

GÊNESE DA POLÍTICA NACIONAL DE FORMAÇÃO NO CONTEXTO DAS RECONFIGURAÇÕES DO ESTADO BRASILEIRO NO PERÍODO DE 2007 A 2010¹

GÊNESE DE LA POLÍTICA NACIONAL DE FORMACIÓN EN EL CONTEXTO DE LAS RECONFIGURACIONES DEL ESTADO BRASILEÑO EN EL PERÍODO DE 2007 A 2010

GENESIS OF THE NATIONAL TRAINING POLICY IN THE CONTEXT OF THE BRAZILIAN STATE RECONFIGURATIONS IN THE PERIOD 2007 TO 2010

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RESUMO: Neste trabalho analisamos o percurso de constituição de uma Política Nacional de Formação, considerando os elementos determinantes da sua gênese que podem ser destacados a partir das reconfigurações do Estado no período 2007 a 2010. Privilegiaram-se como base empírica as formas jurídico-normativas, expressas nos marcos regulatórios de sustentação das políticas. Iniciando pelo contexto do Plano de desenvolvimento da Educação, desenvolvemos a análise das mudanças promovidas no campo da formação de profissionais da educação e que resultaram nos atos normativos que instituíram a Política Nacional de Formação dos Profissionais da Educação Básica. O processo de formulação e implementação de políticas públicas não é linear, mas marcado por dinâmicas determinadas pela totalidade social e pelas mediações que conformam as singularidades que o campo implica, resultantes da correlação de forças dos atores sociais coletivos envolvidos. Os limites na construção de pactos sobre as políticas públicas em geral, e sobre as políticas de formação em particular, permitem compreender os percalços para se avançar na direção de “políticas de governo” para “políticas de Estado”.

PALAVRAS-CHAVE: Formação dos profissionais da educação. Política nacional de formação. Políticas públicas.

RESUMEN: *En este trabajo analizamos el curso de constitución de una Política Nacional de Formación, considerando los elementos determinantes de su génesis que pueden trasladarse a partir de las reconfiguraciones del Estado en el período de 2007 2010. Se favoreció, como base empírica, las formas jurídico-normativas expresadas en los terminales regulatorios que dieron sustentación a las políticas. Al iniciar por el contexto del Plan de desarrollo de la Educación, desarrollamos el análisis de los cambios promovimos en el campo de la formación de profesionales de la educación y que resultó en los actos normativos que instituyeron la Política Nacional de Formación de los Profesionales de la Educación Básica. El proceso de*

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formulación y aplicación políticas públicas no es lineal, sino señalado por dinámicos determinadas por la totalidad social y por mediações que conforma singularidades que el campo implica, resultados de la correlación de fuerzas de los protagonistas sociales colectivos implicados. Los límites en la construcción de pactos sobre las políticas públicas en general, y sobre las políticas de formación en particular, permiten incluir los beneficios para avanzarse en la dirección de “políticas del Gobierno” para “políticas de Estado”.

PALABRAS CLAVE: *Formación de los profesionales de la educación. Política nacional de formación. Políticas públicas.*

ABSTRACT: *In this work, we analyze the process of establishment of a National Training Policy, considering the determinant elements of its genesis, which can be highlighted from the reconfigurations of the State, from 2007 to 2010. The legal-normative forms expressed in the regulatory frameworks that gave support to the policies were given preference as an empirical basis. Starting from the context of the Education Development Plan, we developed the analysis of the changes promoted in the field of training of education professionals, which resulted in the normative acts that instituted the National Training Policy of Basic Education Professionals. The formulation and implementation of public policies isn't a linear process, but one marked by dynamics determined by the social totality and by the mediations that shape the singularities implied by the field, resulting from the correlation of forces of collective social involved. The limits in the construction of pacts on public policy in general, and particularly on the training policies, allow us to understand the struggles to move from "government policies" to "state policies".*

KEYWORDS: *National training policy. Training policy of basic education professionals. Public policies.*

Introduction

In the scope of this text, we will deal with the path of constitution of a National Training Policy, considering the determinant elements of its genesis that can be highlighted from the State reconfigurations during the studied period. This period will be demarcated here from 2007, in the context of the launch of the Growth Acceleration Program, in 2007, in the framework of which the Education Development Plan was outlined.

In pursuing the ways of being of national policies for the training of basic education professionals, their legal-normative forms, expressed in the regulatory frameworks that supported them, were privileged as empirical basis. The juridical form is understood as a political-ideological instrument (in the rigorous and broad sense of vision, or conception, of the world) guiding a historically constituted power (therefore, of a social relation), the capitalist state in the Brazilian social formation, in distinct conjunctures, whose role has been that of the

production and reproduction of the related social order, the capitalist one. This power is expressed, among other dimensions, in agreements, contracts, concerts, norms that regulate the behaviors and forms necessary for a certain type of sociability to be reproduced in the direction of the dominant logic.

Legal forms - their form and content - along the historical perspective, allow an understanding of the law and the norm that shape and regulate different spheres of social totality. Educational policies, as a legal and ideological form, are an expression of this totality and cannot be analyzed outside the dialectical movement of the real in its concrete determinations. The political-educational form as the guiding ideological instrument of a constituted power, with its real and concrete legal forms, “represents” a historically constituted state of law (TORRIGLIA; ORTIGARA, 2014).

Education Development Plan and the context of training policies from 2007 to 2010

In 2007, Lula da Silva took office for a second term in charge of the federal executive. In order to accelerate the pace of the Brazilian economy and resume economic growth, the Growth Acceleration Program (PAC, Portuguese initials) was instituted in the first month of government. This program incorporated innovations in the management of the budgetary resources of strategic projects, especially in the country's structuring sectors, and expanded the functions of coordinating government action, maintaining the macroeconomic fundamentals (inflation, fiscal consistency and sound external accounts).

The PAC set the agenda for new development and implemented institutional measures to increase the performance of areas such as industrial production of capital goods, consumer market and job creation, income and wage bill, and retail trade. Economic and social policy sought a model of growth within the limits of Brazilian capitalism, with some income transfer, without, however, clearly breaking with the limits given by the neoliberal economic model still in force in the country. The aim was to promote development along the lines of the so-called “neo-developmentalism”, based on the balance between economic and social growth, with the formalization of employment and state intervention.⁴

⁴ On the characteristics of neodevelopmentism and its contours in the Brazilian model, see: ALVES (2013).

Analyzing this movement of “refunctionalization of developmentalism”, considering its impacts on socio-environmental policies, in the Brazilian particularity, Simião, Silva and Lima (2014, p. 364) state that

In the framework of contemporary neoliberalism, there is a moment in Brazil when the State maintains the characteristic of transferring resources to the private sector, especially through the expansion of agribusiness and energy and infrastructure projects, such as the Acceleration Program for Growth (PAC) (MENDONÇA, 2012). That is, in economic terms there are no differences between neoliberalism and so-called neo-developmentalism - a process in which it represents but a new “pattern of capitalist development within the historical temporality of global capitalism or the historical bloc of the world market under the accumulation regime, predominantly financially flexible”.⁵

Also, in the field of education, in this early second term, important movements unfolded. Among them, we highlight the announcement of the Education Development Plan - PDE, which was presented as the Education PAC, aiming to improve the quality of education in the country, with a priority focus on basic education. The Minister of Education at the time, Fernando Haddad, published the document entitled "The PDE - Reasons, Principles and Programs", in which he argued that the PDE would not be an instrument of the PNE, nor was it limited to presenting diagnoses of educational problems. The plan intended to establish a set of actions that would solve educational problems in Brazil, housing all the programs developed by MEC at the time. There is a substantial emphasis on basic education, as of the 30 actions established by the plan, 17 were focused on it, such as the Fund for the Maintenance and Development of Basic Education and Valorization of Education Professionals (Fundeb, Portuguese initials), the Basic Education Development Index (Ideb, Portuguese initials), the Teacher's Salary Floor, among other support programs such as “School Transport”, “Light for All”, “Health in Schools”, “Technology Guides”, “Internet Census”, “More Education”, “Educators Collection” and “Digital Inclusion”. As could be expected, the encouragement of teacher education was also one of the actions proposed through the National Plan for Teacher Education in Basic Education (Parfor, Portuguese initials).

