



## THE IMPACTS OF PNE AND BNCC ON TEACHER TRAINING AND SCHOOL AUTONOMY

## OS IMPACTOS DO PNE E DA BNCC SOBRE A FORMAÇÃO DOS PROFESSORES E A AUTONOMIA DAS ESCOLAS

## LOS IMPACTOS DE PNE Y BNCC EN LA FORMACIÓN DOCENTE Y LA AUTONOMÍA ESCOLAR

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Clériston José da Silva Andrade<sup>1</sup>  
Iracema Campos Cusati<sup>2</sup>  
Paulo César Marques de Andrade Santos<sup>3</sup>

**Abstract:** This article addresses the reflections of researchers who deal with the impacts of the PNE and BNCC on teacher education, carrying out a critical analysis based on a curriculum perspective in Brazil that links the concept of quality to the results of large-scale assessments and, therefore, limits the autonomy of schools in defining their political-pedagogical projects. It defends that teachers and other subjects present in the educational process are protagonists in curriculum definitions, promoting the realization of pedagogical autonomy guaranteed in national legislation and the rescue of the role of Didactics as an inducer of critical reflection on education in its various aspects.

**Keywords:** Curriculum. Teacher training. Educational policies.

### Resumo:

Este artigo aborda reflexões de pesquisadores que tratam dos impactos do PNE e da BNCC sobre a formação docente, realizando uma análise crítica pautada numa perspectiva de currículo no Brasil que vincula-o conceito de qualidade aos resultados das avaliações em larga escala e, por conseguinte, limita a autonomia das escolas na definição dos seus projetos político-pedagógicos. Defende que os professores e demais sujeitos presentes no processo educativo sejam protagonistas nas definições curriculares, promovendo a concretização da autonomia pedagógica assegurada na legislação nacional e o resgate do papel da Didática como indutora da reflexão crítica sobre a educação em seus vários aspectos.

**Palavras-chaves:** Currículo. Formação docente. Políticas educacionais.

<sup>1</sup> Master's student. University of Pernambuco - UPE Petrolina. Master's Student in Education. <https://orcid.org/0000-0003-4194-2435>. [cleriston.andrade@upe.br](mailto:cleriston.andrade@upe.br)

<sup>2</sup> PhD. University of Pernambuco - UPE Petrolina. PhD in Didactics, Theories of Teaching and School Practices by FE-USP. (2013). <https://orcid.org/0000-0002-4812-8412>. [iracema.cusati@upe.br](mailto:iracema.cusati@upe.br)

<sup>3</sup> PhD. University of Pernambuco - UPE Petrolina. PhD in Education by the Federal University of Bahia. <https://orcid.org/0000-0001-5803-2388>. [paulo.marques@upe.br](mailto:paulo.marques@upe.br)



**Resumen:** Este artículo aborda reflexiones presentes en diferentes artículos que tratan de los impactos del PNE y BNCC en la formación docente, orientando la definición del currículum en Brasil, vinculando el concepto de calidad a los resultados de evaluaciones de gran escala y que, por su vez, limitan la autonomía de las escuelas para definir sus proyectos político-pedagógicos. Defiende que los docentes y otras materias presentes en el proceso educativo son protagonistas en las definiciones curriculares, promoviendo la aplicación concreta de la autonomía pedagógica garantizada en la legislación nacional y el rescate del rol de la Didáctica como inductora de la reflexión crítica sobre la educación en sus diversas vertientes.

**Palabras clave:** Currículum. Formación de profesores. Políticas educativas.

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## Introduction

This article addresses the impacts of the National Education Plan (PNE) and the Common National Curriculum Base (BNCC) on the role of Didactics, in the curriculum of undergraduate courses and on the autonomy of schools in defining their political-pedagogical projects, analyzing teacher training in Brazil and its challenges facing social transformations in this context of curriculum changes. The themes are intertwined with the pragmatic vision that has come to encompass the curriculum in the country, triggering a series of transformations in the paradigms of teacher training and the conceptualization of educational quality, affecting teaching in such a way as to change parameters for analyzing teacher performance.

