

**POLICIES AND CURRICULA OF PEDAGOGY TRAINING AFTER 2015:
RUPTURES AND STANDARDIZATIONS**

***AS POLÍTICAS E OS CURRÍCULOS DE FORMAÇÃO DE PEDAGOGOS(AS) APÓS
2015: RUPTURAS E PADRONIZAÇÕES***

***LAS POLÍTICAS Y LOS CURRÍCULOS DE FORMACIÓN DE EDUCADORES
DESPUÉS DE 2015: RUPTURAS Y ESTANDARIZACIONES***



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ABSTRACT: Pedagogy training policies after 2015 have had conflicts and received guidelines permeated by ruptures and standardizations. This article aims to discuss the disputes within the normative guidelines for the teacher training, especially in the pedagogy graduation course and the concern with the curricula from 2015 to 2019. The methodology used for the theoretical background was the bibliographical research and the search for the pertinent legislation for the documentary review on the subject. The results made it clear that the current debate on teacher training is tense and there is a possibility of a setback in the advances already achieved, by means of a more conservative and technical look at the legislation and political interests guided by the precepts of neoliberalism. Thus, the struggle to maintain and advance on the achievements in the teacher training area has become essential.

KEYWORDS: Teacher training policies. Pedagogy. Curriculum.

RESUMO: As políticas de formação de pedagogos após 2015 têm passado por embates e recebido orientações permeadas de rupturas e padronizações. Neste artigo, objetiva-se discutir as disputas nas orientações normativas para a formação de professores(as), especialmente no curso de Pedagogia, e a preocupação com os currículos no período de 2015 a 2019. A metodologia utilizada para a fundamentação teórica corresponde à pesquisa bibliográfica, à busca por legislação pertinente e à consulta documental sobre a temática. Os resultados explicitaram que o debate atual sobre a formação docente se faz tenso, com a possibilidade de retrocesso nos avanços conquistados, mediante um olhar mais conservador e tecnicista da legislação e de interesses políticos orientados pelos preceitos do neoliberalismo. Desse modo, a luta para a manutenção e o avanço das conquistas na área da formação se tornaram imprescindíveis.

PALAVRAS-CHAVE: Políticas de formação de professores. Pedagogia. Currículo.

RESUMEN: Las políticas de formación de pedagogos a partir de 2015 han pasado por choques y han recibido lineamientos permeados por rupturas y estandarizaciones. El objetivo de este artículo es discutir las disputas en los lineamientos normativos para la formación de profesores, especialmente en el curso de pedagogía, y la preocupación por los currículos, en el período 2015-2019. La metodología utilizada para la fundamentación teórica fue la investigación bibliográfica y la búsqueda de la legislación pertinente para la consulta documental sobre el tema. Los resultados dejaron en claro que el debate actual sobre la formación docente es tenso y con posibilidad de retroceso en los avances logrados, a través de una mirada más conservadora y tecnicista de la legislación y los intereses políticos guiados por los preceptos del neoliberalismo. De ese modo, a lucha por mantener y avanzar los logros en el área de la formación se ha vuelto imprescindibles.

PALABRAS CLAVE: Políticas de formación docente. Pedagogía. Currículo.

Introduction

The objective of this article is to discuss the disputes in the normative guidelines for teacher training, especially in the Pedagogy course, as well as the concern with curricula. In this light, the legal provisions published from 2015 to 2019 are analyzed, such as the Opinion of the National Education Council/Pleno Council (CNE/CP) n. 2/2015 (BRASIL, 2015a) and Resolution no. 2/2015 (BRASIL, 2015b), which define the National Curricular Guidelines (DCN's) for Initial Higher Education Training (degree courses, pedagogical training courses for graduates and second degree courses) and Continuing Training; the CNE/CP Opinion no. 22, of November 7, 2019 (BRASIL, 2019a), which evaluates the DCN's for Basic Education and the Common National Base for the Initial Training of Basic Education Teachers (BNC-Formação); and Resolution CNE/CP no. 2, of December 20, 2019 (BRASIL, 2019b), which defines the DCN's for the Initial Training of Teachers for Basic Education and which establishes the BNC-Formation. In addition to this legislation, articles and bibliographic studies produced on the subject were investigated, as well as publications from associations and educational entities. By way of examples of the latter, there is the National Association for the Training of Education Professionals (Anfope) and the National Forum of Directors of Colleges, Education Centers or Equivalents of Brazilian Public Universities (Forumdir).

In view of this, the interstice in which the latest guidelines for teacher training in the country are being disputed takes place in a context of strong political tension, attacks on democracy, the health crisis resulting from the *coronavirus pandemic disease* (new coronavirus disease – COVID-19), in addition to (in) direct attacks on Brazilian public education. After the 2016 legal and media parliamentary coup that led Michel Temer, from the Brazilian Democratic Movement (MDB), to the presidency, policies strongly oriented towards the standardization of curricula³ were followed, from basic education to teacher training, in a neoconservative political context. This movement was consolidated due to the result of the 2018 presidential elections, when the extreme right materialized in power (DINIZ- PEREIRA, 2021). Therefore, the discussion about curricular guidelines in the country is, in our view, directly related to political-ideological disputes in State management.

