

TEACHER EDUCATION POLICIES AND THEIR REPERCUSSIONS ON THE QUALITY OF BASIC EDUCATION IN ACRE: THE UNPRECEDENTED VIABLE

POLÍTICAS DE FORMAÇÃO DE PROFESSORES E SUAS REPERCUSSÕES NA QUALIDADE DA EDUCAÇÃO BÁSICA NO ACRE: O INÉDITO VIÁVEL

POLÍTICAS DE FORMACIÓN DEL PROFESORADO Y SUS REPERCUSIONES EN LA CALIDAD DE LA EDUCACIÓN BÁSICA EN ACRE: EL INÉTIDO VIABLE

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ABSTRACT: The article aims to describe, in a historical perspective, the educational policies implemented in the state of Acre since 1962, with emphasis on teacher formation policies developed in the first decade of the XXI century, listing its repercussions on quality indicators of Basic Education after its implementation. The study describes, in the educational context, the policies of state governments, of different parties, formulated in the period between 1962-1999, which aimed at serving the population and improving the quality of education, highlighting in them the teacher formation through Special Programs. The research is qualitative, of a descriptive-explanatory nature, based on document analysis. The study is an excerpt of the doctoral research completed by the author in 2010, in which 150 teachers and 10 pedagogical coordinators from public schools participated, and contextualized with the IDEB results in 2005-2019. The results of the research reveal that the changes produced by the comprehensive initial formation program had repercussions on the pedagogical practices developed in schools and, consequently, on the quality indices of Basic Education achieved, especially in the early years of elementary education.

KEYWORDS: Educational policies. Special teacher education programs. Basic education. Quality indicators. Initial years.

RESUMO: O artigo objetiva descrever, numa perspectiva histórica, as políticas educacionais implementadas no estado do Acre a partir de 1962, com destaque para as políticas de formação de professores desenvolvidas na primeira década do século XXI, elencando suas repercussões nos indicadores de qualidade da Educação Básica posteriores a sua implementação. O estudo descreve, no contexto educacional, as políticas de governos estaduais de diferentes siglas partidárias formuladas no período compreendido entre 1962-1999, que visavam o atendimento da população e a melhoria da qualidade da educação, destacando nelas a formação de professores por meio de Programas Especiais. A pesquisa é qualitativa, de natureza descritiva-explicativa, apoiando-se na análise documental. O estudo é um recorte de pesquisa doutoral concluída pela autora em 2010, da qual participaram 150 professores e 10 coordenadores pedagógicos de escolas da rede pública de ensino e contextualizada com os resultados do IDEB nos anos de 2005-2019. Os resultados da pesquisa revelam que as mudanças produzidas pelo amplo programa de formação inicial

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repercutiram nas práticas pedagógicas desenvolvidas nas escolas e, conseqüentemente, nos índices de qualidade da Educação Básica alcançados, especialmente, nos anos iniciais do Ensino Fundamental.

PALAVRAS-CHAVE: Políticas educacionais. Programas especiais de formação de professores. Educação básica. Indicadores de qualidade. Anos iniciais.

RESUMEN: El artículo tiene por objeto describir, en una perspectiva histórica, las políticas educacionales implementadas en el estado de Acre a partir de 1962, con destaque para las políticas de formación del profesorado desarrolladas en la primera década del siglo XXI, enumerando sus repercusiones en los indicadores de calidad de la Educación Básica posteriores a su implementación. El estudio describe, en el contexto educacional, las políticas de gobiernos estatales de diferentes siglas partidarias formuladas en el período comprendido entre 1962-1999, que tenían en cuenta la atención de la población y la mejora de la calidad de la educación, destacando en ellas la formación del profesorado por medio de Programas Especiales. La investigación es cualitativa, de naturaleza descriptiva-explicativa, apoyándose en el análisis documental. El estudio es un recorte de investigación de doctorado concluida por la autora en 2010, de la que participaron 150 profesores y 10 coordinadores pedagógicos de escuelas de la red pública de enseñanza y contextualizada con los resultados del IDEB en los años de 2005-2019. Los resultados de la investigación revelan que los cambios producidos por el amplio programa de formación inicial repercutieron en las prácticas pedagógicas desarrolladas en las escuelas y, conseqüentemente, en los índices de calidad de la Educación Básica logrados, especialmente, en los años iniciales de la Enseñanza Primaria.

PALABRAS CLAVE: Políticas educacionales. Programas iniciales de formación del profesorado. Educación básica. Indicadores de calidad. Años iniciales.

Introduction

In the scenario of the Brazilian education reform in the 1990s, the formation of education professionals, an area considered strategic for the changes intended by the government, gained relevance, and the legislation introduced a new understanding of teachers and their formation in the quality of Basic Education.