⁵ Nos marcos do neoliberalismo contemporâneo, observa-se no Brasil um momento em que o Estado mantém a característica de transferência de recursos ao setor privado, sobretudo por meio da expansão do agronegócio e dos projetos energéticos e de infraestrutura, a exemplo do Programa de Aceleração do Crescimento (PAC) (MENDONÇA, 2012). Ou seja, em termos econômicos não se observa diferenças entre o neoliberalismo e o chamado neodesenvolvimentismo – processo em que este representa senão um novo “padrão de desenvolvimento capitalista no interior da temporalidade histórica do capitalismo global ou bloco histórico do mercado mundial sob o regime de acumulação flexível predominantemente financeirizado”

Also, in the context of the PDE, Decree nº 6,094 of April 24, 2007 was published, which implemented the Plan of Goals and Commitment All for Education, whose agenda had been launched the previous year as a civil society initiative that translated a cluster of business groups concerned with basic education. The Goal Plan was presented as "a combination of the efforts of the Union, States, Federal District and Municipalities, working collaboratively, families and the community, in order to improve the quality of basic education". Among the 28 (twenty-eight) guidelines that guide it, 4 (four) refer to the formation of basic education professionals:

- XII - institute its own or collaborative program for the initial and continuing education of education professionals;
- XIII - implement career plans, positions and salaries for education professionals, focusing on merit, training and performance evaluation;
- XIV - value the merit of the education worker, represented by the efficient performance at work, dedication, attendance, punctuality, responsibility, accomplishment of projects and specialized work, refresher courses and professional development;
- XV - give effect to the probationary period, making the effective teacher stable after evaluation, preferably outside the local education system.⁶

Decree nº 6.094 / 2007 regulated Ideb as a mechanism for assessing the quality of Basic Education and monitoring actions to achieve these goals. In order to make technical and financial support feasible and participate in the commitment, the municipalities and federated units should draw up, based on local reality, an Articulated Action Plan signing a voluntary Term of Adhesion.

The MEC's sphere of action in this policy was the evaluation of agreements with federated entities, in order to attest to the fulfillment of the goals provided for in these, creating, for this purpose, a National Commitment Committee All for Education. In order for the federated entities to be able to adhere to the Goal Plan, they should elaborate their Articulated Action Plan – PAR (Portuguese initials), containing a 4 (four) dimensions diagnosis of needs: I - educational management; II - training of teachers and service professionals and school support; III - pedagogical resources; IV - physical infrastructure.⁷

⁶ XII - instituir programa próprio ou em regime de colaboração para formação inicial e continuada de profissionais da educação;

XIII - implantar plano de carreira, cargos e salários para os profissionais da educação, privilegiando o mérito, a formação e a avaliação do desempenho;

XIV - valorizar o mérito do trabalhador da educação, representado pelo desempenho eficiente no trabalho, dedicação, assiduidade, pontualidade, responsabilidade, realização de projetos e trabalhos especializados, cursos de atualização e desenvolvimento profissional;

XV - dar consequência ao período probatório, tornando o professor efetivo estável após avaliação, de preferência externa ao sistema educacional local.

⁷ Subsequently, the PAR was regulated by Law nº 12.695, of July 25, 2012.

In the field of teacher education, all programs and actions that were being developed by the Federal Executive were incorporated and became part of the scope of the PDE announced in April 2007. Here we face a strategy by the MEC to continue these programs and training actions implemented in the previous mandate and to broaden and deepen the scope of insertion and reach of these programs.

In these early years of Lula da Silva's second term, the PDE/Plan of Goals/PAR represented the deepening of a system of social participation that had already included several channels of dialogue between society and state, such as conferences, forums and public hearings. Also within the State apparatus, advisory councils were instituted, such as the Council for Economic and Social Development (CDES, Portuguese initials), whose function was “to advise the President on the formulation of specific policies and guidelines, and to consider proposals for public policies, structural and economic and social development reforms submitted by the President of the Republic, with a view to articulating government relations with representatives of society”⁸.

Martins (2009) points out that the proposal for the creation of the CDES was the result of alliance strategies prior to the first election of Lula da Silva, which counted on the important participation of the business leaders led by the presence of José de Alencar in the vice presidency of the Republic.

Despite being considered as a great program of harmony between State and civil society, the fact is that the PDE and, in its scope, the Plan of Goals and Commitment All for Education, did not count, in its formulation process, with the participation of scientific and trade union entities, nor with representatives of the states and municipalities. According to Camini (2010, p. 539):

In general, it was verified the elaboration of a plan without wide consultation and debate with the scientific and union entities of the educational field - which had recognized presence in the debates and in the elaboration of educational projects in the last decades in Brazil. In this sense, it was not considered the historical accumulation produced by the educators organized in their entities through the National Forum in defense of the Public School, the agendas discussed and approved in numerous conferences and congresses, which were discussed and legitimated by society since the constituent process in 1987-1988.⁹

⁸ Available at: <http://www.cdes.gov.br/conteudo/41/o-que-e-o-cdes.html>. Acesso em: 05/2018.

⁹ De maneira geral, verificou-se a elaboração de um plano sem ampla consulta e debate com as entidades científicas e sindicais do campo educacional – as quais tiveram reconhecidamente presença destacada nos debates e na elaboração de projetos educacionais nas últimas décadas no Brasil. Nesse sentido, não foi considerado o acúmulo histórico produzido pelos educadores organizados em suas entidades através do Fórum Nacional em defesa da Escola Pública, as pautas discutidas e aprovadas em inúmeras conferências e congressos, as quais foram discutidas e legitimadas pela sociedade desde o processo constituinte em 1987-1988.

The influence of the central government in the direction of educational projects and actions would count on the consent of the federative entities, conditioned, however, by the established adhesion criteria. This central government protagonism is also evidenced by the strong presence of the idea of national plans that would have in MEC an important actor, not only in the conception of these plans, but also in their implementation, control and evaluation (CAMINI, 2010). In this sense, the PDE reaffirms the logic of accountability as the perspective that will guide evaluation policies, increasingly linked to aspects such as control and regulation typical of a managerial state.