³Apple (2005) defined curriculum as the concern of what to teach, how it could be better taught, planning the teaching process and ways of evaluating the result of what should be taught. This is related, then, to didactics, that is, planning, evaluation, teaching methods, the teaching-learning process and the relationships between teacher and student and between school and society. In a globalized world and hegemonized by the conservative neoliberal project, the logic of the market has influenced macropolitical decisions and imposes itself in schools and in decisions about curricula.

When considering the complexity of this situation, the conflict in which the legal guidelines for teacher training were launched is initially made clear. Next, the current agenda of disputes that contemplate divergent conceptions of teacher training and impact this field is confronted, also with an influence on graduation in Pedagogy. It also revisits aspects concerning understanding the impacts of such measures on the configuration of the aforementioned course and its identity construction.

The discussion of teacher training in a context of crises and political alternations

With the resumption of the country's developmental agenda under the management of the Workers' Party (PT), according to Frigotto (2011, p. 240, our translation), on the one hand there was the “[...] fury of the ruling class and its hegemonic apparatus against social policies carried out because they removed “[...] crumbs from the expanded reproduction of capital or its privileges” (Ibid) and, on the other, the gratitude of those who felt the “effective improvement of their lives, much of it passing from indigence to survival and another portion rising one step on the scale of consumption”. Without the structural changes expected from a left-wing administration, the basis of inequalities remained, and Brazil continued as a society of contrasts and social injustice.

Thus, the attack on the population's basic rights, particularly between 2016 and 2022, portrays the strong intensified class struggle in the country. This context encompasses both the dimension of wealth distribution and the movement of hatred for the “crumbs” achieved by the Brazilian population. Attacks on social rights began to be projected and materialized, most evidently, following the coup against then President Dilma Rousseff and the consequent inauguration of Michel Temer as President of the Republic. In the words of Piolli (2018), the following ended:

[...] cycle of the New Republic that had the 1988 Constitution as one of its pillars. We enter a context very similar to the Civil-Military Dictatorship (1964-1985) with a tendency towards the resurgence of democratic freedoms and the advance of conservative liberal forces and radical neoliberalism dictated by the forces of the market, big capital, especially finance, and of rent-seeking (PIOLLI, 2018, p. 101, our translation).

In fact, the coup affected workers' rights and defended conservative and neoliberal interests. Among the mechanisms to carry it out, the production of a crisis strategically engineered by right-wing forces stands out. Carried out with strong conservative media support,

this situation is justified, according to Saviani (2018, p. 28, our translation), “[...] in the name of combating corruption, making us believe that it was the PT that, upon arriving in government, installed a true gang committed to the private appropriation of public funds.”

In this sense, by taking intense advantage of new forms of communication, with the massive use of social media to disseminate fake news, with broad appeal to neoconservative and far-right agendas, Jair Messias Bolsonaro was elected president of the Republic (2019-2022). Thus, during the Temer administration and, later, under Bolsonaro, rapid consequences and structural changes deregulated hard-won rights, especially with Constitutional Amendment no. 95 (BRASIL, 2016), which defined a fiscal regime that limited, for 20 financial years, spending on primary expenses; the Labor Reform, Law no. 13,467 (BRAZIL, 2017a); and Constitutional Amendment no.103 (BRASIL, 2019c), relating to pension reform. It is worth noting that popular resistance did not prevent the approval of such devices, which intensified the historic inequality present in the country.

In the context of attacks on public social policies, education was strongly affected, especially Higher Education, with attacks on public universities through budget cuts, offensives to their autonomy or through attacks on the institutions' social image. The management of Education Ministers Ricardo Vélez Rodríguez (January 1, 2019 to April 8, 2019); Abraham Weintraub (April 9, 2019 to July 19, 2020); Milton Ribeiro (July 16, 2020 to March 28, 2022); and, finally, Victor Godoy Veiga, (April 18, 2022 to December 31, 2022), during the Bolsonaro government, was marked by attacks on education as a subjective public right. With centralized decision-making and associated with the science denialist stance, several ministers conducted their actions and measures with record setbacks throughout public education.

Even with policies that were widely criticized before democratic institutional bodies, Bolsonaro remained in the presidency for four years and exercised a sustained management in massive communication, with an appeal to neoconservative and far-right agendas. On the one hand, the presidential elections of October 30, 2022, which brought Luiz Inácio Lula da Silva (PT) to the aforementioned position, portray an important victory for the preservation of our democracy, but, on the other hand, the coup movement of January 8, 2023, with the invasion and depredation of the headquarters of the three Powers in Brasília, highlights the great challenges for the guarantee of the Democratic Rule of Law. As Frigotto and Ciavatta (2004, p. 13, our translation) point out, it is possible to deal with:

[...] the difficulty of dealing with work in its formative sense, creating culture and improving the human being, which overcomes the relations of

exploitation and generation of poverty in which the Brazilian population struggles [...] external intervention [...] consented and associated, permanent and insidious through resources and ideologies that interfere in the possible autonomous processes of improving the direction of public education.

