

PUBLIC POLICIES: IMPLICATIONS FOR THE CONTINUING TRAINING OF TEACHERS

POLÍTICAS PÚBLICAS: IMPLICAÇÕES PARA A FORMAÇÃO CONTINUADA DE PROFESSORAS/ES

POLÍTICAS PÚBLICAS: IMPLICACIONES PARA LA FORMACIÓN CONTINUA DE DOCENTES



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How to reference this article:

DEROSI, A.; GROSCH, M. S. Public policies: Implications for the continuing training of teachers. **Revista Ibero-Americana de Estudos em Educação**, Araraquara, v. 19, n. 00, e024028, 2024. e-ISSN: 1982-5587. DOI: <https://doi.org/10.21723/riace.v19i00.16260>



| Submitted: 13/02/2022
| Revisions required: 03/07/2023
| Approved: 22/11/2023
| Published: 29/02/2024

Editor: Prof. Dr. José Luís Bizelli

Deputy Executive Editor: Prof. Dr. José Anderson Santos Cruz

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ABSTRACT: The analysis of public policies for national education and their guidelines for the continued training of teachers are the objects of study in this article. With a qualitative approach, we carried out bibliographical research, for theoretical support, and documentary research, in order to understand the guidelines and regulations for continuing education at the national level. It aims to analyze national legislation, its propositions and implications for the continued training of teachers over the years, and how they influence teaching pedagogical practices. As an opportunity to reflect, if the training of teachers permeates the training of students, it is necessary to think about which educators we are training, highlighting the political and social function of the act of teaching and learning. The research demonstrated that public policies link quality education to consistent training of teachers, however, these public policies reveal gaps and insufficiencies in terms of implementing and offering effective and quality training.

KEYWORDS: Continuing teacher training. Pedagogical practice. Public policy.

RESUMO: *A análise das políticas públicas para a educação nacional e suas orientações para a formação continuada de professoras/es são objetos de estudo deste artigo. Com abordagem qualitativa, realizamos pesquisa bibliográfica, para sustentação teórica, e pesquisa documental, no intuito de compreender as diretrizes e normativas para a formação continuada no âmbito nacional. Temos como objetivo analisar as legislações nacionais, suas proposições e implicações para a formação continuada de professoras/es ao longo dos anos, e como influenciam as práticas pedagógicas docentes. Oportunizando refletir se pela formação das/os professoras/es perpassa a formação das/os educandas/os, é necessário pensarmos que educadoras/es estamos formando, evidenciando a função política e social do ato de ensinar e aprender. A pesquisa demonstrou que as políticas públicas atrelam a educação de qualidade a uma formação consistente de professoras/es, no entanto, estas políticas públicas revelam lacunas e insuficiências, quanto a implementação e oferta de formação efetiva e de qualidade.*

PALAVRAS-CHAVE: *Formação continuada de professoras/es. Prática pedagógica. Políticas públicas.*

RESUMEN: *El análisis de las políticas públicas para la educación nacional, sus ordenaciones para la formación continua de los docentes es objeto de estudio en este artículo. Con un enfoque cualitativo, realizamos investigación bibliográfica, para soporte teórico, e investigación documental, con el fin de comprender los lineamientos y normativas para la educación continua a nivel nacional. Su objetivo es analizar la legislación nacional, sus propuestas e implicaciones para la formación continua de los docentes a lo largo de los años, y cómo influyen en las prácticas pedagógicas docentes. Como oportunidad para reflexionar, si la formación de docentes permea la formación de estudiantes, es necesario pensar qué educadores estamos formando, resaltando la función política y social del acto de enseñar y aprender. La investigación demostró que las políticas públicas vinculan la educación de calidad con la formación consistente de los docentes, sin embargo, estas políticas públicas revelan vacíos e insuficiencias en términos de implementar y ofrecer una formación efectiva y de calidad.*

PALABRAS CLAVE: *Formación docente continua. Práctica pedagógica. Políticas públicas.*

Introduction

When we reflect on quality education, we assume that each citizen has guaranteed access, permanence and completion of Basic Education by law. Analyzing the documents that govern national education, we observe that the laws condition the realization of this right to quality education to the training of teachers, supported by a solid theoretical basis and knowledge of the educational reality. This proposition has been ratified in all legal regulations and is expected to be implemented by the pedagogical practices of those who are at the forefront of educational processes, because according to Imbérnon,

[...]the future will require very different teachers and initial and continuing training, as teaching, education and the society that surrounds them will also be very different. Paradoxically, on the one hand, training must submit to the aims of this new teaching and, on the other, it must at the same time be a critical weapon in the face of the contradictions of the educational and social systems (Imbernón, 2010, p. 31, our translation).