In the educational field, the period was especially marked by the advent of the Law of Guidelines and Bases of National Education (Law No. 9,394/96), sanctioned on 20 December 1996, which, among other aspects, established the requirement of higher education for all teachers from December 2007 (BRASIL, 1996).

According to Cabral (2010, p. 25), in the process of implementing the reforms, in this period, the formation of education professionals came to be considered a central device for improving educational indicators, and teacher professionalization became the object of discourse for several theorists in the field. This also implied changes in the curriculum, since a

formative model based on the domain of theoretical-scientific and pedagogical knowledge came to be considered inadequate, and the alternative presented in the reforming discourse was the proposition of the professionalization model guided by reflective formation, taking competence as a core concept, in the curricular orientation of the courses.

It was observed that educational research, in this context, grew remarkably and, in its wake, studies on teacher education. Among many national and foreign researchers there was a strong tendency to conceive formation as a process of continuous teacher development, even though this process takes place in different phases: in initial formation and in continuing or in-service formation. Thus, in-service formation was strongly considered the best way to correct the distortions and inefficiency of the educational system, both in Brazil and in other countries in Latin America and the Caribbean.

In Brazil, within the formation process, especially in the first decade of the 2000s, the implementation of Special Programs for Teacher Formation in Undergraduate Courses in different regions of the country generated research and the production of theoretical and practical knowledge about this policy. However, this production of knowledge was not done in a similar way in all regions and states of the federation, which generated a lack of empirical data, especially in the states of the North Region. Taking as a reference research carried out in the 1990s, according to Cabral (2010, p. 26), in the period from 1990 to 1999, it was possible to identify the existence of many studies focused on teacher education in articles published in ten of the most expressive periodicals in the area, in theses and dissertations defended in Postgraduate Programs in Education, as well as works presented in the Teacher Formation WG of the National Association for Research and Graduate Studies in Education (ANPED), which culminated in the production of studies entitled “*O Estado da Arte da Formação de Professores no Brasil*” (The State of Art of Teacher Education in Brazil) and “*Análise dos trabalhos do GT Formação de Professores: o que revelam as pesquisas do período 1992-1998*” (Analysis of the work of the Teacher Education WG: what research from the period 1992-1998 reveal).

According to André *et al.* (1999, p. 32), out of 284 works on teacher formation, produced in the period 1992 to 1996, 76% deal with initial formation. When the focus shifts to theses and dissertations produced in the period, 28.5% of the studies also focus on initial formation.

According to Bello (2008), in a survey for the period 1999 to 2006, carried out in a theses and dissertations database, it was possible to identify a variety of studies carried out on teacher education, also through special programs, however, they analyze the reality that

surrounds it, are aimed at knowing the specifics of a program in a given location and with the opinions of restricted groups of subjects, leaving gaps and questions to other realities. However, they triggered the need for each Brazilian state to investigate the repercussions of its policies in this field. After all, keeping in mind the existing consonances between the different special programs implemented in the country, its singularities, specificities, dimensions and scope must be considered.

The methodological course of the study

According to Duarte (2002, s/p, our translation), research is always, in some way, “an account of a long journey undertaken by a subject whose gaze searches places that have often been visited, but not always known”. Nothing absolutely original, therefore, but a different way of looking at and thinking about a given reality, based on an experience and an appropriation of knowledge that are quite personal.

From this perspective, the study presented here is an excerpt from the author's doctoral thesis, revisited and contextualized from the results obtained at the end of the last decade. To carry out the investigation, documentary research was used, especially in the exploratory phase, seeking to access the largest possible volume of indirect documentation. Document analysis, according to Lüdke and André (2003, p. 38), constitutes a valuable source of information about the object of study, revealing aspects or complementing information obtained with the use of other techniques. Simultaneously with this process, a bibliographic research was carried out, using as a procedure the distinct phases guided by Marconi (1986, p. 56), seeking to “identify, locate, compile and record” as a way to overcome the knowledge reached and deepen the studies.

The development of the article is based on a description of the state of Acre, the historical-geographical conditions that characterize its development, pointing to the educational demands that emerged as a result of its spatial-social and political-administrative organization.

For the discussion of educational policies developed by different governments and political parties, a historical approach was chosen – the year 1962 – when Acre gained its autonomy and the territory of the federation was elevated to state. The next step is to describe the educational policies developed from 1964 to 1998 under the aegis of the National Renewal Alliance (ARENA), the Brazilian Democratic Movement Party (PMDB), the Social Democratic Party (PSD), the Progressive Reform Party (PPR), and the strong movement of

changes that occurred, in a context of reform, in the first decade of the 21st century (1999-2009), with the conquest of the government by the Workers' Party (PT), which aimed, above all, to improve Basic Education. During these periods, the educational policies implemented will be highlighted, mainly regarding teacher formation. Finally, we present the evaluation of these policies through their repercussions and their correlation with the Basic Education Development Index (IDEB) of the municipality of Rio Branco (capital) of Acre and Brazil.