These changes find in the PNE a triggering framework, more precisely in the Goal 7 that has at the core of its strategies the regulatory character of tacit behaviors that affect the social construction of the teaching profession (SANTOS, 2016). As will be exposed in this paper, it centralizes and induces changes in several fields of national education, especially in the materiality of the Curricular Base, promoting changes ranging from initial and continuing education of teachers to the construction of projects that guide the directions of each school institution. This is how this goal is defined:

Goal 7: promote the quality of basic education at all stages and modalities, with improved school flow and learning, in order to achieve the following national averages for IDEB: 6.0 in the early years of primary education; 5.5 in the final years of primary education; 5.2 in high school (BRASIL, 2014, p. 31, our translation).

As can be seen, the PNE conceptualizes quality in education and learning by linking them to the achievement of the indicators of the Basic Education Development Index, the IDEB. As a result of this fact, the construction of a new curricular base becomes highly linked to the



parameters present in the large-scale assessment policies promoted in Brazil, taking their reference matrices as guidelines in defining the content that will be worked in the classroom. This also influences the subsequent elaboration of the curriculum documents of states and municipalities and, as a further consequence, the political-pedagogical projects of school institutions. In this web of relations, PNE, BNCC, local documents and PPPs converge to pursue the goals set by the Ministry of Education, in a configuration that resembles schools to business entities within a market logic.

Curricular issues have always occupied important spaces in educational debates. However, the BNCC reintroduces, with new clothes translated into competencies and skills, technical visions that seemed outdated and gives them a strong defining character of teaching practices by linking their descriptors to the matrices of external assessments that, in turn, occupy a prominent role in the set of concerns of schools and the subjects in them.

The curriculum should be seen as an expression of the ideas that guide education, including the concepts of citizenship to be formed, the role of the student, the performance of the teacher, the assessment perspectives, the vision of society and, based on them, the conceptions that drive each of these definitions. For these reasons, the official curriculum documents aggregate in themselves expressive relevance and need to be objects of critical analysis that also contemplate the historical and political processes that involve their elaboration.

In this sense, this article uses as guidepost the following articles “PNE e condição docente: para uma ontologia do trabalho docente” (SANTOS, 2016), “Formação de professores, complexidade e trabalho docente” (GATTI, 2017), “A didática nas Diretrizes Curriculares Nacionais e Base Nacional Comum para a Formação de Professores da Educação Básica: impasses, desafios e resistências” (D’ÁVILA, 2020) and “Desafios contemporâneos da educação” (DAVI, 2015), in addition bringing contributions from other authors on the themes under discussion.

The mentioned productions offer different perspectives of analysis about teaching condition, bringing different views on how the work of teachers has been treated in the legal aspects, with the implications promoted by official documents such as the National Curriculum Guidelines for the Higher Education Initial Training of Basic Education Teachers (DCN) and

the Common National Base for the Initial Training of Basic Education Teachers (BNC), besides the reflection on how social changes reveal the need to review the training processes for teaching.

The approaches differ in their starting points but converge in the concern to offer critical analyses regarding the condition of teachers in the Brazilian educational environment, from their formation to their concrete performance in the school environment. The search for this confluence favors the comparison between texts and a broader analysis of the issues at stake. The goal is to promote reflection on the impacts of curriculum changes on basic education and teacher training, contextualizing them from the political disputes and economic interests that drove them, confronting this whole scenario with the real needs that arise from a challenging social environment, multicultural, permeated by deep social and economic inequalities.

## **BNCC, teacher training, teacher status and pedagogical autonomy**

The current National Education Plan and Common National Curriculum Base are documents that guide Brazilian education, revealing quite evidently an ideological choice: they have a neoliberal character and try to transpose to the educational field a market vision, establishing objectives, strategies and goals, linking to the latter an ideology of quality, understanding the education of the learner preponderantly for the world of work, in a context in which the economy is increasingly centered on trade and services, demanding from the school, according to the premises of neoliberalism, creative, innovative subjects, able to solve problems competently. A priori, such coherence may seem somewhat virtuous, but the criticism about them falls precisely on what they lack, that is, in the absences or distortions that are certainly the result of political intentionality: a skewed vision of training for citizenship and criticality as an ignored concept.