Thus, if teaching must have as its central objective the training/transformation of students towards a more humanized and ethical living condition, we seek to understand how the continued training of teachers contributes to this perspective and how it influences teaching practices, since, as stated Freire (2001, p. 14, our translation), “there is no education without educational policy that establishes priorities, goals, content, means and merges dreams and utopias”.

We cannot fail to highlight here the countless difficulties faced by teachers in the daily exercise of their pedagogical work. Lack of physical structure, absence of teaching-pedagogical material and technological support, lack of effective participation of families in the students' learning process, in other words, there is a set of problems that are part of everyday school life. In this sense, trying to understand why teacher training, on many occasions, denounces a level of common sense and decontextualization of social reality, makes us resort to the words of Gatti *et al.* (2019, p. 11, our translation) to support this thought. “The issue of teacher training becomes a social problem to the extent of its relevance and due to the uncertain treatment, it has received through discontinued policies and little social discussion [...]”.

In this sense, perceiving continued training as a process that has been established in a marketing perspective, which exacerbates results as a measure of performance, has brought serious consequences within teaching-learning relationships, when they are no longer guided by historically constituted knowledge and by school contexts and their particularities, aiming

only to obtain good approval rates. From this perspective of precariousness and pragmatization of teacher training, we highlight what Imbérnon states,

All of this cannot be resolved with a type of continued training that, despite everything and everyone, persists in a process made up of model lessons, notions offered in courses, an orthodoxy of seeing and carrying out training, standardized courses taught by experts – in which the teacher is an ignoramus who attends sessions that 'culturalize and enlighten' him professionally [...] What has been defended for some time is left aside: action research processes, attitudes, projects related to the context, active participation of teachers, autonomy, didactic heterodoxy, diverse teaching identities, comprehensive plans, didactic creativity, etc. (Imbérnon, 2010, p. 8-9, our translation).

Arendt (2005, p. 6, our translation) already raised this issue when she highlighted in the work *Between the past and the future*, that the crisis in education was closely linked to the loss of teacher authority, authority seen as competence, when “through pragmatic doctrines, Pedagogy has become a science of teaching in general to the point of completely detaching itself from the subject to be taught”. In this sense, education professionals are denied the appropriation of their greatest attribute, which is the mastery of historically constructed knowledge. And, in this sense, still in the words of Arendt (2005, p. 6, our translation), “[...] not only are students left to their own devices, but the most legitimate source of their authority as a teacher is removed from the teacher [...]”.

National public policies and continuing training

In order to deepen and support reflection on the continuing education of teachers, we consulted official documents that guide these processes. For a better understanding, we list the most important aspects of each public policy, based on the continued training of teachers.

For this qualitative study, we carried out bibliographical research, for theoretical support, and documentary research, in order to understand the guidelines and regulations for continuing education at the national level.

We present a study that attempted to demonstrate how the continued training of teachers has been proposed by public policies over the years, providing an opportunity for reflection on the fact that, if the training of teachers permeates the training of students, it is necessary to makes us think about what educator we want to train, understanding the political and social function of the act of teaching and learning.

We begin with the Federal Constitution of 1988, which established education as a fundamental, social and inseparable right for a citizen's life and in its article 6 establishes that:

“Education, health, food, work, housing, transport, leisure, security, social security, motherhood and childhood protection, assistance to the helpless” (Brazil, 1988, our translation). Denying this right to a considerable portion of the Brazilian population has constituted a bias towards domination and an electoral platform, based on the discourse of educational failure. Neoliberal discourses establish education as saving from endemic and historical problems of social and economic inequalities.