Acre from the conquest of political autonomy

According to Calixto *et al.* (1985, p. 17), until the beginning of the 20th century, the territory in which Acre is located belonged to Bolivia, which, in 1899, founded the village of Puerto Alonso and started to charge taxes in an attempt to ensure control of the area. With the discovery of the potential for natural resources and the political importance that latex exports gained on the world stage, Acre became a disputed area between Brazil and Bolivia.

However, in an armed struggle, known as the Acre Revolution, led by Plácido de Castro, after defeating the Bolivian army, the annexation of Acre to Brazilian territory was demanded. The victory was made official in 1903, with the signing of the Treaty of Petrópolis, giving Brazil possession of the lands of Acre. In 1920, through Decree n. 14,383 of 1 October 1920, Acre was elevated to the category of Federal Territory.

Contemplating Acre's desires, through strong demand movements of the elites and at the same time strong pressure from popular forces, in 1962 Acre was elevated to the category of state, by force of Law n. 4,070, signed by the, at the time, President João Goulart (BRASIL, 1962).

In the 1960s and 1970s, the Federal Government drew up a set of measures and actions to promote socioeconomic development in the Amazon Region, based on agriculture and livestock. Thus, it paved the way for the investment of international capital, which began to occupy and explore the area with specific interests in extractive wealth, mainly in noble wood and mineral resources. For Farias (2003, p. 33), particularly from 1966 onwards, the idea of economically occupying the Amazon began to be emphasized in all government speeches and manifestations. According to Ianni (1981, p. 141, our translation):

It was about filling the demographic void, or the economic void. It was necessary to colonize, develop, articulate, vertebrate. As if it were an island loose in the geopolitical or economic space, the rulers were concerned with awakening the Amazon and developing ties there with the center-south [...] everything should be done so that the region was, at the same time, producer

and consumer of goods; preferably, producer of goods that were carried out in the foreign market, to produce the necessary foreign exchange for the continuity of the business of the governors and of the predominant companies in the political economy of the dictatorship.

In Acre, in the wake of national politics, from 1971 to 1975, a wide range of propaganda was promoted, publicizing on the radio and other mass media the advantages of investing in Acre. In addition to the arguments of fertile land at low prices, the possibility of medium and long-term loans was also disclosed, with tax facilities and subsidized interest through SUDAM and BASA - Amazon Superintendence Bank. In propagandist dissemination, especially directed to the south and southeast, according to Santana (1988, p. 150), the governor claimed that Acre was the new Canaã, that is, a Northeast without drought and a South without frost. According to Costa Sobrinho (2001, p. 13, our translation):

The march towards Acre was devastating. The purchase of rubber plantations, the extent of which had never been defined, allowed the new owners to use and abuse the well-known method of stretching the land, thus incorporating large vacant areas into their domains, with or without an identified owner. For the occupation of these areas, an operation of uncontrolled and indiscriminate destruction of the forest was launched, with the objective of installing farms and implementing extensive beef cattle raising. In place of a lush forest, a landscape of extensive fields with artificial pastures was destined to emerge, whose monotony would be broken by the ox's paws. The motto was to raise cattle, slaughter and export across the Pacific Ocean.

In 1975, the Amazon Development Plan was created, which favored agro-mineral and agricultural projects and also encouraged large national and foreign landowners to occupy the land, without considering that indigenous and squatters already occupied these lands. Here was the embryo of the complex land problems in Acre, generated between those who bought large tracts of land and the native owners of the region. This occupation process contributed to, in the year 1976, Acre undergo a new political-administrative division, with five more municipalities being created, going from seven to 12, including the capital.

The above resulted in that throughout the 1970s the population of Acre grew 40% and violence took place in the interior of the forest at levels never seen before. The conflicts were the result of a clash of interests: on the one hand, rubber tappers and squatters defending the forest and, on the other, farmers in the south and southeast hiring peons to cut it down and turn it into pasture. The 1980s were marked by permanent resistance actions by Acre workers, via unions and other social movements, defending human rights and the interests of forest peoples. However, the issue cannot be simplified, because by significantly increasing the

population of Acre, the need to create transport, health and education infrastructure in urban and rural areas has also increased, demands that still constitute challenges.

In the 1990s, a new political-administrative reorganization took place, justified by the need to integrate Acre socially, culturally and economically, enabling a better distribution of income and wealth in the area of Acre and protecting its limits and borders; after being submitted to a popular plebiscite, ten new municipalities obtained approval and Acre started to politically administer 22 municipalities, a configuration that remains until today. This decade represents a rich phase in the formulation and implementation of Public Policies aimed at the development of productive activities, with the creation and institutionalization of extractive reserves, structural improvement of agro-extractive settlement projects, expansion of the concept of citizenship, being incorporated and strengthened in this context of the concept of *Florestania*, a relatively new term, created to describe the different ways of living in the Amazon in an emancipatory way, in a sustainable relationship between man and the environment.