According Dourado (2007, p. 928):

The PDE presents indications of major and important actions directed to national education. However, it is not marked by sufficient technical-pedagogical foundation and lacks effective articulation between the different programs and actions under development by MEC itself and the proposed policies. This finding reveals the need for systematic planning, which, after evaluating the set of actions, programs and plans under development, contributes to the establishment of policies that guarantee organicity between policies, between the different organs of MEC, education and school systems and, moreover, the necessary mediation between the State, social demands and the productive sector, in a scenario historically marked by the fragmentation and/or overlapping of actions and programs, which results in the centralization of basic education organization and management policies in the country.¹⁰

The new Capes and the formation of basic education professionals

In this movement of articulation and performance of the Federal Executive in the field of training of education professionals, we also highlight the reorganization of the Coordination for the Improvement of Higher Education Personnel (Capes, Portuguese initials), which would be confirmed through Law nº 11.502, July 11, 2007, placing a new institutional actor in this field.

¹⁰ O PDE apresenta indicações de grandes e importantes ações direcionadas à educação nacional. No entanto, não está balizado por fundamentação técnico-pedagógica suficiente e carece de articulação efetiva entre os diferentes programas e ações em desenvolvimento pelo próprio MEC e as políticas propostas. Tal constatação revela a necessidade de planejamento sistemático, que, após avaliar o conjunto de ações, programas e planos em desenvolvimento, contribua para o estabelecimento de políticas que garantam organicidade entre as políticas, entre os diferentes órgãos do MEC, sistemas de ensino e escola e, ainda, a necessária mediação entre o Estado, demandas sociais e o setor produtivo, em um cenário historicamente demarcado pela fragmentação e/ou superposição de ações e programas, o que resulta na centralização das políticas de organização e gestão da educação básica no país.

This law will add to Capes's institutional tasks the role in the initial and continuing education of basic education professionals. In this sense, it will create, within this institution, the “Technical-Scientific Council of Basic Education”, establishing that

§2 In the scope of basic education, Capes shall have the purpose of inducing and promoting, including in collaboration with the States, the Municipalities and the Federal District, and exclusively through agreements with public or private higher education institutions, the initial and continuous formation of teaching professionals, respecting the academic freedom of the affiliated institutions, also observing the following:

I - in the initial formation of teaching professionals, preference will be given to classroom teaching, combined with the use of distance education resources and technologies;

II - in the continuing education of teaching professionals, special resources and technologies for distance education will be used.¹¹

To fulfill this task, Decree nº 6.316 of December 20, 2007, in defining a new bylaw for Capes, indicated in §2 of art. 2, the actions by which Capes would fulfill its new purpose in the scope of basic education:

I - to promote programs of initial and continuous formation of teaching professionals for basic education with a view to building a national teacher training system;

II - articulate policies for the training of professionals in basic education at all levels of government, based on the collaboration regime;

III - to plan long-term actions for the initial and continued training of professionals of basic education teachers in service;

IV - to elaborate programs of sectorial or regional action, in order to attend the social demand by professionals of the teachers of the basic education;

V - monitor the performance of undergraduate courses in the evaluations conducted by the National Institute for Educational Studies and Research Anísio Teixeira - INEP;

VI - promote and support studies and assessments necessary for the development and improvement of curriculum content and orientation of initial and continuing training courses for teaching professionals;

VII - to maintain exchanges with other organs of the Public Administration of the Country, with international organizations and with private national or foreign entities, aiming at promoting cooperation for the development of initial and continuous training of teaching professionals, through the

¹¹ § 2 No âmbito da educação básica, a Capes terá como finalidade induzir e fomentar, inclusive em regime de colaboração com os Estados, os Municípios e o Distrito Federal e exclusivamente mediante convênios com instituições de ensino superior públicas ou privadas, a formação inicial e continuada de profissionais de magistério, respeitada a liberdade acadêmica das instituições conveniadas, observado, ainda, o seguinte:

I - na formação inicial de profissionais do magistério, dar-se-á preferência ao ensino presencial, conjugado com o uso de recursos e tecnologias de educação a distância;

II - na formação continuada de profissionais do magistério, utilizar-se-ão, especialmente, recursos e tecnologias de educação a distância.

conclusion of agreements, contracts and adjustments as may be necessary to achieve its objectives.¹²

This decree created new organizational instances directly linked to this new field of Capes, creating two new directorates: the Presencial Basic Education Directorate and the Distance Education Directorate, establishing also the Technical-Scientific Council (CTC, Portuguese initials) of the Basic Education with the following composition:

- I - the President of CAPES, who will preside over him;
- II - the Secretaries of Basic Education, Higher Education, Professional and Technological Education, Distance Education, Special Education and Continuing Education, Literacy and Diversity of the Ministry of Education;
- III - CAPES's Presence, Distance Learning, Evaluation and International Relations Officers; and
- IV - up to twenty representatives of civil society chosen from professionals with recognized competence in Basic Education, observing the regional representativeness and by area of formation, when possible (Art. 10).¹³

Regarding the competence of the CTC of Basic Education, art. 14 of the decree in question defined the following tasks:

Article 14. The Technical-Scientific Council of Basic Education is responsible for:

- I - assist the Executive Board in the elaboration of CAPES specific policies and directives regarding the initial and continuous formation of professionals of basic education teachers and the construction of a national teacher training system;

¹² I - fomentar programas de formação inicial e continuada de profissionais do magistério para a educação básica com vistas à construção de um sistema nacional de formação de professores;

II - articular políticas de formação de profissionais do magistério da educação básica em todos os níveis de governo, com base no regime de colaboração;

III - planejar ações de longo prazo para a formação inicial e continuada dos profissionais do magistério da educação básica em serviço;

IV - elaborar programas de atuação setorial ou regional, de forma a atender à demanda social por profissionais do magistério da educação básica;

V - acompanhar o desempenho dos cursos de licenciatura nas avaliações conduzidas pelo Instituto Nacional de Estudos e Pesquisas Educacionais Anísio Teixeira - INEP;

VI - promover e apoiar estudos e avaliações necessários ao desenvolvimento e melhoria de conteúdo e orientação curriculares dos cursos de formação inicial e continuada de profissionais de magistério;

VII - manter intercâmbio com outros órgãos da Administração Pública do País, com organismos internacionais e com entidades privadas nacionais ou estrangeiras, visando promover a cooperação para o desenvolvimento da formação inicial e continuada de profissionais de magistério, mediante a celebração de convênios, acordos, contratos e ajustes que forem necessários à consecução de seus objetivos

¹³ I - o Presidente da CAPES, que o presidirá;

II - os Secretários de Educação Básica, de Educação Superior, de Educação Profissional e Tecnológica, de Educação a Distância, de Educação Especial e de Educação Continuada, Alfabetização e Diversidade do Ministério da Educação;

III - os Diretores de Educação Básica Presencial, de Ensino a Distância, de Avaliação e de Relações Internacionais da CAPES; e

IV - até vinte representantes da sociedade civil escolhidos dentre profissionais de reconhecida competência em Educação Básica, observada a representatividade regional e por área de formação, quando possível (Art. 10).