In this political situation, we were devastated by the Covid-19 pandemic that affected, by the end of 2022, almost 700 thousand⁴ people in Brazil, largely due to science-denying federal management, associated with the lack of measures that caused this health tragedy in the country.

Such contextualization is relevant in the analysis of teacher training policies in Brazil, since, at the time, Resolution no. 2/2015 and the publication of Resolution no. 2/2019. In the latter, the current training project follows a path opposite to the guidelines recently implemented by the majority of degrees that reformulated the Pedagogical Course Projects (PPCs) based on the previous resolution. In the case of a degree in Pedagogy, the possible implications are even more acute, as will be seen in the next topic.

The dispute between Resolutions no. 2/2015 and 2/2019 – limits and setbacks

CNE/CP Resolution no. 2/2015b defines principles, foundations and guidelines for the initial and continuing training of teachers, outlined in CNE/CP Opinion no. 2/2015^a, which, in turn, presents statistical data and summarizes principles of teacher training that dialogue with perspectives and conceptions historically created by scholars, associations and entities in the area in the country. The aforementioned resolution was prepared by a Bicameral Teacher Training Committee, designated by the CNE, which involved advisors from the Chamber of Higher Education and the Chamber of Basic Education (CES/CEB). In 2014, the group indicated the preliminary version as a topic for debate, criticism and collection of suggestions in expanded meetings and various events with the participation, for example, of the Ministry of Education (MEC), “Capes, Inep, Consed, Undime, Forum Expanded by Councils, academic-scientific and trade union associations, higher education institutions, forums, experts, researchers and students linked to the theme” (BRASIL, 2015a, p. 2, our translation). Thus, evidence of critical and participatory analysis is evident in the process of preparing the aforementioned teacher training proposal.

It is noteworthy that CNE/CP Opinion no. 2/2015 follows the precepts of a BNC for teaching training, follows the delimitations of two editions of the National Education

⁴Information available at: <https://covid.saude.gov.br/>. Access: 04 Jan. 2023.

Conference, both held in Brasília, in 2010 and 2014. As a reference, it also addresses research that indicates the need to expand the relationship between Higher Education Institutions (HEIs) and Basic Education, by ratifying that training must include:

I – Solid theoretical and interdisciplinary training of professionals; II – the insertion of undergraduate students in basic education institutions in the public education network, a privileged space for teaching practice; III – the educational context of the region where it will be developed; IV – socialization activities and impact assessment; V – aspects related to expanding and improving the use of the Portuguese language and communicative, oral and written skills, as fundamental elements of teacher training and learning Libras; VI – socio-environmental, ethical, aesthetic issues and issues relating to ethnic-racial, gender, sexual, religious, generational and socio-cultural diversity as principles of equity (BRASIL, 2015a, p. 23-24, our translation).

CNE/CP Resolution no. 2/2015 is supported by the concept that all teacher training courses in the country must have solid theoretical-practical and interdisciplinary training, which dialogues and interacts with Basic Education institutions, in line with the specificities of the region where the school is located, approaching sociocultural issues as principles of equity. The aim, according to the resolution, is to guarantee the training of graduates capable of:

I – [...] act with ethics and commitment with a view to building a fair, equitable and egalitarian society; II – understand its role in the training of basic education students [...]; III – work to promote learning and development of subjects at different stages of human development in the stages and modalities of basic education; IV – master the specific and pedagogical contents and theoretical-methodological approaches of teaching, in an interdisciplinary way and appropriate to the different stages of human development; V – relate the language of the media to education, in didactic pedagogical processes, demonstrating mastery of information and communication technologies for the development of learning; VI – promote and facilitate cooperative relationships between the educational institution, the family and the community; VII – identify sociocultural and educational issues and problems, with an investigative, integrative and propositional stance in the face of complex realities, in order to contribute to overcoming social, ethnic-racial, economic, cultural, religious, political, gender and sexual exclusions and others; VIII – demonstrate awareness of diversity, respecting differences of an environmental-ecological, ethnic-racial nature, gender, generational groups, social classes, religious differences, special needs, sexual diversity, among others; IX – act in the management and organization of basic education institutions, planning, executing, monitoring and evaluating educational policies, projects and programs; X – participate in the management of basic education institutions, contributing to the preparation, implementation, coordination, monitoring and evaluation of the pedagogical project; XI – carry out research that provides knowledge about students and their sociocultural reality; about teaching and learning processes, in different environmental-ecological environments; about curricular proposals; and on the organization of educational work and pedagogical practices, among others; XII – use appropriate research instruments to build pedagogical and scientific

knowledge, aiming to reflect on one's own practice and discuss and disseminate this knowledge; XIII – study and critically understand the National Curricular Guidelines, in addition to other legal determinations, as fundamental training components for teaching (BRASIL, 2015b, p. 26-27, our translation).

The excerpt above expresses an expanded view of teacher training as professionals who act and position themselves not only in the organization of work in the classroom, but also participate in the decision-making process regarding the organization of school work, which includes being part of the management of basic institution. Furthermore, they must develop research concerning the various themes of pedagogical praxis, understand and position themselves in the sense of social organization, with a view to building a fair society.