Since then, the so-called empowerment of not only the traditional populations in Acre, riverside dwellers and forest peoples, but of society as a whole, especially of minority and socially marginalized groups, the poorest, has been witnessed in the Acre scenario. The concept and meaning used is that of Paulo Freire (1992), meaning the ability of a subject to carry out, by himself, changes in behavior and actions that lead him to evolve, that is, to strengthen himself through achievements, advances and overcoming – empowering oneself. The empowerment of the poorest and most marginalized communities and, consequently, the improvement of these people's living conditions constituted an essentially political struggle of the “Government of the Forest” and its successors, which, after the fall of President Dilma, followed a national trend and began to lose their strength in Acre.

Educational policies implemented in Acre in the final decades of the 20th century: under the aegis of bipartisanship

According to Cabral (2010), in 1960, the population of Acre was estimated at 160,000 people, while at the same time it was pointed out that there were approximately 120,000 illiterate people. In primary education, among the nearly 30,000 children who demanded schooling, only 10,000 had access to it. The only public normal school in the entire state was located in the capital, which prevented or made it difficult the formation of teachers. In Acre, higher education did not yet exist.

With the elevation of Acre to the status of a state in 1962, the newly created state was governed by Professor José Augusto de Araújo, the first governor elected by direct vote, by the Brazilian Labor Party – PTB, in coalition with the Democratic Union Nacional – UDN and the Progressive Social Party – PSP.

According to Marques de Oliveira (2000), José Augusto had as his campaign slogan “Acre for the Acreans”, and he showed his political commitment to the popular layers, through a broad proposal for agrarian reform, education, health, cooperatives, warehouses and silos to support small and medium producers. In the educational field, was committed with the recovery of primary, secondary and normal schools, and the creation of technical and agricultural specialization schools, since in the state the economy was centered on extractivism and rural activities. Primary education, completely neglected by the federal government, was his priority. However, in 1964, under the aegis of the Military Regime, he was threatened with the removal of political rights and was removed from power.

In his place, Captain Edgar Pereira Cerqueira Filho was appointed governor. In his government, the demands made on education were emerging, schools did not offer working conditions, establishments were structurally inappropriate, operated in a precarious way and did not have qualified professionals. The state had gaps in teacher education and, if the country's educational needs were emerging, the situation in Acre was even more emerging, in total abandonment by the government. In two years, little or nothing was done.

Supported by Institutional Act n. 03 from February 1966, assumed the governorship of Acre Jorge Kalume, affiliated to ARENA. In his government, an educational policy was implemented whose tone was the guidelines and dictates of the Federal Government. The priority was the implementation and expansion of Higher Education in Acre. In contrast, in this period, the educational deficit in primary education was 42% of the clientele in their own age group that should have mandatory access to formal education. Acre was the state with the highest rate of uncertified teachers in Brazil, that is, (81.5%). Through a team of teachers formed by the Brazilian-American Assistance Program for Elementary Education (PABAAE), formative courses for lay teachers were implemented until 1972. Marques de Oliveira (2002, p. 83, our translation) states that: “[...] a reasonable number of lay teachers had with these courses the only opportunity for cultural ascent, reaching, after maturity exams, the normal school and, later, even the university”.

From 1971 to 1975, Wanderley Dantas assumed the government of the state, in a context of full expansion of economic development in the Amazon region. In Acre, the period was marked by deep economic changes resulting from investment incentives on the part of

entrepreneurs from the center-south of the country in the region, by the unbridled rush to purchase land from rubber plantations in frank decay and gradual replacement of the extractive rubber economy by extensive livestock. In Acre, the population grew by 40%, however, it became an area of great social conflicts. On the one hand, rubber tappers and indigenous people defending their interests, the maintenance of the forest; and, on the other, businessmen and farmers from the center-south of the country willing to cut it down and plant grass for cattle raising.

With regard to the policy of formation of education professionals, the Pedagogical Complementation Course was implemented in the period, through CETEAM – Training Center of the Amazon, in an agreement with the Federal University of Acre and the Department of Education, to qualify teachers for the part of specific formation in the teaching for 1st and 2nd grades, at the time. This government strongly introduced and disseminated technicality in the educational area, promoting professional diversification in elementary and high school education, the implementation of short-term degrees and the Logos II supplement, aimed at teacher formation.