- II - assist the Directorates of Presential Basic Education and Distance Education with regard to the consolidation of the regime of collaboration between all levels of government;
- III - discuss long-term guidelines for the initial and continuing education of professionals in basic service teaching;
- IV - set parameters for the evaluation of the demand by professionals of basic education teachers, including to subsidize the installation of municipal support centers;
- V - monitor the evaluation of pedagogy, undergraduate and higher education, courses in the evaluation processes conducted by INEP;
- VI - manifest in the processes of recognition and renewal of recognition of courses in pedagogy, bachelor and higher normal, prior to the decision of the competent Secretariat;
- VII - collaborate in the elaboration of proposals, related to the initial and continuous training of professionals of basic education, to subsidize the National Education Plan;
- VIII - give an opinion on CAPES annual programming, in the specific area of Basic Education;
- IX - give an opinion on criteria and procedures for the promotion of studies and research related to the orientation and curriculum content of the initial and continuing education courses of professionals of basic education;
- X - establish parameters by which the funding programs and courses receiving CAPES financial resources will be evaluated;
- XI - propose studies and programs to improve CAPES activities in its area of activity;
- XII - give an opinion on matters submitted by the President of CAPES; and
- XIII - to elect his representative on the Superior Council.¹⁴

¹⁴ Art. 14. Ao Conselho Técnico-Científico da Educação Básica compete:

- I - assistir à Diretoria-Executiva na elaboração das políticas e diretrizes específicas de atuação da CAPES no tocante à formação inicial e continuada de profissionais do magistério da educação básica e a construção de um sistema nacional de formação de professores;
- II - assistir às Diretorias de Educação Básica Presencial e de Educação a Distância no que diz respeito à consolidação do regime de colaboração entre todos os níveis de governo;
- III - discutir diretrizes de longo prazo para a formação inicial e continuada dos profissionais do magistério da educação básica em serviço;
- IV - fixar parâmetros para avaliação da demanda por profissionais do magistério da educação básica, inclusive para subsidiar a instalação de pólos municipais de apoio presencial;
- V - acompanhar a avaliação dos cursos de pedagogia, licenciatura e normal superior nos processos de avaliação conduzidos pelo INEP;
- VI - manifestar-se nos processos de reconhecimento e de renovação de reconhecimento de cursos de pedagogia, licenciatura e normal superior, previamente à decisão da Secretaria competente;
- VII - colaborar na elaboração de propostas, relativas à formação inicial e continuada de profissionais de magistério da educação básica, para subsidiar o Plano Nacional de Educação;
- VIII - opinar sobre a programação anual da CAPES, na área específica da Educação Básica;
- IX - opinar sobre critérios e procedimentos para fomento a estudos e pesquisas relativos à orientação e conteúdo curriculares dos cursos de formação inicial e continuada de profissionais do magistério da educação básica;
- X - estabelecer parâmetros mediante os quais serão avaliados os programas de fomento e os cursos que receberem recursos financeiros da CAPES;
- XI - propor a realização de estudos e programas para o aprimoramento das atividades da CAPES na sua área de atuação;
- XII - opinar sobre assuntos que lhe sejam submetidos pelo Presidente da CAPES; e
- XIII - eleger seu representante no Conselho Superior.

Capes' new attributions and organizational structure enable us to grasp elements that highlight the place and role of the state in the field of public policies and, more specifically, teacher education policies. Since 2006, the MEC has been redirecting training policies to break with the fragmentation and dispersion of these policies. References to this perspective under construction can be found, for example, in the proposition of the National Continuing Education Network and in the UAB System documents.

In May 2007, the Ministry of Education published a report produced by a special commission set up to study measures aimed at overcoming the teaching deficit in high school. The document was called “Shortage of High School Teachers: Structural and Emergency Proposals” (RUIZ; RAMOS; HINGEL, 2007). Among the main causes identified for the problem addressed, besides the low teacher remuneration and the low career attractiveness, the document points out the low rates of graduation students in the face of the demand of teachers in the state education systems. One of the proposals mentioned by this report is the defense by the institution of a “national teacher training policy”:

Instituting a national teacher education policy is an inherent condition of the National Education System, benefiting from it as long as forms and mechanisms of cooperation among the federative entities are established, while at the same time contributing to strengthen it by qualifying its agents. This policy should have ambitious goals, adequate financial resources and be based on programs and actions for training, improvement, evaluation and promotion of human resources in the field of public education. The programs and actions covered by this policy should include the creation of initial and continuing training centers in all states, metropolitan regions and others considered of strategic importance, with the establishment of goals to be met by the states and municipalities, as well as by concertation. policy aimed at defining standards and incentives to be included in the career plans of states and municipalities. The actions of this policy should also be based on the concept of action and cooperation networks, in order to create conditions for the integrated performance of education systems, higher education institutions, research centers focused on Education and of social organizations (RUIZ; RAMOS; HINGEL, 2007, p. 18).¹⁵

¹⁵ Instituir uma política nacional de formação de professores é condição inerente ao Sistema Nacional de Educação, dele se beneficiando na medida em que se estabeleçam formas e mecanismos de cooperação entre os entes federativos, e, ao mesmo tempo, contribuindo para fortalecê-lo pela qualificação de seus agentes. Essa política deve ter metas ambiciosas, recursos financeiros adequados e ter por base programas e ações para formação, aperfeiçoamento, avaliação e promoção dos recursos humanos no campo da educação pública. Os programas e as ações abrangidos por essa política devem contemplar a criação de centros de formação inicial e continuada em todos os estados, regiões metropolitanas e outras consideradas de importância estratégica, com estabelecimento de metas a serem cumpridas pelos estados e municípios, bem como pela concertação política visando à definição de padrões e incentivos a serem inseridos nos planos de carreira de estados e municípios. As ações dessa política deverão, ainda, balizar-se pelo conceito de redes de ação e de cooperação, de forma a criar condições para a atuação integrada dos sistemas de ensino, das instituições de Ensino Superior, dos centros de pesquisas voltados para a Educação e das organizações sociais (RUIZ; RAMOS; HINGEL, 2007, p. 18).

As Scheibe (2011) points out, the reformulation of Capes' functions, which started to subsidize MEC also in the formulation of policies and in the development of activities to support the training of teachers for basic education, can be seen as another signpost. In the sense of “the Union's accountability for the training of professionals in basic education, historically treated without priority by the national government” (p. 814). This accountability not only presents measures towards decentralization, affirming the federative principle, but also promotes a movement of recentralization of educational policies, in which the federal executive dictates the norms for the redefinition of responsibilities, expanding the functions of quality control, evaluation and definitions of curriculum standards (SCHEIBE, 2011).

Another aspect that deserves attention in this reconfiguration of Capes is the performance of CTC Basic Education, which began to discuss, at its first meetings, the need to create a National Teacher Training System. This mission was the main activity to which the council was dedicated throughout 2008 (SCHEIBE, 2008). Thus, the conception of a “National Policy for the Training of Basic Education Professionals” was conceived that would result in a public decree in 2009.

The National Policy of Training of Basic Education Professionals and their institutionalization: a look at the decrees of its regulation

Another action taken by the Federal Executive in the field of teacher training, which was formulated within the Capes CTC, was the regulation and institution of the “National Policy for the Training of Professionals of the Basic Education Teaching”, which had as its initial landmark the formulation and publication of Decree nº 6.755, of January 29, 2009¹⁶.

