding phase and thus reduce the creativity of the researcher and the exploration of alternative paths of analysis.

In view of the above, it is likely that a (re) analysis of the participants' statements, from the perspective of Content Analysis, using the system of coding and categorization (deduction), may generate other categories that will emerge from the speech, discourse, content, responses of the participants of the research. However, this resource (deduction) is more complex than that used in this research (induction), because it implies the comings and goings of the analysis material to the theory. It is worth noting that despite this complexity, with the appeal of deduction, the tendency is that the categories become richer, as the conceptual clarity of researchers and their mastery of theoretical approaches increases.

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