In the wake of a broad process of national redemocratization, after a long period of strong repression and economic crisis, Geraldo Gurgel de Mesquita took over the government of Acre for the period 1975-1979. Its base of government was built from a speech that showed great concern with social problems and the promotion of rural people. In the educational field, he favored initiatives focused on serving needy populations, especially those located in rural areas and urban peripheries. His policies were mostly compensatory, which led him to promote assistance to students through programs for the distribution of textbooks and school lunches, the promotion of supplementary education and a marked concern with special education and early childhood education. This was due to the great age/grade distortion and the high levels of dropout and repetition in the initial grades, always related to the poorest populations.

About teacher education policies, they were limited to qualification projects that failed to resolve the basic issue, which was the lack of qualifications of 62% of teachers who worked in elementary school. According to Albuquerque Neto (2007, p. 48), in this period, pre-school education had an expansion of 303%, however, there was an increase in the absorption of uncertified teachers in the order of 300%, a fact that will drag on for two decades and will only be effectively faced after the policies formulated in the 1990s.

During the government of Joaquim Falcão Macedo (1979/1983), the last governor to be appointed by the military and with party links with ARENA, the situation of education

remained precarious; Added to this was the strong population growth that Acre was going through, considered the second national index of population growth.

According to data from the Government Action Plan (1979-1982), 32,000 students were out of school, 53,000 young people and adults literate by Mobral demanded to continue their studies. This required the government to build more than two thousand classrooms and hire approximately 3,000 new teachers. The state government set goals to alleviate the situation, however, the lack of resources was the main obstacle and the justification for the precariousness of education in the state, added to the lack of interest from the federal government.

For the period 1983-1986, Nabor Teles da Rocha Júnior was elected by the PMDB to govern Acre. According to Silva (1988, p. 51), his government was internally marked by a gradual easing of progressive forces and a progressive rise in a very peculiar way of doing politics, marked by conservatism, political patronage, employment, welfare and the predominance of a summit of leaders resistant to any kind of change, including the emergence of new leaders who could represent a threat to the party.

As for the educational policy of this government, positive aspects are the encouragement to the creation of Parent-Teacher Associations and the emphasis given to evaluation and research, placed as basic conditions for the provision of efficient teaching. The policies were designed based on a real diagnosis of each municipality in Acre (at the time only 12). He is also credited with the embryo of the implementation of democratic management. However, according to Albuquerque Neto (2007, p. 68), considering the age/grade distortion, dropout and failure rates as indicators of school success or failure, the rates were vexatious. Regarding teacher formation or qualification, the rate was very low, reaching 100% of unqualified teachers in some municipalities.

Months before the end of his term, Governor Nabor Júnior resigned to run for a seat in the Federal Senate. Iolanda Lima, vice-governor, took over the government. Her first step was the elaboration of an Emergency Plan to be executed within 300 days of government, which established as priority actions: the expansion of the supply of vacancies, improvement in the quality of education, reduction of dropout and repetition rates, creation of several commissions for effective work in carrying out the School Census, preparation of a draft granting a 30% additional allowance for teachers who worked in literacy classes, preschool and technical functions, hiring 1,167 new teachers, albeit temporarily, and implementation of the process of choosing directors and vice principals by direct vote. However, this government lacked a policy that would excel in the formation and professional qualification

of teachers, without which it was not possible to make the necessary confrontation with illiteracy and school failure.

For the period from 1987 to 1991, as indicated by the previous government, the engineer Flaviano Flávio Baptista de Melo, who had already been mayor of the capital in the period 1983-1985, won the Acre government. The governor was recognized for great achievements in the field of urban infrastructure. However, he was evenly known for the corruption scandals that ran through his entire term. Another hallmark of this government was the conflicting relationship established with social movements, there was no dialogue or possible negotiations with unions and associations. The educational reality, in the context of this government, pointed to insufficient vacancies, low qualification of teachers, precarious facilities in urban schools, total abandonment of rural schools and reduced participation of teachers, parents, students and support staff in school decisions.

According to Albuquerque Neto, in 1988 the educational reality was as follows:

A schoolable population of 304,134 people for whom only 120,568 places were offered, representing a service of 39.64% [...] the educational deficit exceeded 60% of the State's schoolable population, although it reached 81.56% the attendance of the school clientele in the mandatory range from 7 to 14. The government was responsible for meeting 93.56% of the global enrollment in primary and secondary education, using 1,110 school units for this purpose; 2,305 classrooms and 4,585 teachers (ALBUQUERQUE NETO, 2007, p. 93, our translation).

As for the education of the 4,927 teachers, 380 had not even finished elementary school, 625 had only this formation, 343 were finishing teacher education, 365 were finishing or had already finished higher education and the others were attending or already had high school.

Thus, the analysis of PMDB governments in the 1980s stood out for their employment and swelling of the administrative machine, conservatism, intransigence and reduced participation of subaltern sectors in the formulation of government policies. According to Silva (1999, p. 63), there was no place for the political participation of popular sectors.