Likewise, it is in Article 205 of the 1988 Federal Constitution that education is everyone's right and is the duty of the state and the family. Article 206 lists the basic principles of education, which aim to provide citizens with access to knowledge without distinction, allowing them to exercise their citizenship through access to collective knowledge. It also highlights the valorization of education professionals, guaranteeing them a career plan and entry exclusively through public examinations and qualifications, and also guarantees citizens the right to education and lifelong learning. Art. 208, in turn, establishes the state's obligation in relation to free and compulsory basic education, from four to seventeen years old, the universalization of secondary education and also establishes specialized assistance for individuals with disabilities in regular education networks. Therefore, education as an inalienable right must be the focus of public policies that guarantee the universality of education and the appreciation of education professionals.

Enforcing what is in the propositions of the Federal Constitution, such as the content of the chapter that deals with education, is also explained in the National Education Guidelines and Bases Law 9,394/96 – LDBEN. According to her, in its article 32, elementary education is mandatory and its main objective is the basic training of human beings.

LDBEN represents an achievement for teachers, as it gave responsibility to education systems to offer continuing teacher training programs, giving it public policy status. Even though the National Education Guidelines and Bases Law 9,394/96 was the first document to legally support the development of continuing education, it was not consolidated regarding the principles and procedures that this training should assume, as a legal prerogative is not enough to guarantee it. Its articles 61 to 67 discuss teacher training.

Since the quality of teaching is always a state policy that is linked to the quality of teacher training, the promulgation of LDBEN contributed significantly to the expansion of the offer of continuing education as a public policy that resulted in many programs. Gatti (2008) says that, with the advent of LDBEN, continuing education showed exponential growth. This growth occurred as a way to resolve training problems arising from initial training, impacting

and reflecting on the quality of teaching. With this intention, LDBEN offered subsidies for continued training as a right and made federated entities responsible for providing this training, expanding training spaces and delimiting their purpose.

In 1997, the PCNs (National Curricular Parameters) were approved, placed as non-mandatory references for the development of state curriculum proposals, based on which the country's educational system was organized. In this way, a common part of the contents and a diversified part were established, in which transversal contents are included, respecting cultural and regional diversities (Brazil, 1997).

PCNs have as their main objective the improvement of the quality of education, pointing out to the school the need to diversify educational concepts and projects, as it is responsible for the task of disseminating socially elaborated knowledge, which is the guarantee for development, socialization and exercise of citizenship.

However, the curricular standardization proposed by the PCNs and the definition of the minimum content to be transmitted by basic education denote its link to the new demands of the globalized economic order and neoliberal policies, which exacerbate consensus, productivity, flexibility, performance, reducing the market supplier to education, which requires the training of flexible and adaptable human resources. Subjecting itself to the demands of meritocracy imposed by the market, education becomes a promotion of acceptance of the social, political and economic conditions imposed. Therefore, as stated by Bonamino and Martínez (2002):

Anyone who knows the PCNs can clearly perceive the distance between what could be a set of minimum and mandatory content for elementary education, or a proposal for curricular guidelines, and a complex curricular proposal, which contains axiological guidelines, methodological guidelines, criteria for assessment, specific content from all teaching areas and content to be worked on across the school (Bonamino; Martínez, 2002, p. 371, our translation).

In this sense, the idea spread that teacher training courses, both initial and continuing, would need reformulation to “adequately” train students. In this logic of ensuring “quality of education”, teacher training was based on four axes: professionalization through higher education courses, focus on practical training, making use of experiences and emphasis on continuous training and skills pedagogy.

In addition to consistent initial training, it is necessary to consider a continuous and systematic educational investment so that the teacher develops as an education professional. The content and methodology for this training need to be reviewed so that there is a possibility of improving teaching.

Training cannot be treated as an accumulation of courses and techniques, but rather as a reflective and critical process on educational practice. Investing in the professional development of teachers also means intervening in their real working conditions (Brazil, 1998, p. 25, our translation).

Teacher training policies in the 1990s, according to Mazzeu (2009), were based on the development of skills and abilities to make the most of teaching experiences: learning to learn, attention to diversity and the centrality of teacher practice. They were characterized by strategies of centralization of assessments, fragmentation and technical professionalization of teachers, aligned with the propositions of international organizations that were infiltrating Brazilian education.