Already in your art. 1, the decree points to a perspective in the sense that teacher education would demand an articulated action between the federation entities, establishing that this policy would have the purpose of “organizing, in a collaborative regime between the Union, the States, the Federal District and the Municipalities, the initial and continuing training of the

¹⁶ The initial proposal presented by the Ministry of Education to the CTC of Basic Education/Capes for the creation of a national system of teacher education for basic education was widely discussed, but it did not materialize, because the understanding prevailed among the counselors, that such a definition would not fit before the construction of an effective National Education System, already on the agenda for the National Education Conference - Conae held in 2010 (SCHEIBE, 2011).

teaching professionals for the public basic education networks”. Then the guiding principles of the *National Training Policy* were defined¹⁷:

I - teacher training for all stages of basic education as a public commitment of the State, seeking to ensure the right of children, youth and adults to quality education, built on sound scientific and technical bases;

II - the formation of teaching professionals as a commitment to a social, political and ethical project that contributes to the consolidation of a sovereign, democratic, just and inclusive nation that promotes the emancipation of individuals and social groups;

III - the constant collaboration between the federated entities in the achievement of the objectives of the National Policy of Training of Professionals of the Teaching of Basic Education, articulated between the Ministry of Education, the educational institutions and the systems and networks of education;

IV - the guarantee of quality standard of the teacher training courses offered by the training institutions in the presential and distance modalities;

V - the articulation between theory and practice in the process of teacher education, founded on the domain of scientific and didactic knowledge, contemplating the inseparability between teaching, research and extension;

VI - the recognition of the school and other basic education institutions as necessary spaces for the initial formation of the teaching professionals;

VII - the importance of the training project in higher education institutions that reflects the specificity of teacher education, ensuring the work of the different units that contribute to this training and ensuring a solid theoretical and interdisciplinary basis;

VIII - the importance of the teacher in the educational process of the school and its professional valorization, translated into permanent policies to stimulate the professionalization, the single journey, the career progression, the continuous formation, the exclusive dedication to the teaching, the improvement of the conditions of remuneration and the guarantee of decent working conditions;

IX - equity in access to initial and continuing education, seeking to reduce social and regional inequalities;

X - the articulation between initial and continuing education, as well as between the different levels and modalities of education;

XI - continuing education, understood as an essential component of teacher professionalization, should be integrated into the school's daily life and consider the different knowledge and teaching experience; and

XII - the understanding of the teaching professionals as formative agents of culture and, as such, the need for their permanent access to cultural information, experience and updating.¹⁸

¹⁷ In this paper, the term *National Training Policy*, whenever registered in italics, will be related to the *National Training Policy for Teachers of Basic Education*, initially regulated by Decrees 6.755 / 2009 and 7.415 / 2010, later changed to *Policy National Training Program for Basic Education Professionals*, through Decree No. 8.752 / 2016.

¹⁸ I - a formação docente para todas as etapas da educação básica como compromisso público de Estado, buscando assegurar o direito das crianças, jovens e adultos à educação de qualidade, construída em bases científicas e técnicas sólidas;

II - a formação dos profissionais do magistério como compromisso com um projeto social, político e ético que contribua para a consolidação de uma nação soberana, democrática, justa, inclusiva e que promova a emancipação dos indivíduos e grupos sociais;

On the one hand, this moment can be seen as the high point of the centrality that teacher education has gained since the 1990s, safeguarding the significant differences in the conception and conduct of actions around this centrality, implemented in the governments that followed since then (1990-2001; 2002-2014). On the other hand, the redefinition of the State's modes of organization and action in the development of social policies produced important determinations that, in turn, generated possibilities for the constitution of minimally democratic political mediations, different from those that prevailed in authoritarian periods..

The commitments that the Brazilian state started to have to guarantee the right to education also reaffirmed the need for a policy of valorization and teacher training sustained in the participation of federative entities. The collaborative regime had to be “faced” in order to find ways to achieve it within the constitutionally defined model of federalism.

Decree 6.755/2009 highlights the role of educational institutions and their training projects, which must guarantee the quality of training through the indissociability between teaching, research and extension and the articulation between initial and continuing education. Moreover, in the wake of what has been proposed in actions such as Pibid and Renafor, an articulation between initial and continuing education is increasingly being sought, which, in turn, requires closer ties between educational institutions and educational networks. In this context, we seek a perspective of professionalization that has in school the privileged locus for the development of both the acting teacher, who should be valued and recognized as an agent

III - a colaboração constante entre os entes federados na consecução dos objetivos da Política Nacional de Formação de Profissionais do Magistério da Educação Básica, articulada entre o Ministério da Educação, as instituições formadoras e os sistemas e redes de ensino;

IV - a garantia de padrão de qualidade dos cursos de formação de docentes ofertados pelas instituições formadoras nas modalidades presencial e à distância;

V - a articulação entre a teoria e a prática no processo de formação docente, fundada no domínio de conhecimentos científicos e didáticos, contemplando a indissociabilidade entre ensino, pesquisa e extensão;

VI - o reconhecimento da escola e demais instituições de educação básica como espaços necessários à formação inicial dos profissionais do magistério;

VII - a importância do projeto formativo nas instituições de ensino superior que reflita a especificidade da formação docente, assegurando organicidade ao trabalho das diferentes unidades que concorrem para essa formação e garantindo sólida base teórica e interdisciplinar;

VIII - a importância do docente no processo educativo da escola e de sua valorização profissional, traduzida em políticas permanentes de estímulo à profissionalização, à jornada única, à progressão na carreira, à formação continuada, à dedicação exclusiva ao magistério, à melhoria das condições de remuneração e à garantia de condições dignas de trabalho;

IX - a equidade no acesso à formação inicial e continuada, buscando a redução das desigualdades sociais e regionais;

X - a articulação entre formação inicial e formação continuada, bem como entre os diferentes níveis e modalidades de ensino;

XI - a formação continuada entendida como componente essencial da profissionalização docente, devendo integrar-se ao cotidiano da escola e considerar os diferentes saberes e a experiência docente; e

XII - a compreensão dos profissionais do magistério como agentes formativos de cultura e, como tal, da necessidade de seu acesso permanente a informações, vivência e atualização culturais.

of culture, and the undergraduate students, who must understand the role of schools. in your formation.

By paying attention to the objectives of the National Education Policy, we identified that they address, or tangent to, the main problems that teacher education has faced and that have been the object of countless analyzes and reflections on the production of knowledge in this field: the quality issue of teacher training and its relation to the quality of basic education; the demand for sufficient teachers to serve public institutions, articulating the necessary national equalization of training opportunities; the appreciation of the teacher, regarding his/her entrance, permanence and career progression in adequate conditions; policies aimed at groups and minorities within the scope of diversity, with the perspective of guaranteeing human rights; and the investment in theoretical and methodological updating of the formation processes.

In order to achieve the objectives of the National Training Policy at the interface with the perspective of building a collaborative regime, Decree nº 6.755/2009 established the Permanent Forums for Supporting Teacher Training, which should be created and installed in each state and in the Federal District, and these forums would have as its central task the formulation, monitoring and periodic review of the strategic plan for the field of training of teaching professionals in the respective scope of action - state or district (§1 and 6, art. 4).

The composition of the Permanent Forums should include representations of the following segments: Ministry of Education (one representative); Municipal Secretaries of Education (two representatives); public higher education institutions (one from each institution); State Board of Education (one representative); National Union of Municipal Councils of Education (Uncme, Portuguese initials) (one representative); teaching professionals appointed by the CNTE trade union section (one representative); Bachelor Forums of public HEIs (if any). The Secretary of Education of the State, or the Federal District, as the case may be, along with one more representative of this secretariat, would also compose the Permanent Forum, being the one that would hold the Presidency of the Forum.

With the exception of the Secretariat of Education, all other organs, entities or institutions with seats provided for in the Forum would only have their participation confirmed by formalizing their adhesion to this newly created institution (§ 2, 3, 4 and 5, art. 4). The absence of such confirmation by any of the possible members would not be an impediment to the installation and operation of the Forum. It was also admitted the performance of other institutional participations by presenting other adhesion demands.