Given this idea of training and delimiting graduates of teacher training courses, Resolution CNE/CP n. 2/2015 defines, in Article 13, that degrees must meet the following curricular organization:

§ 1 The courses referred to in the caput will have, at least, 3,200 (three thousand and two hundred) hours of effective academic work, in courses lasting at least 8 (eight) semesters or 4 (four) years, comprising: I – 400 (four hundred) hours of practice as a curricular component, distributed throughout the training process; II – 400 (four hundred) hours dedicated to supervised internship, in the area of training and work in basic education, also covering other specific areas, if applicable, according to the institution's course project; III – at least 2,200 (two thousand and two hundred) hours dedicated to training activities structured by the centers defined in items I and II of article 12 of this Resolution, according to the institution's course project; IV – 200 (two hundred) hours of in-depth theoretical/practical activities in specific areas of interest to students, as defined in section III of article 12 of this Resolution, through scientific initiation, initiation into teaching, extension and monitoring, among others, depending on the institution's course project (BRASIL, 2015b, p. 11, our translation).

Therefore, the requirements of the resolution promote processes of valuing teaching, by demanding workload and the organization of centers with an explicit focus on training for teaching, something in contrast to light training proposals or that resort to graduate training as an appendix to training of the bachelor's degree – a remnant of the old 3+1 scheme for teacher training in Brazil –, but also of the interests of higher education entrepreneurs. In this way, such regulations make it unfeasible, for example, for three-year courses offered on the market in some private institutions, in addition to requiring a National Common Base that opposes the neotechnicist perspective of BNC-Formação, proposed in the current CNE Resolution /CP no. 2/2019. According to Opinion no. 2/2015 (BRAZIL, 2015a):

Conae 2010 document, must aim to guarantee a training concept based both on the development of solid theoretical and interdisciplinary training in the education of children, adolescents, young people and adults and in specific areas of scientific knowledge regarding the unity between theory and practice and the centrality of work as an educational principle in professional training, as well as the understanding that research constitutes a cognitive and formative principle and, therefore, the nucleating axis of this training. It must also consider the experience of democratic management, the social, political and ethical commitment to an emancipatory and transformative project of social relations and the experience of collective and interdisciplinary work, in a problematizing way. Such conceptions articulate the guidelines, definitions, goals and strategies of the PNE and, therefore, must be fundamental for national guidelines for the valorization of education professionals (BRASIL, 2015a, p. 7-8, our translation).

On another important point, the 2015 resolution was presented in a single document with guidelines for the initial and continuing training of teachers, with the aim of articulating the two formative moments of the Basic Education teaching professional. Furthermore, the existence of a section dedicated to the “valuation of teaching professionals” stands out, interpreted as “a constitutive and constituent dimension of their initial and continued training” (BRASIL, 2015a, p. 36, our translation).

After the approval of Resolution CNE/CP no. 2/2015, there was a relationship of strength with movements, especially from private institutions, which started to request the postponement of the deadline for the reformulation of degree course projects in light of the resolution. As a result of this process, successive delays occurred, and the reckless action actually took effect: Resolution CNE/CP n. 2/2015 was replaced by Resolution CNE/CP n. 2/2019.

In these terms:

[...] Resolution [02/2015], as pointed out in CNE/CP Opinion No. 7 of 2018, close to the end of the implementation period, received new letters of extension in a movement supported by the National Association of Directors of Federal Institutions of Higher Education (Andifes) and the National Forum of State Education Councils and the Federal District (FNCEE). Entities such as the National Association of Postgraduate Studies and Research in Education (Anped) and the National Association of Education Policy and Administration (Anpae) expressed opposition to the extension. Based on this resistance, the CNE/CP decided against the new extension of the deadline for implementing the 2015 national curricular guidelines. However, with a request for views from counselor Antônio Carbonari Neto, the discussion was resumed. Finally, Resolution No. 3, of October 3, 2018, decides to extend the deadline for implementing the new national curricular guidelines to four years, with the risk of this Resolution being revoked, since the current government is private in nature and This increases the course load, hindering the logic and interest of private institutions (RICHTER *et al.*, 2019, p. 79-80, our translation).

Between the approval of Resolution CNE/CP no. 2/2015 and its replacement by Resolution CNE/CP n. 2/2019, a complex scenario was experienced, as highlighted at the beginning of this article. The restriction of the participatory process and the rise of a management marked by the approval of legal provisions in a centralized and accelerated manner resulted in the approval of Resolution CNE/CP n. 2, of December 22, 2017 (BRASIL, 2017b), from the Common National Base Curriculum (BNCC) for Early Childhood Education and Elementary Education and Resolution CNE/CP n. 4, of December 17, 2018 (BRASIL, 2018), which provides for the BNCC of Secondary Education – such devices engender an organic reform of Basic Education and intervened directly in the direction of teacher training guidelines. With the BNCC, the political/ideological strategy of delimiting a new conception of teacher training stands out, which would be totally subject to the mere technical preparation of teachers for its implementation, which corrupts the principles of dense, critical and expanded teacher training. In fact, Law no. 13,415 (BRASIL, 2017c), approved in 2017, included, in Article 62, § 8, that “the curricula of teacher training courses will have as reference the National Common Curricular Base”.

