


Initial education of basic education teachers in Brazil: a historical and political-legal reading

*Formação inicial de professores da educação básica no Brasil:
uma leitura histórica e político-legal*

*Formación inicial de maestros de educación básica en Brasil:
una lectura histórica y política-legal*

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Abstract: In this text, we will present, grounded on the literature review and documentary research, a historical and political-legal discussion about the Initial Formation of Basic Education Teachers in Brazil. This is a study with the time since 1927, when there are the first essays of teacher training in the country, in 2015, when the New National Curriculum Guidelines for the Initial and Continuing Education of Professionals of Education are published. Basic We conclude that in educational history teacher education has been conditioned on the different political arrangements developed under the impetus of social power relations. We also understand that, in the political-legal context, we do not materialize formative curricular proposals aligned with the ideal of initial teacher education defended in history by social movements and educational entities - ANFOPE, ANPEd, FORUMDIR, among others - which emphasize teaching as a core principle. of teacher education of Basic Education in Brazil.

Keywords: Initial teacher education. Basic education. Historical and political-legal dimension.

Resumo: Neste texto, apresentaremos, com base na revisão de literatura e na pesquisa documental, uma discussão histórica e político-legal sobre a Formação Inicial de Professores da Educação Básica no Brasil. Trata-se de um estudo com o recorte de tempo desde 1927, instante em que há os primeiros ensaios de formação docente no país, ao ano de 2015, momento de publicação das Novas Diretrizes Curriculares Nacionais para a Formação Inicial e Continuada dos Profissionais da Educação Básica. Concluímos que, na história educacional, a formação de professores esteve condicionada aos diferentes arranjos políticos desenvolvidos sob o ímpeto das relações sociais de poder. Entendemos ainda que, no âmbito político-legal, não concretizamos propostas curriculares formativas alinhadas ao ideal de formação inicial docente defendido, na história, pelos movimentos sociais e entidades educacionais – ANFOPE, ANPEd, FORUMDIR, entre outros – que ressaltam a docência como princípio nuclear da formação de professores da Educação Básica no Brasil.

Palavras-chave: Formação inicial de professores. Educação básica. Dimensão histórica e político-legal.

Resumen: En este texto, presentaremos, sobre la base de la revisión de la literatura y la investigación documental, un debate histórico y político-jurídico sobre la Formación Inicial de Profesores de Educación Básica en Brasil. Se trata de un estudio con el límite de tiempo desde 1927, un instante en el que se encuentran los primeros estudios de formación docente en el país, en 2015, el momento de la publicación de las Nuevas Directrices Nacionales de Currículo para la Formación Inicial y Continua de Profesionales de la Educación Básica. Concluimos que, en la historia de la educación, la formación de los profesores estaba condicionada a los diferentes arreglos políticos desarrollados bajo el impulso de las relaciones sociales de poder. También entendemos que, en el ámbito político-jurídico, no implementamos propuestas curriculares formativas alineadas con el ideal de formación inicial del profesorado defendida, en la historia, por movimientos sociales

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y entidades educativas - ANFOPE, ANPEd, FORUMDIR, entre otros – que asumen la enseñanza como un principio nuclear de la formación de maestros de educación básica en Brasil.

Palabras clave: *Formación inicial del profesorado. Educación básica. Dimensión histórico y político-normativa.*

Introduction

In dialogues on the training of teachers of Basic Education in Brazil, held at the XXII North and Northeast Educational Research Meeting (EPENN), from October 28 to 31, 2014, in Natal - RN, it was pointed out that the main object of investigative interest in studies in the area of education is the initial formation of teachers (SILVA; NÓBREGA-THERRIEN; FARIAS, 2014).

Although this statement has already been ruled in other moments and scientific productions (ANDRÉ *et al.*, 1999; ROMANOWSKI, 2013), we understand that the number of publications addressing teacher education in the country is still incipient, especially the historical and political-legal aspects of the initial teacher education in the Brazilian context (DIAS; PASSOS, 2016). Thus, in order to contribute to the broadening of the discussion on the subject, this text aims to present, based on the literature review and documentary research, a historical and political-legal discussion about the Initial Formation of Teachers of Basic Education in the Brazil¹.

Part of educational investigations that emphasize the theme, especially the works of Dermeval Saviani and other education theorists (TANURI, 2000; GATTI; BARRETTO, 2009; SAVIANI, 2009; DOURADO, 2013; 2015; DIAS; PASSOS, 2016, among others), as well as various normative documents in the country regarding teacher education (BRASIL, 1961; 1996; 2002a; 2002b; 2007; 2014; 2015, among others). It is worth mentioning that, when addressing the initial formation of teachers of Basic Education, we will refer to both teacher training for acting in Early Childhood Education and in the early years of Elementary School as well as the formation of teachers to work in the final years of Elementary and High School.