The strategic plan to be prepared by the Permanent Forum on Support for Teacher Training should include:

- I - diagnosis and identification of the training needs of teaching professionals and the capacity of attending the public institutions of higher education involved;
- II - definition of actions to be developed to meet the needs of initial and continuing education, at different levels and modalities of education; and
- III - attributions and responsibilities of each participant, specifying the commitments assumed, including financial (Art. 5).¹⁹

In this diagnosis, on the one hand, should be discriminated, based on data from the Census of Basic Education, at least the following data related to teaching professionals:

- I - the initial formation courses;
- II - the continuing education courses and activities;
- III - the number, the work regime, the field or the area of activity of the teaching professionals to be attended; and
- IV - other relevant data that complement the formulated demand (§ 1, art. 5).²⁰

On the other hand, for the planning and organization of meeting the needs, the strategic plan should consider the higher education census data (§ 2, art. 5).

At the end of this planning process, it would be up to the MEC to analyze and approve the strategic plans presented (art. 6) and to define the way in which they will act in the initial and continuing education of teaching professionals, considering two possibilities provided for in the same decree:

- I - granting scholarships and research grants to teachers, pursuant to Law nº 11.273, of February 6, 2006, as well as aid to projects related to the actions referred to in the caput; and
- II - financial support to States, Federal District, Municipalities and public institutions for the implementation of programs, projects and training courses. (art. 9)²¹

¹⁹ I - diagnóstico e identificação das necessidades de formação de profissionais do magistério e da capacidade de atendimento das instituições públicas de educação superior envolvidas;

II - definição de ações a serem desenvolvidas para o atendimento das necessidades de formação inicial e continuada, nos diferentes níveis e modalidades de ensino; e

III - atribuições e responsabilidades de cada partícipe, com especificação dos compromissos assumidos, inclusive financeiros (Art. 5º).

²⁰ I - os cursos de formação inicial;

II - os cursos e atividades de formação continuada;

III - a quantidade, o regime de trabalho, o campo ou a área de atuação dos profissionais do magistério a serem atendidos; e

IV - outros dados relevantes que complementem a demanda formulada (§ 1º art. 5º).

²¹ I - concessão de bolsas de estudo e bolsas de pesquisa para professores, na forma da Lei nº 11.273, de 6 de fevereiro de 2006, bem como auxílio a projetos relativos às ações referidas no caput; e

II - apoio financeiro aos Estados, Distrito Federal, Municípios e às instituições públicas para implementação de programas, projetos e cursos de formação (art. 9º).

The functionality and way of being of the forums, as well as other spaces, such as conferences and councils, should be understood as processes of capturing civil society demands that could or could not be assimilated by the State. Developing responses to these claims would result in public policies that, in turn, would express what we might call government in action.

Considering that civil society is a complex of determinations derived from contradictions, conflicts or possibilities of confluence, it must be understood that from it emerges a plurality of perspectives, interests, confluences and divergences that is expressed about practically all the themes related to channeling to the state, notably to the executive branch. This is valid for all dimensions of social life in which, in one way or another, the possibility of elaborating a government policy is posed.

If, on the one hand, the federal government sought to promote and conduct a National Training Policy involving states and municipalities and civil society sectors, seeking to recover some lost role in the definition of educational policies at the national level by the reforms that took place in the past decades; on the other hand, it has also reduced the possibilities for autonomy and self-determination of subnational governments.

The composition defined in Decree nº 6.755/2009 for the State Forums would allow them, in fact, to be spaces for concertation susceptible to the action of movements, representatives of conceptions, entities and other institutional arrangements admitted to a democratic society, with a view to forwarding of demands and, in return, responses. As long as there is an effective capillarity in civil society by these spaces of social concertation, they would be able to influence the direction, the orientation that the State gives to each policy formulated, including with regard to the various levels (municipal, state or district and national) policy formulation and implementation.

Hence, to develop a concrete strategic planning, there may still be a long way. The mere existence of forums, conferences and councils does not, by itself, guarantee that any occasional programs or actions acquire the configuration of a state policy agreed upon with the prevailing or hegemonic social forces. However, this articulation cannot be dependent on governmental arrangements, which oscillate according to the political positions taken, the party compositions and other factors involved in these relations.

Specifically, in relation to the continuing education of teachers, it is evident in the National Training Policy outlined in Decree 6.755/2009 the emphasis on the fact that this continuing education takes place through the provision of courses and training activities by public educational, cultural and research institutions, as well evidenced in its art. 8:

Art. 8 The attendance to the needs of continuing education of teaching professionals will occur by the induction of the offer of courses and formative activities by public institutions of education, culture and research, in consonance with the projects of the school units and the education networks and systems.

Paragraph 1. The continuing education of teaching professionals shall be given through face-to-face or distance learning courses.

Paragraph 2. The continuing education needs of teaching professionals shall be met by training activities and updating, improvement, specialization, master's or doctorate courses.

Paragraph 3. The updating, improvement and specialization courses shall be promoted by the Coordination of Improvement of Higher Education Personnel - CAPES, shall be approved by its Technical-Scientific Council of Basic Education and will be offered by public institutions of higher education, preferably by those involved in the strategic plan as treated in arts. 4 and 5.

Paragraph 4. The continuing education courses approved by the Technical-Scientific Council of Basic Education of CAPES will integrate the collection of educational courses and technologies of the Ministry of Education.

Paragraph 5. If the need for continuing education cannot be met by courses already approved pursuant to paragraph 4, CAPES shall promote the development of specific political-pedagogical projects, in articulation with the public institutions of higher education.

Paragraph 6. CAPES shall provide for requirements, conditions of participation and criteria for selecting institutions and specific pedagogical projects to be supported.²²

Although recognizing the progress made in this new regulatory framework in the field of teacher education in order to give more visibility to the issue of continuing education as a constitutive element of teacher education, the strong emphasis in the sense that this formation takes place through courses of different natures, levels and modalities. Formative principles that highlighted the school as a space of formation were eventually forgotten or at least out in a secondary priority.

²² Art. 8º O atendimento às necessidades de formação continuada de profissionais do magistério dar-se-á pela indução da oferta de cursos e atividades formativas por instituições públicas de educação, cultura e pesquisa, em consonância com os projetos das unidades escolares e das redes e sistemas de ensino.

§ 1º A formação continuada dos profissionais do magistério dar-se-á por meio de cursos presenciais ou cursos à distância.

§ 2º As necessidades de formação continuada de profissionais do magistério serão atendidas por atividades formativas e cursos de atualização, aperfeiçoamento, especialização, mestrado ou doutorado.

§ 3º Os cursos de atualização, aperfeiçoamento e especialização serão fomentados pela Coordenação de Aperfeiçoamento de Pessoal de Nível Superior – CAPES, deverão ser homologados por seu Conselho Técnico-Científico da Educação Básica e serão ofertados por instituições públicas de educação superior, preferencialmente por aquelas envolvidas no plano estratégico de que tratam os arts. 4º e 5º.

§ 4º Os cursos de formação continuada homologados pelo Conselho Técnico-Científico da Educação Básica da CAPES integrarão o acervo de cursos e tecnologias educacionais do Ministério da Educação.