Resolution no. 4/2018 (BRASIL, 2018) defines, in Article 5, that “BNCC-EM is a national reference for education systems and for public and private school institutions or networks” to build or review their High School course curricula. In § 1, it establishes that:

[...] BNCC-EM must support the design, formulation, implementation, evaluation and review of curricula, and, consequently, the pedagogical proposals of school institutions, thus contributing to the articulation and coordination of educational policies and actions, developed at federal, state, district and municipal levels, **especially in relation to teacher training**, learning assessment, definition of teaching resources and criteria defining adequate infrastructure for the full development of quality education provision. (BRAZIL, 2018)

Art. 14. From the perspective of valuing the teacher and his **initial and continued training, the standards, course curricula and programs intended for them must adapt to the BNCC-EM**, in accordance with § 8 of Art. 62 of LDB, **and must be implemented within 2 (two) years, counting from the publication of the BNCC-EM**, in accordance with Article 11 of Law No. 13,415/2017.

Art. 15. The evaluation cycle of the National Student Performance Exam (Enade), **following the publication of the BNCC-EM**, must **observe in its reference matrix** the determinations set out here.

Art. 17. **The PNLD - National Textbook Program must comply with what is established by BNCC-EM**, respecting the diversity of curricula, constructed by different institutions or school networks, without uniformity of pedagogical concepts (BRASIL, 2018, emphasis added, our translation).

With these provisions, it is demonstrated that the guidelines approved within the scope of the BNCC (2017; 2018) articulated legal bases to justify the need for a reformulation of the ongoing Teacher Training DCNs, in addition to the adaptation of the National Student Performance Exam (Enade) and the National Book and Teaching Material Program (PNLD). It is worth noting that the BNC-Formação proposal was prepared by the MEC in 2018 and forwarded to the CNE “[...] for analysis and issuance of an opinion and formulation of the resolution, regulating the Common National Base for the Initial Training of Basic Education Teachers ” (BRASIL, 2019b, p. 1, our translation), which surprised the HEIs both due to the impulsive decision to publish and the lack of debate and participation in the preparation. It is worth highlighting that, “through the so-called '*minimum curricula*', BNC-Formação is a new attempt to standardize degree curricula in the country” (DINIZ-PEREIRA, 2021, p. 1, our translation), standardization aimed at standardization technique to teach how to do things without a theoretical foundation that allows criticism and creativity.

Subsequently, Resolution CNE/CP n. 2, of December 20, 2019, established, in Article 27 (BRASIL, 2019b), a two-year period for HEIs to implement the DCNs of Initial Teacher Training for Basic Education and BNC-Formation; and established that the HEIs that adopted Resolution CNE/CP n. 2/2015 would have a period of three years to do so. However, associations and researchers in the area criticize the preparation process, the content and the deadline established in Resolution CNE/CP n. 2/2019, and manage to extend this time as a fighting strategy and form of resistance for the subsequent revocation of the current training guidelines.

In the document that deals with guidelines for HEIs on the need to postpone changes to the PPC of Pedagogy degrees, Anfope and Forumdir (2021, our translation) consider the following to be harmful:

[...] operational consequences of implementing Resolution CNE/CP nº 2/2019 within the deadline set out in its Article 27 [...], in the middle of the pandemic, making discussions and reflections of professionals and students of Pedagogy Courses unfeasible and Bachelor's degrees across the country. The untimely change in curricular orientation, without dialogue with universities, disrespected the universities' internal processes and times, which reformulated their curricula and built their initial and continuing teacher training policies, guided by Resolution CNE/CP nº 02/2015. The approval of CNE/CP Resolution No. 2 in December 2019 and the fact that at the beginning of 2020 we began to live with the COVID-19 pandemic, which brought a serious health crisis to the country, and which caused the interruption of didactic academic activities (face-to-face classes) for a large part of the 2020 academic year, a situation that continues in 2021, made it impossible for higher education institutions to carry out a broad debate and study about Resolution

CNE/CP nº 2/2019 [...].

The critical analysis of Resolution CNE/CP n. 2/2019 (BRASIL, 2019b) corroborates that its training concept is reduced to preparing degree graduates to apply the BNCC, something ratified in this fragment:

Art. 1st. This Resolution defines the National Curricular Guidelines for the Initial Training at Higher Level of Teachers for Basic Education and establishes the Common National Base for the Initial Training of Teachers in Basic Education (BNC - Formação), contained in the Annex, which must be implemented in all types of courses and programs aimed at teacher training. Single paragraph. The National Curricular Guidelines for the Initial Higher Education Training of Teachers for Basic Education and BNC - Formação have as a reference the implementation of the National Common Curricular Base for Basic Education (BNCC), established by Resolutions CNE/CP nº 2/2017 and CNE/CP nº 4/2018 (BRAZIL, 2019, our translation).