We explain that, due to the political and social changes in the country, over time, we use in this text the time frame of 1927, when there are the first essays of teacher training in the country (SAVIANI, 2009), in 2015, moment of publication of the New National Curriculum Guidelines for the Initial and Continuing Training of Basic Education Professionals, through Resolution CNE / CP, n. 2, of July 1, 2015 (BRASIL, 2015). The established temporal demarcation is also configured as a way of organizing, at historical and political-legal level, the main events that addressed the teacher training and to debate about normative documents that support it and prescribe in the Brazilian scenario.

Having said these introductory words, we organize the rest of the text in three moments: in the first section, we will talk about the time frame from 1927 to the year 2006ⁱⁱ, a period in which, according to Saviani (2009), different configurations in the initial teacher

education in Brazil, both in the pedagogical-curricular dimensions of teacher training courses and in the spaces that intend to develop initial teacher education.

In the second section, we will list the period from 2007 to 2015, considering the legal basis that was published in the demarcated clipping. In particular, we will emphasize the fragmented nature of the documents that, even attesting advances from the perspective of undergraduate perspectives, do not point to major transformations in the context of initial teacher education in the country. In the same section, we will also address some problems of administrative, organizational and pedagogical-curricular nature within the Institutions of Higher Education (HEI), which reconfigure themselves in the development of the proposals of teacher education, which were not - and we believe will not be - solved with the existing legal documentation. Finally, in the final considerations, we will briefly attest to some notes / perspectives, based on Dias e Passos (2016), towards the quality of initial teacher education in Brazil.

From intermittent teaching training tests to the LDB scenario, Law no. 9,394/96 (1927-2006)

According to Saviani (2009), the initial formation of teachers of Brazilian Basic Education can be analyzed based on six historical periods that, for the author, distinguish changes and ruptures in the processes of teacher education, impacting the formative courses, in the institutions and in the identity of the trained professional. They are:

1. Intermittent teacher training trials (1827-1890). This period begins with the provision of the First Schools Law, which obliged teachers to instruct themselves in the method of mutual teaching at their own expense; extends to 1890, when the model of the Normal Schools prevails.
2. Establishment and expansion of the Standard of the Normal Schools (1890-1932), whose initial landmark is the São Paulo Normal School reform with the model school as an annex.
3. Organization of Institutes of Education (1932-1939), whose milestones are the reforms of Anísio Teixeira in the Federal District, in 1932, and Fernando de Azevedo in São Paulo, in 1933.
4. Organization and implementation of Pedagogy and Degree Courses and consolidation of the Normal Schools model (1939-1971).
5. Replacement of the Normal School by the Specific Teaching Qualification (1971-1996).
6. Advent of Higher Institutes of Education, Higher Normal Schools and the new profile of the Pedagogy Course (1996-2006) (SAVIANI, 2009, p. 143-144).

Dialoguing, briefly, about each of the periods listed by Saviani (2009), we understand that the preliminary effort to train teachers for Basic Education in Brazil took place after Independence of Brazil, when the organization of the brazilianⁱⁱⁱ popular education was considered by the focus of public formal schooling (PEREIRA; FELIPE; FRANÇA, 2012). With the creation of the Monitorial teaching system, promulgated on October 15, 1827, it was decreed that Brazilian teaching should be developed by the Lancaster Method or, as published in the letter of law that registered it, by the Mutual Method, and that teachers should be “trained” in this method. With this requirement and with the approval of the

additional act of 1834 in Brazil, it was decided that the initial formation of teachers should follow the path of European countries, creating the Normal Schools to train teachers (TANURI, 2000; SAVIANI, 2009).

At this early stage, named by Saviani (2009, p. 143) “Intermittent Teacher Training Essays (1827-1890)”, there was no expansion in qualitative teacher education, as many Normal Schools opened in Brazil did not, at that time, achieve great successes. This fact occurred as much in the proposals of teacher formation, because the extremely rational model with regard to the teaching contents of the monitorial teaching system predominated without the concern with the pedagogical formation, as in the lack of investments of the Brazilian leaders, which had as consequence the intermittence of institutions that opened and closed periodically (OLINDA, 2005).

With regard to the second period, referred by Saviani (2009, p. 143) as “Establishment and expansion of the Standard of the Normal Schools (1890-1932)”, this was accomplished with the expansion of a training model of these Brazilian teacher training establishments. After the reform of public education in the State of São Paulo in 1890, reconfiguring itself in much of the country, there was a reorganization in the proposal for teacher training of the Normal Schools. Serially, the number of institutions opened in Brazil has grown significantly (TANURI, 2000; SAVIANI, 2009).