The persistence of old problems in a new political landscape

The 1980s and the first half of the following decade were marked by political effervescence on the national scene, as a result of the return to the democratic regime. Edmundo Pinto and Romildo Magalhães, from the Social Democratic Party (PDS), were elected by popular vote, thanks to the political weariness that the PMDB experienced at

national and local levels. According to Albuquerque Neto (2007, p. 81), the governor-elect embodied the “new”, presenting himself as the rupture of the traditional, the old and the outdated. He brought a message of change and seriousness and made a point of identifying with the younger population, maintaining a sporty and laid-back style, such as Collor de Melo on the national stage.

In the educational field, Acre had demoralizing rates due to high dropout and repetition rates. It also counted 163,520 illiterate people, which corresponded to 42% of the population, and in secondary education only 10% of the population was served. The network consisted of 975 school units in precarious conditions, with 1,129 classrooms. Mostly, the work in these rooms was multigrade and with single teacher. The rate of teachers without a degree was 38%, and if we only consider early childhood education 44% of teachers worked without teaching qualifications. In schools in rural areas it was still possible to find numerous schools where teachers had only primary education.

According to Cabral (2010, p. 77), to overcome this chaotic situation, the government established priority goals and sectorial guidelines for the educational field: administrative modernization, valuing education professionals, improving the quality of teaching, improving productivity the education system, the expansion of the education network, the expansion of educational opportunities at all levels and modalities, redefinition of roles and responsibilities between state and municipality. However, Edmundo Pinto was murdered on the eve of giving testimony to the Parliamentary Inquiry Commission (CPI) about overpriced works in Acre. The deputy Romildo Magalhães assumed the government for most of the mandate, who in his speeches insisted on being semi-literate and was proud of having managed, in this condition, to climb the ramp of the Rio Branco Palace. He completely devalued the need for the schooling process and the subjects involved. Thus, the formulation and implementation of policies for formation and valuing education professionals suffered strong interference, becoming disastrous in the assessment of the majority.

The dream proclaimed in a campaign by the elected governor Edmundo Pinto never came to fruition. Acre rose from 12 to 22 municipalities in this term, however, in the educational field, secondary education served only 08 municipalities, primary education was not universalized, the illiteracy rate exceeded 80% in rural areas and teachers who worked in these localities were mostly lay people.

By the Progressive Reform Party (PPR) he was elected to govern Acre from 1995 to 1998 Orlei Messias Cameli. His administration was quite troubled. Unemployment rates were high, the population complained about the lack of basic health, security, education and

infrastructure services. Violence, insecurity and hunger were rampant on all sides. Among the government's achievements in the educational field, we highlight the approval of the law, authored by Deputy Edvaldo Magalhães, which instituted Democratic Management, the creation of the Department of School Health, the creation of the Fund for the Valuing of Teaching and the Appreciation Council of Teaching, n. 1,253/97.

As for the formation and qualification of teachers, the actions were limited to continuing education courses; among them, the Parameters in Action, which began at the end of his term, stand out. There was an expansion of the physical network and reform of schools, High School was implemented in 22 municipalities of Acre, created the Modular System from 5th to 8th grade, in rural areas, and created the PAJA – Adult Literacy Program, aimed at combating and eradicating illiteracy. To increase school enrollment, reduce dropout rates and improve school performance, from a welfare/paternalist/populist perspective, students now receive, free of charge, a uniform kit and school supplies and bicycles for rural students to facilitate access to schools, at the same time that the School Transport Program for Students was implemented, mainly in rural areas, so that they could have access to centralized schools, enabling them to continue their studies in the second segment of Elementary Education. However, his term was marked by numerous allegations of corruption, extortion and political favoritism.

Educational policies implemented in Acre in the first decade of the 21st century: under the aegis of the Workers' Party and the Popular Front of Acre

In accordance with the studies by Cabral (2010), from 1999 Acre experimented with a model of public administration called popular, with the rise of leftist parties to state power, opponents of the military regime and bipartisanship, in force in the state until 1998. The party's actions profoundly marked the formulation and implementation of public policies in the 1990s. The ascension took place with the formation of the so-called Popular Front of Acre (FPA), which elected Governor Jorge Viana, from the Workers' Party (PT), in 1998. This administration was recognized nationally as “Government of the Forest²”, elected for the first term (1999-2002), re-elected for the second (2003-2006) and making his successors, who administered Acre until 2018. Among the principles that governed this management are Sustainable Development in all areas of administration, Governability and Governance.

² Logo used by the popular front (coalition composed in the 1998 state election by PT, PC do B, PSDB, PL, PMN, PDT, PRTB, PRONA, PT do B, PV, PSB and PPS) to name the state management in the period 1999 to 2018.