Guided by skills-based training and reflective practice, they promote the reduction of educational work to circumstantial know-how, knowledge and knowledge to those constructed in and through practice and the formation of skills in place of theoretical and academic training (Mazzeu, 2009, p. 12-13, our translation).

From this perspective, teacher training is reduced to recommendations guided by multilateral organizations, as an instrument to overcome the lag in the demands of the production system and the inefficiency of the educational system, in preparing individuals for work and the culture of employment. The 1990s, according to Mazzeu (2009), “constituted a period of reforms in Brazilian education marked by the production of official documents, laws, guidelines and decrees based on the recommendations of international and regional multilateral organizations”.

The National Curricular Guidelines – DCNs – are based on the Federal Constitution of 1988 and LDBEN n. 9,394/96. It consists of mandatory standards for all educational systems, guides the curricula and their minimum contents and guarantees, throughout the Brazilian territory, a common basic training.

The text of the DCNs document presents guidelines for Basic Education, following three dimensions: organicity, sequentiality and articulation. Furthermore, it establishes common bases for Early Childhood Education, Elementary Education and Secondary Education throughout the national territory and ensures a diversified part, considering subjects who live in different environments, in the most varied social, cultural, economic and historical contexts, respecting their specificities, and needs.

The DCNs also ensure free, compulsory education for students aged four to seventeen, as well as those who did not have access at their appropriate age, by guaranteeing a place at the public Early Childhood Education or Elementary School closest to their residence.

Likewise, the DCNs hold the school, the Municipal Guardianship Council, the competent judge of the district and the representative of the Public Prosecutor's Office responsible for systematically monitoring the school career of children and young people. He emphasizes that it is as important as access to school to guarantee permanence, not only with the reduction of dropout rates, but also repetition and age/year/grade distortion.

Furthermore, in their text, the DCNs recognize that external assessments have been constituting State policies that support systems in the formulation of public policies to investigate “weaknesses and promote actions, in an attempt to overcome them, through integrated goals” (Brazil, 2013, p. 14, our translation).

The universalization of education brought excessive concern with quantity, to the detriment of quality. Knowing that guaranteeing access is not a guarantee of permanence, it is necessary to prioritize the implementation of strategies and methodologies that ensure student learning and that these are indicators that feed back into each other throughout the “didactic-pedagogical” process, which It targets the development of knowledge and historically and socially constructed knowledge” (Brazil, 2013, p. 23, our translation). Item IX of Article 4 of the LDB defines the minimum standards of teaching quality, such as the minimum variety and quantity, per student, of inputs essential to the development of the teaching-learning process. What is exposed by the law brings the need to recognize that quality permeates systematic and planned actions by the school collective.

The DCNs consolidate the determinations expressed in the LDBEN, with regard to a common curricular base, consolidated across the areas of knowledge – Portuguese Language, Mathematics, Natural Sciences, History, Geography, Art, Physical Education and Religious Education, implemented by school subjects and implemented in the form of thematic axes. It provides for a diversified part, preserving the specificities of knowledge, in which the “regional and local characteristics of society, culture, economy and school community are studied” (Brazil, 2013, p. 32, our translation). Furthermore, it includes, in the diversified part, the obligation to teach a foreign language, chosen by the school community, with the aim of enriching and complementing the curriculum. The common base and the diverse part cannot be dissociated, as they must interact in the knowledge construction process.

In this sense, the school must plan and conceive its political pedagogical project, guaranteeing everyone access to education, equal conditions for permanence and success in their studies, formalizing a pact around a school educational project, which considers the

students as an active part of the teaching-learning process. The guidelines organize Basic Education into stages that correspond to the constituent stages of educational development:

I – Early Childhood Education, which comprises: Daycare, encompassing the different stages of a child’s development up to 3 (three) years and 11 (eleven) months; and Pre-School, lasting 2 (two) years.

II – Elementary education, compulsory and free, lasting 9 (nine) years, is organized and treated in two phases: the initial 5 (five) years and the final 4 (four) years;

III – High School, with a minimum duration of 3 (three) years. These stages and phases have their own predicted ages, which, however, are different when paying attention to some points such as delays in enrollment and/or school progress, repetition, retention, return of those who had abandoned studies, students with disabilities, young people and adults with no or incomplete schooling, inhabitants of rural areas, indigenous people and quilombolas, teenagers in foster care or hospitalization, young people and adults deprived of liberty in penal institutions (Brazil, 2013, p. 36, our translation).