Santos (2016), discussing the changes promoted by the current PNE on the performance of teachers, criticizes the neo technical character of the document that establishes twenty goals for Brazilian education between 2014 and 2024. To this end, he recalls that historically different plans have promoted significant advances in the definition of State policies for the education sector. However, the most recent one brings goals and strategies that demand a closer look.



They denote the centrality of external evaluations, a pragmatic vision, and threats to the teaching condition since it limits teacher autonomy in several aspects.

Goal 7 of the PNE can summarize these concerns because several other goals of the document converge on it, attracted by its inductive character of the other policies. Because of this, the plan ends up linking the concept of educational quality to the results of external evaluations on a large scale and the school flow (approval rates), also promoting the idea that the teacher's work will have as an evaluative criterion the promotion of advances in learning indicators. The effects of this change can be seen in several career plans recently approved in the country, with direct linkage of professional advancement and salary improvements to the achievement of better results by the students. The curriculum and the initial and continuing education programs for teachers are moving in the same direction.

The author recalls that the plan was elaborated during disputes involving the interests of multilateral organizations, political parties, and private initiative, with limited space for the opinions of teachers, other education workers, and public universities. In this context, the strength of private capital and its alignment with political representations in Congress and the federal executive prevailed. Santos (2016) concludes that the PNE affects the teaching condition by reducing the concept of quality to income (performance in external evaluations), linking all strategies to student performance, inducing teachers to adopt the reference matrices of the evaluations as curriculum guidelines, and instituting paradigms that inhibit critical reflection. The article proposes that teachers reject external tutelage over their work, since their professional knowledge, autonomy, authority, and otherness are rights of their activity and of their professional dignity.

Gatti (2017) reminds us that teacher education is inserted in social and historical contexts. For this reason, thinking about it requires considering its reasons and purposes from the society in which it is located. In the Brazilian case, the scenario is one of constant transformations in which individualism and competitiveness are permanent characteristics. It is in this environment that teacher education is built, having to deal with multiculturalism and a scenario of profound injustices. This denotes the need for an analysis of the curricula of this training, given the demands of today and the challenges of a generation that calls for new understandings. In the article “Desafios contemporâneos da educação”, Gatti (2017) presents



questions about the paths historically taken in the formative process for teaching, recalling the social heterogeneity, its contradictions, and convergences, pointing to the need for a training that turns to human complexity. The contemporary social environment needs to be recognized in its plurality and diversity, requiring the school to look at issues of gender, race, culture, and socioeconomic inequalities, among other issues.

Despite the investments and policies at the different levels of government, the scenario reveals serious problems that mark the school career of Brazilian students. The results of the large-scale evaluations must be emphasized and not disregarded, but other more comprehensive indicators should be added to them to help highlight this scenario. Another issue raised by the article concerns the high dropout rates in undergraduate courses, helping to form a dramatic panorama of education in the country. It is in this context of structural difficulties that new curricular models are being adopted. In this sense, questions about the processes of formation are brought by the author, who emphasizes the social context as a starting point for such reflections.

The text advances to criticize the concept of school quality, currently restricted to statistical indicators, proposing a review of the parameters of analysis in the educational field, remembering the need to think about social issues to conceive a teacher education that is more consistent with today's social demands. The school needs to be aware of the changes that surround it so that it does not reproduce old and inadequate models.

It is reductionist the vision that treats the educational quality only from the grades obtained by the students, since standardized evaluation instruments disregard the history of the students, the contexts of each institution and focus only on descriptors related in national, state, or municipal documents. This analysis needs to encompass qualitative aspects, within an investigative perspective that takes into consideration other factors involving each reality.

In this path, D'Ávila (2020) promotes reflections on the role of Didactics in the National Curriculum Guidelines - National Common Base for Teacher Training (BCN - Training) in the light of CNE/CP nº 22/2019. The documents contained therein were constructed under the induction of the approval of the BNCC, whose orientation is patently neo technical, serving the interests of economic forces that influenced its elaboration, reflecting the ideas of a neoliberal policy of decreasing the size of the State. Historically, didactics suffers “an oscillatory



movement between invisibility and precariousness” (D’ÁVILA, 2020, p. 3, our translation) and this is accentuated in the new guidelines for teacher education. The article portrays research developed on the theme that, during its execution, revealed how this field of pedagogical science was treated from the documents approved throughout history and points to the neo technical character of the new BCN, with its pseudoscientific premises, marketing emphasis, and rescue of Skinnerian ideas. According to the author, the structuring of the documents by competencies is based on a behaviorist idea that was very much in vogue during the Brazilian military dictatorship (1964-1985).