Due to the form and conduct of the BNCC approval process, marked by the “overrun” of time and participatory restrictions (AGUIAR; DOURADO, 2018), in which the conception of the BNC - Formação was subject to training based on skills and abilities, it can be inferred that teacher training began to be subject to the logic of skills demanded by market interests. Furthermore, this situation undermines the autonomy of training courses, as they are limited to a BNC - Formação reduced to a list of 10 general and specific skills divided into knowledge, practice and professional engagement.

Adjusted to the so-called “market ideology”, governments following the 2016 coup adopted the discourse of ensuring “coherence” between the DCN's for Teacher Training and BNCC-Basic Education. As a consequence of this, the intention was reiterated to homogenize the curricular proposals of teacher training courses in the country (DINIZ-PERIERA, 2021) under a more technical and conservative bias.

Regarding curricular organization, Article 10 of Resolution CNE/CP no. 02/2019 establishes a total workload of at least 3,200 hours, focusing on the development of professional skills explained in BNC - Formação. Meanwhile, Article 11 points to the distribution of 3,200 hours between three defined groups, which mischaracterizes the training centers present in Resolution no. 2/2015 and, originally, in the Pedagogy course guidelines⁵. Group I, dedicated to the common base, would have 800 hours for scientific, educational and pedagogical knowledge that underlies education and its articulations with educational systems, schools and

⁵The current guidelines for the Pedagogy course define three training centers: one for basic studies; another for deepening and diversifying studies; and the third, integrative studies. This totals a minimum duration of 2,800 hours of training activities, 300 hours of curricular internship and 100 hours of complementary activities.

practices; group II, of 1,600 hours, would include learning specific contents of areas, components, thematic units and objects of knowledge of the BNCC and pedagogical mastery of such contents; group III, of 800 hours, corresponds to pedagogical practice distributed over 400 hours of supervised internship, according to the PPC, and another 400 hours for the practice of the curricular components of groups I and II, distributed throughout the entire course and according to the IES PPC. In this configuration, training is funneled to become a preparatory initiative for the BNCC, from the instrumental perspective of teaching and the return to a pedagogy of skills.

The training proposal leads to our initial concern about technical training in accordance with neoliberal precepts – this logic, in fact, has an instrumental nature of training, with the consequent emptying of theoretical content. Likewise, with regard to the purposes of education:

[...] reformers aim to implement educational reforms to, on the one hand, guarantee the mastery of basic skills and abilities necessary for economic activity revolutionized by new technologies and work processes (revolution 4.0) and on the other, ensure that such an initiative is contained within its worldview, which translates into a modernized status quo (FREITAS, 2018, p. 41, our translation).

In this perspective, when thinking about a pragmatist curriculum focused on “know-how”, Laval (2004, p. 3, our translation) explains that the “flexible man and the autonomous worker constitute [...] the references of the new pedagogical ideal”.

Based on the thoughts of Kuenzer (2017, p. 333, our translation), the controversy of “entities and intellectuals that have historically sought to build an education project that meets the interests of the working class” is explained. If, on the one hand, the former advocate the flexibility of training paths to “meet the life projects of young people” and the organization of the school to meet the demands of the job market, the others cite the “organization of a curriculum that integrates organic and consistent way the dimensions of science, technology, culture and work, as ways of attributing meaning to school knowledge” (KUENZER, 2017, p. 333, our translation). This knowledge would contribute to the development of intellectual autonomy and understanding of the social totality, with the capacity to act in favor of the interests of the working class. However, such reform, as the author explains, “institutionalizes unequal and differentiated access to knowledge” (KUENZER, 2017, p. 341, our translation).

Furthermore, Ponce and Araújo (2019, p. 1068) pointed out that epistemological diversity is endless in language, art, geography, medicine, etc. Therefore, it is necessary to include them in the curriculum based on theoretical and practical contributions, so that everyone

can critically analyze, suggest and propose, a *sine qua non* condition for curricular policies and curricula that envision innovative training, with democratic, nonconformist, rebellious and purposeful subjectivities.

In the meantime, curricular designs cannot be imposed, while curricular policies and their contents must contribute to democratizing relations between State and society, as well as other spaces where unequal power relations prevail (ARAÚJO, 2022), especially in dissemination of knowledge and constructed knowledge. In teacher training curricula, an emancipatory education that promotes social interaction, the redefinition of the role of the educator and the active participation of the community in schools is necessary, with a search for collective action to overcome inequalities.

Setbacks in the conception of teacher training assumed in Resolution no. 2/2019 particularly affect Pedagogy courses, both in the context of training for teaching in Early Childhood Education and Elementary Education, and in the field of management. The scope of the degree in Pedagogy, regulated by the DCNs contained in Resolution CNE/CP n. 1, May 15, 2006 (BRASIL, 2006), has been addressed by scholars over several decades; however, the proposal for Resolution no. 2/2019, in addition to not resolving the problems encountered, it affects the identity of the course and causes setbacks and negative consequences.