From this perspective, the DCNs place it as the school's task, but mainly place it under the teacher's responsibility to create actions that stimulate in students the desire to “research and experiment” situations that establish individual and collective learning. The Guidelines also establish that for learning to take place, “the formative nature must predominate over the quantitative and classificatory nature” (Brasil, 2013, p. 52, our translation). Action must also be taken to implement strategies that allow continuous progress, favoring the effective acquisition of learning, through understanding the needs and difficulties of students.

It is also worth highlighting that, based on Art. 3 of LDBEN, the Guidelines provide for the valorization of education professionals, reinforcing the idea that “valuing the education professional is valuing the school, with managerial, educational, social, cultural, ethics, aesthetics, environmental” (Brasil, 2013, p. 57, our translation). The DCNs link the appreciation of the teacher and the school to the guarantee of “quality standards”. In turn, Fundeb establishes criteria to provide support for the development of education professionals. CNE/CEB Resolution n.2/2009, based on CNE/CEB Opinion n. 9/2009 deals with the teaching career and establishes the appreciation of education professionals as a driver of the quality of the educational process. To this end, both initial and continuing training must consider the “domains” essential to teaching as prescribed in CNE/CP resolution no. 1/2006:

I – knowledge of the school as a complex organization that has the function of promoting education for and in citizenship;

II – research, analysis and application of the results of investigations of interest to the educational area;

III – participation in the management of educational processes and in the organization and functioning of educational systems and institutions (Brasil, 2013, p. 58, our translation).

In addition to having these domains, the teacher must “know how to guide, evaluate and prepare proposals, that is, interpret and reconstruct knowledge” (Brasil, 2013, p. 58, our translation). This document assumes that the teacher should be a specialist in childhood, this would imply a redirection of undergraduate and continuing education courses. Thus, initial and continued training, assumed as a commitment by systems to build educational projects that contribute to the “formation of a more just and inclusive nation, must promote the emancipation of its members”. In this sense, educational systems must necessarily provide guidelines in their Pedagogical Political Projects – PPPs:

I – consolidating the identity of education professionals, in their relationships with the school institution and with the student;
II – creating incentives to rescue the teacher’s social image, as well as teaching autonomy, both individual and collective;
III – defining indicators of social quality of school education, so that agencies training education professionals review the projects for initial and continuing training courses for teachers, so that they correspond to the requirements of a Nation project (Brazil, 2013, p. 58, our translation).

Educational systems, as maintainers of schools, are responsible for implementing public policies that guarantee quality education, the transmission of knowledge, through the actions, visions and practices developed by their main agents, the teacher, they need to reflect on the knowledge that is fundamental to the performance of their practices and the appreciation of the teacher. The National Education Plan (PNE) brings the fingerprints of education professionals, imprinted by historical struggles in the category, which demand better working conditions and appreciation for education professionals.

The PNE inaugurated a new phase for public educational policies and provided guidelines, establishing 20 goals for the period from 2014 to 2024, as well as establishing organic forms of collaboration between education systems. Its main challenges are facing barriers to access and retention and educational inequalities, the continued training of teachers, indicators relating to literacy, inclusion and vocational education.

The text of the PNE document is permeated by the right to “quality” basic education, sharing responsibilities between federated entities. Goals 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11 establish: the universalization of education at all levels, specialized care for individuals with disabilities, pervasive developmental disorders and high abilities or giftedness, preferably in

the regular education network, literacy for all children up to the third year of elementary school, the provision of full-time education, the increase in the quality of basic education, the increase in schooling for the population over 18 years of age and increasing the literacy rate of the population over 15 years of age.

PNE 2014-2024 explains the theme “quality of education” throughout the body of its document. However, the law alone does not change reality. Talking about this quality requires reflecting on the commodification of education, the precariousness of teaching work, the devaluation of education professionals, curricular standardization and the institution of meritocracy. It is also necessary to consider the inequalities of social and educational contexts and the pedagogical needs arising from them, which culminate in teaching-learning processes that are sometimes deficient. In this sense, there is an urgent need for *de facto* State policies, aimed at the unique needs of educational contexts, in which quality education is established with equal conditions, as endorsed in the Federal Constitution of 1988, as a right for all.