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The DCN and the BCN-Training reduce the role of Didactics to a merely technical component, restricting it to the socioemotional aspects of students, the model of competencies and skills, evaluation processes and understanding of digital phenomena. Finally, it proposes a review of the condition imposed on the field of didactics in the official documents, having been reduced to teaching methodologies, so that its role of analyzing the educational phenomenon in all its complexity may be given back to it.

As a science that investigates practice, didactics plays the role of leading teachers to reflect on their own methodological choices, situate them in their historical and political context, and criticize the various factors that influence teaching, including the curriculum. In this way, opposing its emptying is a reaction to the merely instrumentalizing proposal. It is necessary to ask what interests are served by certain policies in the educational field, what reasons drive a curricular vision devoted to results translated into indicators, in a classificatory way, imposing a competitive character among educators and schools.

As initially stated, the articles converge in revealing concerns about teacher education in Brazil. The influences on this process are diverse and are involved in political disputes, receive pressure from multilateral entities linked to private capital, promote legal changes, and expose the shortcomings of teacher education in the face of permanent changes in society.

Such disputes took place in a period that gave rise to three different versions of the BNCC, the last of which disregarded contributions from entities representing teachers, universities, and society in general. On the subject, other authors bring contributions to the debate. Bittencourt (2017), for example, exposes the context of disputes in the construction of



the document and points out that OECD<sup>4</sup> and UNESCO<sup>5</sup>, associated with PISA<sup>63</sup>, were the big winners in the debates around the definition of the national curriculum, instituting a pragmatic perspective, subject to regulation and control guided by the search for measurable results.

Therefore, by assuming such positions, changes are triggered in teacher training, linking the notion of educational success only to the results of external evaluations. On this subject, Bazzo and Scheibe (2021, p. 673, our translation) point out that

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The teacher should be trained to meet the dictates of this curricular base, which, as we know, had a passage considerably polemicized by educators in the various entities, since its approval happened to meet a model of a standard curriculum for the whole country, developed according to a technicist/instrumental vision, favorable to the guidelines of the business groups, interested in training a worker that would be submissive to them, from, therefore, a curriculum close to what we could call the minimum and very distant from a curricular base that would provide him with training capable of developing his autonomy and critical thinking.

The curriculum that does not consider the need to form a critical subject and focuses almost exclusively on preparation for the world of work only meets the goals that guide neoliberalism and its market ideas. Therefore, it bears little or no relation to the criticality that should be sought in the formation of the subject in his or her basic education, in a perspective of promoting real social transformations.

Cândido and Gentilini (2017), criticize the BNCC construction process pointing out the silencing of the contributions brought by teachers, ignoring the achievements established in the Law of Directives and Bases of National Education (LDBEN 9.394/1996) of school autonomy and democratic construction of the pedagogical proposal. The importance of a referential document is recognized, but its implementation needs to be open to the participation of the subjects that make up the schools, allowing the local identity to have effective space in the definition of the contents to be worked on.

It is therefore worth noting that the school's Political Pedagogical Project - PPP should reflect the ideas, wishes and goals of teachers and other subjects that compose it. It cannot, as the authors point out, be ignored exclusively in favor of the BNCC in defining the curriculum,

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<sup>4</sup> OECD: Organisation for Economic Co-operation and Development.

<sup>5</sup> UNESCO: United Nations Educational, Scientific and Cultural Organization.

<sup>6</sup> PISA: Programme for International Student Assessment.





since the PPP would express the identity of each educational institution. This is the risk we have when a ready-made document, of national character, ends up guiding the definition of content in systems and education networks, making prevail the economic interests that have been imposed in the definition of the basis currently being implemented.

All these discussions are echoed in the reflections brought earlier by David (2015) when he recalls that the curriculum is in a social environment, with characteristics that mark each era and that present new demands to schools in the training of subjects. The article "Brazilian educational policy and its social dimension; reverse side and back side" makes a historical overview of the changes that have occurred in education in the country, highlighting their implications from the perspective of contemporary times. Over the decades, the tensions of Brazilian federalism, with disputes between ideas of centralization and decentralization, have not managed to overcome the logic of hierarchization in the definition of policies, reflecting the old models in which a few thinks and define directions, while the majority executes.