In accordance with the analysis in the previous section, Resolution no. 2/2019 was marked by the absence of debate and participation of associations that have historically dedicated themselves to the study of teacher training in Brazil, HEIs, researchers in the area, among other fronts, which characterizes an authoritarian legal orientation, deliberated centrally, imposed on undergraduate degrees and, specifically, on the Pedagogy course. Such legislation presents articles that change the course in its structure, which undermines the area's right to democratically participate in negotiations regarding the destiny and identity of the degree, even if, later, the debate on new DCNs for the course were taken up, given that the bases would be determined by the aforementioned resolution.

Evidently, we are aware of the necessary debate on the DCN's of the Pedagogy course, but these guidelines were imposed without fruitful discussions; therefore, there are “sufficient reasons to refuse the new National Curriculum guidelines for the Pedagogy course suggested by the CNE” (LIBÂNEO *et al.*, 2022, p. 628). However, the authors also do not argue in favor of continuing the 2006 guidelines (BRASIL, 2006), as it also does not meet the needs for teacher training for Early Childhood Education and the initial years of Elementary Education. Therefore, we think about the indispensability of alternatives widely discussed and appreciated

by educators and education researchers.

It should also be noted that Resolution no. 2/2019 introduces particular changes in the Pedagogy degree, but without a basis for data on the situation of courses in the country and/or, nor, theoretical aspects for the guidelines assumed. This logic of management of public education policies throughout Temer's administration and, later, Bolsonaro's, takes up the historical marks of the Brazilian dictatorial period (1964-1984), which centralized and authoritatively determined decisions, a reality that is consistent with the analysis by Codato (2005, p. 101) about the permanence of the “non-democratic pattern of the State-society relationship”, which affects the fragile history of democracy in Brazil.

A structural change may occur with the separation of the degree in Pedagogy for Early Childhood Education and Elementary Education, since, according to Article 13 of Resolution CNE/CP n. 2 (BRASIL, 2019b), for Group II, which comprises in-depth studies in the stage and/or in the curricular component or area of knowledge, the workload of 1,600 hours must be completed from the 2nd to the 4th year, according to the three types of courses respectively aimed at: I – training multidisciplinary Early Childhood Education teachers; II – training of multidisciplinary teachers in the initial years of Elementary School; and III – training of teachers in the final years of Elementary and Secondary Education. In this panorama, the resolution resumes, in practice, the *modus operandi* of the fragmented curricular organization of the Pedagogy course, with a common initial training and the consequent choice for a certain specialty.

Regarding the training of the pedagogue for administration, planning, inspection, supervision and educational guidance provided for in Article 64 of LDB n. 9,394/1996 (BRASIL, 1996), there is a conflict with Article 22 of Resolution CNE/CP no. 2/2019, which establishes that:

Training to work in Administration, Planning, Inspection, Supervision and Educational Guidance for Basic Education, under the terms of art. 64 of the LDB, or with a focus on learning environments and pedagogical coordination and advice, can take place in:

I - undergraduate courses in Pedagogy with in-depth studies in the areas covered by the *caput* and which have a minimum workload of 3,600 (three thousand and six hundred) hours; and

II - *lato sensu* specialization courses or master's or doctorate courses, in the same areas covered in the *caput*, under the terms of item II of art. 61 of the LDB.

§ 1 The in-depth studies referred to in section I will correspond to 400 (four hundred) additional hours to the 3,200 (three thousand and two hundred) hours foreseen for the Pedagogy course.

§ 2 For the professional exercise of functions relating to these areas, teaching

experience is a prerequisite, in accordance with the standards of each education system, as set out in § 1 of art. 67 of the LDB (BRASIL, 2019, emphasis added, our translation).

This orientation can greatly affect the degree in Pedagogy, which will be limited in terms of areas of activity historically formed by the degree, since, according to the aforementioned article, only with the increase of 400 hours added to 3,200 hours, the course would be intended to train professionals with experience in administration, planning, inspection, supervision and educational guidance. This workload represents an increase of approximately one more semester, which would have a strong impact on the course. An orientation defined without debates and reflections with representatives of Pedagogy courses, associations, professionals and students, under the authoritarian logic that restricts dialogue and democratic management.

Contradictorily, Resolution CNE/CP n. 2/2019 recommends such training in *lato sensu specialization courses* which, in accordance with Article 5 of Resolution CNE/CES no. 1, of June 8, 2007, have a minimum duration of 360 hours. This proposition serves the broad market of private institutions in offering specialization, in addition to highlighting, in our analysis, the intent of Resolution no. 2/2019 to remove the management activity from degrees in Pedagogy.

It is also considered that this new legal framework generates doubt and legal uncertainty in the field of training of professionals graduating from degrees in Pedagogy, since Resolution CNE/CP n. 1/2006, which establishes the DCNs for the aforementioned course, remains in force and was not revoked by Resolution CNE/CP no. 2/2019.