Goals 15, 16, 17 and 18 deal with the valorization of education professionals, set out as a strategy for achieving the previous goals. More specifically, goal 15 guarantees the obligation, in its first year of validity, for all teachers in Basic Education to have specific higher education training. Goal 16 refers to training, at postgraduate level, 50% of Basic Education teachers and guarantees continued training in their area of expertise. In turn, goal 17 discusses the valorization of education professionals, equating their salary with the salary of other professionals with the same level of education. While goal 18 ensures the implementation of the unified career plan.

From 2014 onwards, several proposals should have been put into practice of PNE 2014-2024 and in 2015, the national policy for training professionals in education should have been implemented. In 2016, the national education system would be established, as well as the initial quality student cost, which is an indicator that shows how much should be invested per year per student at each stage and type of basic education. Furthermore, the minimum wage for education professionals would be established, the job and career plan would be unified and the national basic education assessment system would be implemented. In 2017, the student quality cost should be permanent and would already be readjusted, with a view to guaranteeing the quality of basic education. In turn, in 2020, the average salary of teachers should be equivalent to the average salary of other professionals with the same education.

From what is evident, the scenario is challenging. Anchored on the assumption that continued training is an instrument for updating/valuing education professionals throughout

their career and constitutes a strategy for improving the quality of education through the establishment of public policies that ensure both the intellectual and cognitive development of students, when ensuring the training/valuation of teachers, we take Gatti's (2013) thoughts to corroborate:

The new social contexts lead to the need to keep in mind that education- which is a human right and a public good- and which allows people to exercise other human rights and, thus, it is essential in understanding, raising awareness, demanding and fight for these rights. It is evident today in social life, at work, in interpersonal relationships, how appropriating knowledge becomes increasingly necessary, since knowledge is one of the determinants of social inequalities [...] (Gatti, 2013, p 53, our translation).

For a long time, movements have been discussed and directed that point to the need to rethink the initial and continuing training of teachers. To this end, the CNE/MEC continues to create legislation to guide education systems on how to carry out this training. Among them, we highlight CNE/CP Resolution no. 2/2015, which establishes, according to art.1:

Art. 1 The National Curricular Guidelines for Initial and Continuing Higher Education Training for Teaching Professionals for Basic Education are hereby established, defining principles, foundations, training dynamics and procedures to be observed in policies, management and in the 3 training programs and courses, as well as in the planning, evaluation and regulation processes of the educational institutions that offer them (Brazil, 2015, p. 2, our translation).

Object of many discussions, broad and effective participation of the school community, the new DCNs were approved by the CNE/CP and sanctioned by the MEC on June 24, 2015. In the words of Hobold and Farias (2020, p. 119) “the analyzes about the process of constructing these guidelines and their achievements, the result of more than a decade of discussion, point to this guideline as an important milestone for the organization and management of teacher training in the country”. Thus, they present themselves as a basis for improving the initial and continuing training of education professionals.

Everyone involved in education knows the importance of ensuring professional training. In this sense, CNE/CP Resolution n. 2/2015, was widely discussed by the category and its content was considered by educators involved with National Teacher Training Policies as a synthesis of the permanent and historical struggles in relation to the topic. This occurs, therefore, its contextualization and foundation, according to Bazzo and Scheibe (2019, p. 674, our translation) “translate an understanding of the State and society capable of housing a certain conception of education”. Even though it was endorsed by educators specializing in public

policies and considered a historic achievement for the category in relation to the training of education professionals, the implementation of this resolution was systematically postponed, making it clear that the guidelines contained in this legislation were at odds with the concepts coming from the government of the time. Thus, the intention was to adapt teacher training to the precepts of the BNCC, a document that presents a standard curricular model for the entire country, based on an instrumental and technical view of training. Then, on December 20, 2019, CNE/CP Resolution no. 2/2019, which defines the National Curricular Guidelines for the Initial Training of Teachers for Basic Education and establishes the Common National Base for the Initial Training of Teachers for Basic Education (BNC-Formação).