This reflection is fundamental to analyze how national curriculum documents are received in basic education schools. They sometimes end up suppressing the autonomy of the school, making the curriculum closed, centralizing attention, and promoting the almost forgetting of the political-pedagogical project. As Davi (2015) points out, this should not be the path for an educational institution that wants to be autonomous and able to meet the demands of today's increasingly plural, complex, and challenging society. The rigidly hierarchical character with which educational policies have historically been built in Brazil may find paths of transformation in the democratic principles assumed in LDB 9.394/1996 for the management of public schools. To this end, the subjects present in the school environment should be protagonists in defining the directions of the institution, without ignoring the BNCC, but making the PPP reflect the autonomy guaranteed in the legislation.

## **Final considerations**

If on the one hand there are setbacks arising from legal changes that reflect neoliberal interests, promoting the emptying of the curriculum, its reduction to a mere instrument for improving performance indicators assessed on a large scale, on the other hand, teacher training



already demanded a deep reflection in the face of a heterogeneous, multicultural society, with new requirements for which teachers must be prepared. What is clear, however, is that the changes brought about by the BNCC, in alignment with the PNE, and their consequent influence on the DCN-BNC do not even remotely represent the needs of teachers or the students they educate.

The curriculum, thought and implemented in this way, fails to meet the social demands that characterize contemporaneity, also promoting the devaluation of the identity of each educational institution, which should be respected in its political-pedagogical project. It is therefore necessary that the subjects involved in basic education assert the autonomy provided in the LDB and critically reflect on the BNCC, noting which of its aspects should be followed in education, while giving importance to a PPP that is attentive to current social demands and the characteristics of the community in which the school is inserted.

Brazilian education faces challenges that would hardly be verifiable through quantitative assessment instruments. Each school, network or education system has its own distinct realities, after all, the country is marked by profound regional, cultural, and socioeconomic differences. Therefore, the IDEB cannot, by itself, reflect educational successes or failures or, more worryingly, it can hide contexts that demand a more comprehensive and complex investigation.

It is important to emphasize that large-scale evaluative instruments have their value in the reading that is made about education in such large territories. It is worrisome, however, that they do not fulfill a truly diagnostic role, in the sense of serving to reflect on the practice but are instruments of classification and promotion of competition between schools, networks or even among teachers. This is the distortion that has been guiding the evaluative perspective in Brazil, giving rise, for example, to the existence of classificatory rankings of schools, networks, and education systems throughout the national territory.

The articles also reveal how the BNCC ended up guiding the documents of the teacher education processes, ignoring the role of criticism. However, since the subject requires the observation of other aspects that could not be covered in this study, new debates need to be promoted in the sense of which curricular perspectives would be the most appropriate, observing the teacher's role and the obstacles present in the daily life of the teaching units.



At any rate, the authors read point paths and bring important reflections that situate their objects of analysis in lines that complement each other and consider the demands of today in defining the roles of education. Facing challenging social ambiences, didactics must be a driver of debates and research in this perspective, overcoming the model in which it ends up being transformed into a mere instrument of response to large-scale evaluations. This field of pedagogical sciences investigates teaching practice, placing it in broader contexts, seeking to understand all the internal and external aspects that influence it, including its critical analysis of the curriculum.

The autonomy of teachers and schools is threatened when practically all the objectives of national education are linked to a pragmatic, neo technical perspective, limiting the concept of quality to the results of external evaluations, in practice making the reference matrices of these evaluations end up guiding the definition of teaching objectives. The formation of critical students, in an emancipatory perspective, finds in this model a strong barrier. It is necessary, therefore, that the freedom to teach and the pedagogical autonomy of schools, guaranteed in the legislation, be resumed as a conductor of teaching practice. This should also be the quest for teacher training that recognizes professionalization as a central objective, but without the teacher's work being tutored or reduced to the mere role of program executor.

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**Translated by:** Alexander Vinicius Leite da Silva - ORCID: <https://orcid.org/0000-0002-4672-8799>.