It is also evident that Resolution no. 02/2019, composed of nine chapters and thirty articles, repeats the word “competence” more than 50 times, which denotes an insistence on this paradigm. Furthermore, in Articles 2, 3 and 8 and in Sections II and IV, there are reforms in the competencies for undergraduate students in line with the nuances provided for in the BNCC-Basic Education; therefore, degrees are transformed, in a reductionist way, into preparatory courses for graduating teachers, when taking up teaching, to implement this basis (DINIZ-PEREIRA, 2021). This is a technical, mechanistic and, therefore, retrograde vision for the training of pedagogues.

Committed to its purposes, the MEC issued, on July 6, 2022, a Technical Note clarifying Resolution CNE/CP n. 2, of December 20, 2019 (BRASIL, 2022), reiterating the technical, fragmented and mechanistic character of the curricular orientation of the Pedagogy course. In a new demonstration of resistance, on the 8th of the same month and year, Anfope and Forumdir repudiated the note published by the ministry. From the same perspective, the teachers who make up the Board of the Paraná Forum of Pedagogy Courses (FORPPED, 2022a) spoke

categorically about the lack of objective conditions for adapting the PPCs of Pedagogy to CNE/CP Resolution n. 2, of December 20, 2019, due to several mistaken guidelines, such as: a) the fragmentation of the unitary training of the pedagogue; b) the rupture of the teaching-management-research unit; c) adjusting the training of teachers in Early Childhood Education and the initial years of Elementary Education to a pragmatic, technical perspective, detached from totalizing educational analyses; d) the imminent harm to the historical audience of the course, as it increases training from the current 3,200 hours to 3,600 hours, which requires the extension of the training period for the same professional assignment without career enhancement; e) the disconnect with the reality of Basic Education in Paraná, which relies on Pedagogy professionals to offer this level of education; and f) the disregard that the degree currently has, seeks and meets several demands in the state of Paraná.

In the statement published on July 14, 2022, Forpped (2022b, our translation) also highlights that:

1) There is an obvious contradiction in what is indicated as the graduate profile in Resolution CNE/CP 01 of 2006 and Resolution CNE/CP 02 of 2019; 2) Opinion CEE/CES No. 114/20 ensures that courses must, first of all, comply with the specific DCNs and only where these are omitted, complement the General Guidelines; 3) Art. 13, of Resolution CNE/CP 02 of 2019, indicates 3 different groups of content, which, in accordance with Resolution CNE/CP 01 of 2006, are included in the structure of the current Pedagogy course; 4) Resolution CNE/CP 02 of 2019 disregards the historical path of construction of the Pedagogy course, in which teaching, research and management are linked inseparably, making it not possible to comply with the provisions of Art. 22, without Therefore, dissolve/extinguish the current Pedagogy course.

Finally, the discussion held here denounces that current curricular policies for teacher training, especially for the Pedagogy course, are placed as an object and field of forceful political dispute, which leads to calling on the category to resist this logic of training focused on pragmatism, without a consistent theoretical foundation and under mercantile logic. From another perspective, the adoption of the challenge must assume the fight based on a conception of education that seeks to “overcome the bourgeois proposal for education that enhances the structural transformation of society” (FRIGOTTO; CIAVATTA; RAMOS, 2004, p. 44, our translation).

In addition to the debate on BNC - Formação, and the possibility of returning the minimum curriculum, its relevance and/or the maintenance of the DCN's, it is worth highlighting that the institutional option for the teacher training project will not occur without greater investment in the academic, financial and structural conditions of the university to carry

it out. It will also not do without a training project that reflects on the epistemological and pedagogical option to be taken in this training by teachers/trainers, in which the school, as a professional field, becomes a reference for learning the teaching profession during initial training (TORRES, 2019).

Final remarks

The analysis of the legal provisions aimed at teacher training issued by the State after the 2016 coup made it clear that they assume authoritarian and imposing characteristics, since they are not based on discussion or democratic construction. There is also a clear incentive for business interests, conservative curricular guidelines, especially given the subordination to the BNCC as a central element of teacher training, a return to the perspective of skills and curricular standardization at a national level, as evidenced by BNC-Formação.

The fight for an education that promotes social, emancipatory, public, free and quality justice needs to be fueled by hope, criticism and resistance, because we have certainly experienced in recent years discouragement in public education policies, especially in universities, which were under strong attack with funding cuts. These cuts drastically affect the academic reality, especially undergraduate degrees, which are still secondary today, putting teacher training at risk.

This highlights the conflicts and risks faced by the training of teachers in the country and, particularly, the Pedagogy course, in the face of a neo-technical, multidisciplinary proposal that mischaracterizes the course as a field of training for the work of a pedagogue in administration, planning, inspection, supervision and educational guidance for basic education.

Therefore, teacher training curricula, especially the Pedagogy Course, challenge us to stand still in the face of facts. This means the acceptance of a technical training, without subsidies, based on the classics and/or science, within a neoliberal logic or mobilized by the idea of change. We must take up the fight based on the conviction of a conception of education that seeks to transgress the bourgeois project of education, in order to lead to the structural transformation of society reinforced by more consistent teacher training and drenched in scientific knowledge. It is imperative and urgent that the fight against the technical neoliberal project persists and remains strong. We strive for a consistent teacher training curriculum that envisions an education that is well-founded by theory and practice and, therefore, of higher quality.

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