This is how, amid a heated clash, the current government, through the MEC and the CNE, revoked the 2015 DCNs, imposing the return of “a formatted formation [...] by publishing, on December 20, the CNE Resolution /CP n° 2/2019. This DCN, in the wake of the implementation of the BNCC for Basic Education, takes up the conceptual framework of competencies and scandalously exposes the tendency for education as a public policy to conform to the privatist and market logic (Hobold; Farias, 2020, p. 122, our translation).

Thus, teacher training in the country, as legislated in the aforementioned resolution, according to Bazzo and Scheibe (2019, p. 681, our translation) begins to “[...] reveal a strategy that seeks to deliver to society teachers capable of providing companies and the economic system individuals educated not to resist the revocation of their rights, but rather to comply with an order that preserves the system and its inequalities.

This process removed the possibility of becoming courses of an emancipatory nature from teacher training courses, distancing the aims and objectives of education from its foundations, resulting in a downgrading of theoretical training. It also reduced this training to a pragmatic character, consolidated by the emphasis on BNCC content, but mainly by the centrality in the recovery of Basic Education knowledge, which teachers do not have.

In this sense, teacher training, constituted as a delimitation of competencies, which develops skills in students, is driven by mechanisms developed by public policies implemented in the form of law through qualification programs, is also ratified in the most recent document published by the MEC, that is, CNE/CP resolution n°1/2020, approved on 07/10/2020. This resolution defines the National Curricular Guidelines for the Continuing Training of Basic Education Teachers and establishes the Common National Base for the Continuing Training of Basic Education Teachers (BNC-Continuing Training). The document It also indicates the purpose of deepening the implementation of a technocratic teacher training policy, aligned

exclusively with the skills and content of the BNCC. We note in the resolution that teacher training is intrinsically linked to the BNCC and linked to a policy of national curricular reorientation and standardization, having as a backdrop its intimate relationship with national exams, which conceive a good school as being one that obtains good results in these evaluations and thus form the stereotype of a good teacher.

The proposal of "de-intellectualized" training intends to usurp from the teacher the understanding of the political and philosophical aspects of education, historicity, knowledge and educational action as a genuinely political act with the docilization of the teacher and his educational action as a horizon. The antagonism proposed by the terms "course" and "training", as well as "theory and practice", show a very narrow project of training, not teacher training. [...] disqualify teacher training and performance, spreading it through hiring and forms of remuneration, their political orientations for education are based on mechanisms of teacher accountability and evaluation, focused on learning outcomes and performance that disregard the multiple social, political, economic and cultural determinants that constitute the schooling process (Evangelista; Seiki; 2017, p. 101, our translation).

In the same way, it is prescribed in Resolution no. 1/2020 that the entire training process, including postgraduate studies (master's, doctorate, etc.), will only be considered for purposes of promotion or career advancement if they are aligned with the propositions of the BNCC for Basic Education.

In this way, the possibility of critical and reflective training is reduced from teacher training, because the foundations of education are removed from this training in order to increase teachers' control. In this sense, what is expected is that teachers train individuals who adapt to the market and standardized order of education.

In turn, the Common Curricular Base (BNCC), a guiding document for policies and actions relating to teacher training, evaluation, content development, establishment of criteria for the provision of adequate infrastructure and the development of education, is based on a roadmap of what to do, how to do it and why do education.

As a national reference for building curricula for state and municipal networks and for schools' pedagogical proposals, the BNCC establishes that students must develop ten skills that embody learning rights and defines skills as "mobilization of knowledge (concepts and procedures), skills (practical, cognitive and socio-emotional), attitudes and values to resolve complex demands of everyday life, the full exercise of citizenship and the world of work" (Brazil, 2017, p. 8, our translation).

The approval of the BNCC mandated public education networks and private schools to build their curricula based on the essential learning established by the document. Thus, the set

of “decisions and actions” that will constitute the curricula is defined, structured by the skills that must be “developed throughout Basic Education and at each stage of schooling” (Brasil, 2017, p. 23, our translation) as a guarantee of right to learning.