§ 5º Caso a necessidade por formação continuada não possa ser atendida por cursos já homologados na forma do § 4º, a CAPES deverá promover o desenvolvimento de projetos político-pedagógicos específicos, em articulação com as instituições públicas de educação superior.

§ 6º A CAPES disporá sobre requisitos, condições de participação e critérios de seleção de instituições e de projetos pedagógicos específicos a serem apoiados.

Other important movements that can be apprehended in the analysis of Decree 6.755 / 2009 is the fact that programs and actions are incorporated as part of the National Training Policy. Thus, we highlight the assimilation of Pibid and Prodocência, assumed as one of Capes' strategies in this Policy (articles 10 and 11, item I), but the decree also foresees other possibilities for Capes to act in, such as:

Art. 11 CAPES will also promote:

[...]

II - Pedagogical projects that aim to promote curriculum designs that are proper to the training of teaching professionals to attend to the education of the countryside, indigenous peoples and remnant communities of quilombos;
III - emergency offer of undergraduate courses and special courses or programs aimed at teachers in office for at least three years in the public basic education network, namely:

a) unlicensed graduates;

b) graduates in a different area of teaching activity; and

c) medium level, in Normal modality;

IV - projects to review the academic and curricular structure of undergraduate courses;

V - research aimed at mapping, deepening and consolidating studies on profile, demand and processes of training of teaching professionals;

VI - programs to support educational and research projects proposed by public school teaching institutions and professionals that contribute to their continuing education and school improvement; and

VII - programs that promote the articulation of continuing education actions with non-formal education spaces and with other educational and cultural initiatives.²³

Thus, there is new evidence of a movement towards achieving a systemic vision and organization in the field of teacher education. However, it is evident not only the multiplicity of paths to which this Policy pointed in the field of continuing teacher education, but also the

²³ Art. 11 A CAPES fomentará ainda:

[...]

II - projetos pedagógicos que visem a promover desenhos curriculares próprios à formação de profissionais do magistério para atendimento da educação do campo, dos povos indígenas e de comunidades remanescentes de quilombos;

III - oferta emergencial de cursos de licenciaturas e de cursos ou programas especiais dirigidos aos docentes em exercício há pelo menos três anos na rede pública de educação básica, que sejam:

a) graduados não licenciados;

b) licenciados em área diversa da atuação docente; e

c) de nível médio, na modalidade Normal;

IV - projetos de revisão da estrutura acadêmica e curricular dos cursos de licenciatura;

V - pesquisas destinadas ao mapeamento, aprofundamento e consolidação dos estudos sobre perfil, demanda e processos de formação de profissionais do magistério;

VI - programas de apoio a projetos educacionais e de pesquisa propostos por instituições e por profissionais do magistério das escolas públicas que contribuam para sua formação continuada e para a melhoria da escola; e

VII - programas que promovam a articulação das ações de formação continuada com espaços de educação não-formal e com outras iniciativas educacionais e culturais.

highlight that teacher education - continuing education - occupied in the performance of the Brazilian State.

Guided by Decree 6.755/2009, MEC edited and published two ordinances through which it sought to delimit operational and organizational aspects to create institutional conditions within that body for the National Training Policy to advance from the plan of guidelines for organizational action for the organizational action plan (LIMA, 2001).

In 2010, a decree was issued concerning the National Training Policy (Decree No. 7,415 of December 30, 2010) which, without repealing Decree 6.755 / 2009, brought a new element to this policy: the Profucionário program, incorporated as one of the constitutive actions of this policy that has its broader denomination as National Policy for Training of Basic Education Professionals. That is, with this change, the State's performance in the field of formation was, once again, assumed to include not only those who worked in teaching, but also all those who worked in school education.

Eight months later, through MEC Ordinance nº 1,087, of August 10, 2011, MEC implemented another initiative in the field of training of education professionals and the National Training Policy through the constitution of the “Policy Management Committee”. Initial and Continuing Education for Basic Education Professionals”. This committee would have the following duties:

- I - propose pedagogical guidelines and define initial and continuing education courses for basic education professionals to be offered to basic education networks;
- II - approve the strategic plans prepared by the Permanent State Forums to Support Teacher Training, which deal with arts. 4th, 5th and 6th of Decree 6.755, of January 29, 2009;
- III - to analyze the demand and to organize the offer of the courses in the states where the Permanent State Forum of Support to the Teacher Education does not elaborate the strategic plan;
- IV - define, based on cost/student per course, the amount of budget resources to be allocated for the implementation of the initial and continuing education actions of basic education professionals;
- V - make available an information system to be used by the education networks and Permanent State Forums to Support Teacher Training for the planning and monitoring of initial and continuing education actions of basic education professionals;
- VI - appoint the representatives of the MEC in the Permanent State Forums for Supporting Teacher Training, as referred to in art. 4, § 1, II of Decree no. 6,755, of January 29, 2009;
- VII - monitor and evaluate the initial and continuing education programs funded by MEC, CAPES and FNDE (art. 3).²⁴

²⁴ I - propor diretrizes pedagógicas e definir cursos de formação inicial e continuada de profissionais da educação básica a serem ofertados às redes de educação básica;

In its composition, in addition to the executive secretary of the MEC, who chaired this committee, would also include the holders of the following:

- I. Secretariat of Basic Education (SEB);
- II. Secretariat for Continuing Education, Literacy, Diversity and Inclusion (SECADI);
- III. Higher Education Secretariat (SESU);
- IV. Secretariat of Professional and Technological Education (SETEC);
- V. Secretariat of Articulation with the Education Systems (SASE);
- VI. Higher Education Personnel Improvement Coordination (CAPES); and
- VII. National Education Development Fund (FNDE).²⁵

In 2011, through Resolution nº 01, of August 17, 2011, of the National Management Committee, the MEC determined the creation, in each institution wishing to adhere to the actions and resources arising from the National Training Policy, a Management Committee. Institutional with the task of “inducing the articulation, coordination and organization of programs and actions of initial and continuing education of professionals of basic education teachers, as well as for the management and execution of resources received through the financial support provided in the *caput*” (§ 1; art. 17).

These new regulatory frameworks of the National Training Policy make it possible for us to grasp and understand the outlines that it has assumed in the scope of its regulation. Initially, it is noteworthy that the direct intervention of the federal executive by means of decrees reinforces the interpretation that this policy is linked to the government's perspective, and is therefore not a state policy. The strategy of maintaining the guidelines and tools for operationalizing a large set of actions that should compose the action plans of the states and

II - aprovar os planos estratégicos elaborados pelos Fóruns Estaduais Permanentes de Apoio à Formação Docente, de que tratam os arts. 4º, 5º e 6º do Decreto 6.755, de 29 de janeiro de 2009;

III - analisar a demanda e organizar a oferta dos cursos nos estados onde o Fórum Estadual Permanente de Apoio à Formação Docente não elaborar o plano estratégico;

IV - definir, com base em custo/aluno por curso, montante de recursos orçamentários a ser alocado para implementação das ações de formação inicial e continuada de profissionais da educação básica;

V - disponibilizar sistema de informação a ser utilizado pelas redes de ensino e Fóruns Estaduais Permanentes de Apoio à Formação Docente para o planejamento e monitoramento das ações de formação inicial e continuada dos profissionais da educação básica;

VI - indicar os representantes do MEC nos Fóruns Estaduais Permanentes de Apoio à Formação Docente, de que trata art. 4º, § 1º, II do Decreto nº. 6.755, de 29 de janeiro de 2009;

VII - monitorar e avaliar os programas de formação inicial e continuada financiados pelo MEC, CAPES e FNDE. (art. 3º)

²⁵ I. Secretaria de Educação Básica (SEB);

II. Secretaria de Educação Continuada, Alfabetização, Diversidade e Inclusão (SECADI);

III. Secretaria de Educação Superior (SESU);

IV. Secretaria de Educação Profissional e Tecnológica (SETEC); V. Secretaria de Articulação com os Sistemas de Ensino (SASE);

VI. Coordenação de Aperfeiçoamento de Pessoal de Nível Superior (CAPES); e VII. Fundo Nacional de Desenvolvimento da Educação (FNDE).

municipalities, under the control of an instance within the Ministry, the “Managing Committee of National Policy of Initial and Continuing Training of Basic Education Professionals” demonstrates that the regulatory character was deepening.