The PT in Acre has defended for nearly two decades democratic socialism as a way of building a just society, including in its platform sectors that until then had been kept far from any participation in the country's political life, including blacks, indigenous peoples, women and homosexuals. The Party also took care to give relevance to issues hitherto minimized by previous governments, opening a broad debate on democracy and the environment.

According to Cabral (2010, p. 95), in the management of the “Government of the Forest” and its successors, reference was made in official speeches to the “broad process of administrative, pedagogical and financial resizing, which the schools of the public school network went through”, with great emphasis on improving the performance of Acre's education. It is widely disseminated and recurrent that the significant improvement in Basic Education indicators in the state, in national assessments, is due to the bold local educational policy, triggered by these governments.

The documentary research pointed out that the educational situation in the state of Acre until 1998 was chaotic. Of the teachers who worked in the public school system in Basic Education, 72% did not have initial formation in Higher Education. Of those who worked specifically in Child and Early Years of Elementary School, 92% had no formation at this level. Of these, 23% had only completed elementary school or had not even completed it; 69% had completed high school, and among these many did not have teaching qualifications, and only 8% had completed higher education. It was a cursed inheritance.

With regard to teaching work, working conditions were precarious. School buildings were in poor working condition, there was a growing demand for enrollment and many children were out of school. The administrative model of the system was inefficient, which contributed to a centralization in the distribution of teachers, contributing to the overcrowding of some schools, generally the most central ones, and the emptying of the peripheral ones. There were still few initiatives in the formulation of teacher formation policies, Career Plans were outdated, low salaries were constantly being paid in arrears, and the school management model still had very conservative characteristics. This situation contributed, among other things, to the high failure rates, dropouts and, consequently, age/grade distortion, in all segments, so prominent in the states of the North Region. It is noteworthy that in this period the state of Acre was the penultimate in the results of national assessments, being only ahead of the state of Alagoas.

The initial and continued education of teachers and the improvement of the quality of Basic Education in Acre: the unprecedented viable

Opting for a historical bias, the time frame and focus of the study presented here is the period from 1999 to 2010, the first decade of the 21st century, when a broad educational policy never seen in its history is formulated and implemented in Acre. There was in fact an intense investment in the structure and functioning of schools, with renovations, expansion, new constructions with all the necessary infrastructure and adaptation of older school buildings through the School Building Adequacy Program (PAPE), the decentralization of resources for the schools through the Money Direct in School Program (PDDE), the (re)organization of the state and municipal networks, and the significant increase in wages from the implementation of the Plan for Positions, Careers and Remuneration for State Public Education Professionals. However, in that same year, Acre had more than 8,000 teachers without higher education, in a universe of 11,575, who worked in different segments of Basic Education.

As a teacher qualification strategy, the Continuing Education Programs for Basic Education Teachers were initially implemented, with the offer of Parameters in Action and GESTAR – School Learning Management Program and, as of 2006, Proletramento. However, what in fact gained social resonance in the period and leveraged the political discourse were the so-called special programs, which together formed, in the first edition, in the period 2000-2006, approximately 4,500 Basic Education teachers. What for some may seem derisory, for the state of Acre it constituted a percentage of more than 50%, therefore, highly significant. In the foregoing lies the viable novelty. Unprecedented for being an extraordinary and viable action considering the historical-geographic, economic and social context of Acre.

The first implementation of special programs in Acre began in 2000, with the edition of the Special Program for Teacher Formation for Basic Education - Specific Teaching Degrees -, aimed at providing in-service formation for teachers who worked in different areas, in the second segment of the Elementary and High School. In 2001, the Special Teacher Formation Program for Early Childhood Education and Early Years of Elementary School – PEFPEB – Modular Pedagogy was implemented; the program served teachers from municipal and state schools working in Early Childhood Education and Early Years. At the same time, the Special Pedagogical Formation Program for Teachers Holding a Bachelor's Degree was implemented, with activities linked to the final years of elementary school and, mostly, high school. The clientele consisted of public school teachers without pedagogical formation,

coming from courses in Nursing, Psychology, Veterinary Medicine, Physiotherapy, Engineering, Law and others, who took subjects from different areas of the curriculum.

In 2006, in the so-called second edition, the Special Teacher Formation Programs for Basic Education were implemented for teachers in rural areas, in undergraduate courses in specific areas (Literature, Mathematics, Geography, History, Physical Education, Biology and Pedagogy) and the Urban Zone, in cities with difficult access, for formation in the areas of Literature, Mathematics and Biology. All these programs in partnership with the Federal University of Acre (UFAC). In 2007, in partnership with UnB, for those who had not yet been reached by formation, the Distance Pedagogy Course was implemented, and, in 2008, its second edition. In the same period, there was also the implementation of Teaching Degree Courses in Visual Arts, Music and Theater in 08 municipalities, also in the distance modality, these without the partnership of UFAAC. It should be noted that at the end of the execution of the special programs, the 22 municipalities of Acre received teacher formation.