The BNCC divides Basic Education into three stages: Early Childhood Education, Elementary Education and High School. In this regard, the document is organized into five areas of knowledge – Languages, Mathematics, Natural Sciences, Human Sciences, Religious Education). Each of them establishes specific skills in the area or component, to be developed in students throughout the schooling stage (initial years or final years). To this end, the BNCC structure is organized by thematic units, which will define the objects of knowledge, and these define the skills to be developed, that is, the learning that must be assured to students.

In this way, we think that the propositions contained in the BNCC organize the construction of knowledge in a standardized way, through a ready-made curriculum, with the aim of increasing control over what is taught and how it is taught, delimiting the school in its political functions, social and cultural, reducing educational opportunities and denying education as a complex process, relegating it to a simplistic and linear process.

By offering ready-made and standardized material, with objectives defined by year and subject, BNCC intends to offer all students and teachers the same training conditions for Basic Education, understanding that everyone will have access to the same knowledge, in the same period of time. The result of this process is the accountability of teachers and students for the failure or success of teaching and learning.

Final remarks

In all educational contexts and in all education systems, continued training is fundamental in the propositions of quality and emancipatory education. Opposite to this relevance are training proposals in which a transmitting, uniform, decontextualized content predominates, far from the real and everyday demands of pedagogical practice, and mainly “based on an ideal educator that does not exist” (Imbernón, 2010, p. 39, our translation).

Teacher training courses have reinforced the idea of naturalizing competitiveness, individualism and the commodification of education. From this perspective, training becomes fragmented, based on capitalist logic, in which the pragmatism and utilitarianism of teaching are exacerbated, influenced by large-scale assessments.

In this way, teachers become mere executors, who must acquire knowledge, skills and techniques on how to pass on content. From this perspective, you don't need to learn to be a

teacher. Along with this, the current situation in teacher training points to an educational policy of emptying the curriculum. Thus, it solidifies itself as a pedagogy of skills and competencies, disarticulating and fragmenting the necessary unity between theory and practice, for the training of teachers who are researchers of educational reality, making teacher training decontextualized.

The fact is that education does not correspond to schooling. Schooling is just one aspect of the educational process, which takes place in lived relationships. So, teaching, placed as society's lifeline, and subordinated to the world of work and not human training, puts the work of teachers at risk. Teachers are the executors of educational proposals, which are implemented based on their practices, with specific needs and problems from the most varied realities. It is by looking at this situation that teacher training in school institutions and the new realities are designed.

If teacher training is not accompanied by a change of context, career promotion, improvement of working conditions and the physical structure of schools, how can we think about teacher transformation if the educational context induces you to remain in the same place? A teacher is idealized, but she is not given the physical, material, methodological, and emotional conditions to carry out her work satisfactorily.

Contextualizing the continuing education of teachers, giving them the opportunity to participate effectively, in a space of time and place, bringing their particularities and potentialities, contributes to highlighting the political and social value that is determined by the performance of their functions. The humanization of teaching work is linked to the relationships and forms of action of your pedagogical practice, which reflects and influences broader relationships in other instances of social practice, when through the actions that your job attributes to you, it offers intellectual and cognitive conditions for the exercise of citizenship by their students.

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CRedit Author Statement

Acknowledgments: I would like to thank the City Council of the city of Lages, through the Municipal Department of Education SMEL, for providing a 50% scholarship and two-year paid leave to complete the master's degree course. I would also like to thank the University of Planalto Catarinense (UNIPLAC), an institution that, through my excellent teachers, especially my advisor Maria Selma Grosch, who contributed so much with their teachings and knowledge.

Financing: Not applicable.

Conflicts of interest: Not applicable.

Ethical approval: It was submitted to CEP - UNIPLAC, and obtained approval on February 18, 2021, under opinion number 4,546,282. It followed the assumptions set out in Resolution 510/2016.

Availability of data and material: This article is an excerpt from the final version of the dissertation presented for a master's degree, accessible to everyone, available in the UNIPLAC library.

Authors' contributions: This article is an excerpt from the final version of the dissertation presented for a master's degree, so the main writing was developed by me, under the guidance of my Advisor Maria Selma Grosch.

Processing and editing: Editora Ibero-Americana de Educação.
Review, formatting, standardization and translation.