Another element of analysis that emerges from this scenario of reconfiguration of the State's role in the field of education concerns the unfolding of the centralization of politics within Capes. The task of subsidizing the Ministry of Education in the formulation of policies and in the development of activities to support the training of teaching professionals for basic education, provided for in Law n° 11.502/2007, was divided into a diverse set of responsibilities listed in Decree n° 7.692/2007, which approved the new statute of Capes, which provided for the constitution of a National Training System.

At first, this transfer of tasks ended up overlapping certain attributions between the various sectors of the Ministry of Education and the council itself in relation to ongoing training projects, such as new norms and previous determinations still prevalent and in conflict with those listed in the bylaws of Capes (SCHEIBE, 2011). In Souza's (2016) analysis of the challenges in conducting the National Training Policy, some elements reveal a troubled beginning of this new Capes action trajectory:

The proposal of the training system, established in the CTC-EB draft, would involve moving the bases of the compartmentalization of MEC's actions among its linked bodies - Capes, CNE and Inep - in favor of teacher education. Perhaps, as a result, there was some internal mobilization to curb the original proposal (...).

(...) If implemented, such competency could concur with the CNE's own attributions and would imply the adoption of an evaluation system parallel to that of Sinaes, specific to the undergraduate degrees.²⁶

The elaboration of the two decrees that instituted the National Training Policy took place, therefore, in this period of adjustments in the new configuration of Capes' organizational structure, while its performance represented a line of action marked by the continuity of the programs. The two decrees dealt with here (6.755/2009 and 7.415/2010) were later repealed by Decree n° 8.752 of May 9, 2016, which “sets forth the National Policy for the Training of Basic Education Professionals, setting their principles and objectives, and organizing its programs and actions, in collaboration between the education systems and in line with the National

²⁶ A proposta do sistema de formação, estabelecida na minuta do CTC-EB, implicaria mexer com as bases da compartimentalização das ações do MEC entre seus órgãos vinculados – Capes, CNE e Inep – em prol da formação docente. Talvez, em função disso, tenha ocorrido certa mobilização interna para frear a proposta original (...). (...) Se implementada, tal competência poderia concorrer com as atribuições do próprio CNE e implicaria a adoção de um sistema avaliativo paralelo ao do Sinaes, específico para as licenciaturas.

Education Plan - PNE/2014”. However, as a result of the conflicting political conjuncture installed with the removal of President Dilma Roussef that same year, followed by her impeachment, the continuity of this conception of formation in the manner in which it was being built through these legal orders was seriously compromised.

Final considerations

In the field of training of basic education professionals, it is possible to learn that, on the one hand, the relative “success” of neoliberal ideas guided the policies of training of basic education professionals, as we face progress in the ideas, the use of concepts and categories specific to this idea, such as effectiveness, efficiency, total quality, skills, among others. On the other hand, this success was also due to budgetary constraints produced by the agreements with international organizations that started to finance a significant part of the educational policies in the country, especially until 2004 and 2005.

On the other hand, it must also be acknowledged that from 2006 and 2007, new contours were produced in the field of policies for the formation of basic education professionals, in which the search for a greater articulation of these actions and programs that supported such policies was evident, in an attempt to achieve greater organicity in this field, even if some degree of dispersion was present. This is evidenced by the data analyzed on the political-institutional design adopted by the “National Policy for Training of Basic Education Professionals” and the “National Network of Continuing Training of Basic Education Professionals”, in which the constitution of “managing committees” aimed at ensuring such organicity as an alternative to overcome the fragmentation present in the context of training policies.

In the same vein, the Education Development Plan itself also expressed this effort, even though the character of multidimensionality is equally present in it. This multidimensional character results, to a large extent, from the fact that what was witnessed was an effort by the governments of Lula and Dilma to incorporate new possibilities and fronts of State action in the field of formation, without necessarily abandoning other paths that came along.

Likewise, in contrast to the predominant focus in the 1990s and early 2000s, in which the logic of policies directed to the field of education of professionals privileged those who worked in elementary school and, more specifically, in the early years of this schooling stage,

now, with the new logic, began to be installed in this field training programs, which also reached other segments in the field of basic education.

In the contours and in the development of the field of policies of formation of the professionals of the basic education it is possible to apprehend and to understand, also, the place and the role that the organs and structures of government assume in these policies, since they express certain conceptions of organization of the State in society. There is a repositioning of the Federal Executive in the debates and discussions that took place since 2005, with a greater assimilation of formulations and proposals from the academic and political debate in the area, such as the recognition of the need for a national policy of formation.

The discussion about the process of formulation and implementation of public policies is not linear, but marked by dynamics determined by the social totality and by the mediations that shape the singularities that the field implies, resulting from the correlation of forces of the collective social actors involved or reached by these policies. These characteristics imply the search and consensus building capacity, which demands the indispensable dialogue and the participation of organized civil society.

Undoubtedly, in a society such as ours, marked by antagonistic class interests, the limits on the construction of pacts on public policies in general, and on training policies in particular, allow us to understand the pitfalls in moving towards "government policies" to "state policies".

In turn, moving towards the constitution and strengthening of state policies also requires the existence of institutional bodies and spaces that favor and contribute to the continuity of those policies that resulted from broad and democratic processes of discussion, elaboration and implementation. These organs and spaces end up assuming an equally important role in constituting instances of social control and political participation. This is the horizon to be built in bodies such as the National Education Council in the perspective that they will become state organs, not just instances or organs of government.

Thus, the contours outlined in the context of the regulation of the national policy for the training of education professionals, since Capes' reconfiguration in 2007 for the Initial and Continuing Education of Basic Education Teachers, express the perspective of guaranteeing channels of dialogue and social control with different segments of civil society participating in them. This perspective confirms the constitution of spaces such as the "State Forums for Supporting Teacher Education"; the national and institutional "Management Committees"; the concept of "Training Network", which was reformulated during this period, among other elements. In summary, the produced legal and organizational systems point to what "should be"

in terms of action orientations, as well as assimilating elements of reality in which different positions, perspectives and proposals in dispute are present.

Finally, the programs and actions implemented in the field of teacher education in the period show the different nuances that federative relations assumed in the field of teacher education, always marked, with greater or lesser emphasis, by a movement of central government inducing and conducting policies in this field, leaving to local governments more operational tasks. On this basis, the regime of collaboration and the inter-federative relations that are built in the field of teacher education are predominantly center-to-margin oriented, in processes much more of deconcentration than, indeed, of decentralization.

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