Singularities were found in the implementation of special programs in Acre when compared to programs carried out in other Brazilian states, contrary to the official documents and ordering of organizations that finance this policy, such as the World Bank. In all agreements made with UFAAC, it was opted for courses that were completely on-site and with the same hour load and curriculum matrix as the regular courses. Courses were offered every six months and formation lasted four years.

According to Cabral (2010, p. 274), the following repercussions of the implementation of the policies were listed: teacher formation through programs was considered crucial for the improvement of pedagogical practices and improvement of the conduct of teachers in different segments of Education Basic; in-service formation was seen as the only possibility that the state had to grant formation to such a large number of teachers; in-service teachers demonstrated, throughout their formation, greater ability to articulate theory and practice; after formation, the subjects reported that there was greater control and demand on the practice of teachers by the system and that this contributed to more qualified practices; formation produced significant changes in teaching planning practices, in learning assessment and in classroom management; the absolute majority of subjects validated the importance of the program and considered that it met the expectations they had in relation to higher education; teachers recognize that, throughout the formation process, there were setbacks, but despite them they found themselves more competent and professionalized.

Teachers also observed that from the formation they had a significant gain in autonomy. However, they declared that the need to present better results in national

assessments contributed to the loss of the autonomy gained, since the system is responsible for defining what will be taught, what should be learned and how it should be assessed. They declared to have experienced significant changes in practice regarding working with teaching content and in the ability to carry out the didactic transposition, which makes them feel more capable and secure in the management of learning spaces and times, in the approach to content, in the selection and use of methodologies and didactic resources, a fact that had and continues to affect the educational results of Basic Education.

A historical series of IDEB demonstrates the impact of educational policies on the quality of education offered.

Table 1 – Historical Series of IDEB 2005-2019 - ACRE

PROVA BRASIL			
YEAR	RIO BRANCO	ACRE	BRAZIL
2005	4.1	3.4	3.6
2007	4.4	3.8	4.0
2009	5.0	4.3	4.4
2011	4.8	4.6	4.7
2013	5.5	5.2	4.9
2015	5.8	5.3	5.3
2017	6.5	5.7	5.5
2019	6.7	5.8	5.9

Source: Devised by the authors with data from the Department of Elementary Education/SEME

It is noteworthy that in 2007 the state reached the targets set for the 4th grade of elementary education in 86.4% of the municipalities, and exceeded the target set for 2009. In 2009, the result achieved by the state had already exceeded the target set for 2013. In the first editions, Acre's results were very close to the national ones, and from 2013 onwards it remained with a result equal to or greater than the national one, until in 2019 it is again slightly below Brazil's result. The highlight, however, is the capital Rio Branco, which since the first edition has remained above the results of Acre and Brazil. Once again, the unprecedented viable stands out here.

Recent data passed on by the Ministry of Education indicate that Acre is currently among the 10 states with the best results in IDEB, surpassing all the goals established in the evaluation of public school education. Rio Branco, capital of Acre, currently ranks second

among all capitals in the assessment of the first years of elementary school. There is a consensus among the system's managers that the considerable improvement in results is due to the broad policy that started in 1999, in particular, the demand and guarantee of initial and continuing teacher education.

Final considerations

The efforts that were undertaken in the former territory, driven by the process of occupation and economic development, cannot be ignored. However, it appears that over the course of 36 years, in Acre, the educational field was limited by few initiatives in the formulation of educational policies. It was from 1999, in an unprecedented-viable perspective, that different policies began to be formulated and implemented in the educational field, with centrality in the formation of teachers at a higher level, in service, through special programs.

Despite criticisms of the managerial model embodied in a neoliberal framework and in perfect harmony with the requirements of international organizations and the business booklet, it is noteworthy that in the first decade of the 21st century, extending until 2018, it was observed in Acre a Herculean effort by governments to improve educational indicators in all areas. It is noteworthy that in 2012, when all programs from the previous decade ended, Acre reached, according to data from the Secretary of State for Education (SEE), the mark of 99% of teachers with higher education.

However, the educational reality of Acre has to be seen and evaluated from different angles: the changes that have taken place in the capital and the reality in other municipalities. Although the government's efforts to minimize differences are undeniable, bringing teacher formation and other benefits to all municipalities in the state, including the most distant villages, the educational reality of the capital Rio Branco does not apply to any another municipality, for various reasons ranging from partisan differences to access difficulties due to location: there are municipalities that can only be reached by water or plane.

It should be noted, however, that every formative process must, in principle, provide reflection and awareness of the need for a permanent review of pedagogical practices, because, according to Foucault (2005a, our translation), “there are times in life when the question of knowing if someone can think in a different way of his own way of thinking and feel in a different way of his own way of feeling is indispensable to keep observing and reflecting”.

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