Olinda (2005), when presenting some aspects related to the creation of the Normal Schools in Brazil, with support in the State of Ceará, it points out that these teacher education establishments, when they expanded their formative model throughout the national territory, spread the understanding to the Brazilian population of possibility of the rise of education in the ideals of modernity advocated at the time. However, this feature was not enough to break with centralized forms of management in the institutions, marked by the discipline of teachers and students and ruled by the powers of local and national leaders, which led to the failure to achieve the intended objectives. For these and other reasons, the establishment and expansion of the Standard Schools model pattern in the period in check did not result in satisfaction for much of the Brazilian population, especially for the popular strata that lived outside the values and cultural practices of elite groups from the country.

The third moment illustrated by Saviani (2009, p. 143), the “Organization of Institutes of Education (1932-1939)”, differing from the previous ones, developed under the impulse to train teachers, not only having as indicators the contents to teach or teaching, but also research. About this, Saviani (2009, p. 145), quoting Vidal (2001, p. 79-80), highlights:

With the reform instituted by Decree no. 3.810, of March 19, 1932, [...] set out to eradicate what was considered [...] the 'constitutional vice' of the Normal Schools, which 'claiming to be, at the same time, schools of culture general and professional culture, regrettably failed both goals.

The main initiatives of building Institutes of Education, which, in themselves, Teacher Training Schools, responsible spaces in such educational institutions to train teachers, were developed in Brazil by Anísio Teixeira, with the implementation of the Institute of Education from Federal District - Rio de Janeiro -, in 1932, directed by Lourenço Filho, and Fernando

de Azevedo, with the creation of the São Paulo Institute of Education, in 1933 (TANURI, 2000).

Influenced by the “New School Movement” that had come to the country, the Institutes of Education, such as the Teacher Training Schools, were designed to incorporate the requirements of a pedagogical formation in the initial teacher education. The curricula of the courses offered included basic knowledge and contents of the field of Teaching Practices, Educational Psychology, Sociology of Education, Philosophy of Education, History of Education, among others that, until now, had little attention in Normal Schools courses. As Saviani (2009, p. 146) transcribes, “we were, therefore, moving decisively towards the consolidation of a pedagogical-didactic model of teacher education that would allow correcting the insufficiencies and distortions of the old Normal Schools [...]”.

However, Lopes’ study (2007) shows contradictions about the Institutes of Education and the teacher training developed in the Teacher Training Schools in the registered period. For the author, contrary to what is clarified by Saviani (2009), the official curriculum proposal is different from its real proposal, that is, what is stated in documents that recorded the memory of these institutions does not correspond to the reality lived in their daily lives teacher training spaces.

In an extensive research on the curricular proposal implemented at the Teacher Training School of the Rio de Janeiro Institute of Education - at the time, Federal District of Brazil -, in 1932, Lopes (2007) reveals faces of school work in this formative environment that escaped the official speech. The ideas of thinkers of the Escolanovista Movement^{iv} - Anísio Teixeira, Fernando de Azevedo and Lourenço Filho -, influencers of the curriculum of the courses, sustained in the construction of knowledge based on the interests, aptitudes and individual differences of the students, were materialized in a curriculum based on Behaviorist Psychology, which, in practice, fostered a segregated training for measurement tests to verify students' learning, teaching within disciplinary structures and the hierarchy of knowledge and students.

Lopes (2007) also records that the influences of the thinkers of the Escolanovista Movement in the context of national education, added to the changes in Brazilian society at the historical moment, contributed to elevate the Institutes of Education to the university level, culminating in the next period of the formation of teachers registered in the history of Brazilian education. In this logic, we continue with the discussion of the quoted moment denoted by Saviani (2009, p. 143) of “Organization and implementation of Pedagogy and Degree Courses and consolidation of the Normal Schools model (1939-1971)”.

From 1939, with Decree Law No. 1,190, of April 4, originated the Faculties of Philosophy, the first higher level to assume the initial formation of teachers of Basic Education in Brazil. In these spaces, there was the creation of undergraduate courses and the genesis of the first Pedagogy course in Brazil (CACETE, 2014).

For the undergraduate courses, the mission was to train teachers to teach curriculum components that made up the curriculum of part of Secondary Education, and for the degree in Pedagogy, the charge of training bachelors in Education specialists and teachers to teach in

Normal schools, teacher training institutions for primary education was required (TANURI, 2000).

It should be noted that the undergraduate courses, when newly created, as well as the Pedagogy course, were also conceived as bachelor's degree courses. The undergraduate students attended three years of general education and specific subject areas in which they would work as teachers and another year of educational subjects. After these two moments, they received the title of graduates (GATTI; BARRETTO, 2009).

Cacete (2014), when researching the history of the formation of secondary teachers with the cut-off of time between 1939-1971, states that, after the creation of the undergraduate courses to train graduate teachers for the Secondary Education and the Pedagogy course, In these spaces of teacher education in Brazil, the initial teacher education model widely known in the area of “3 + 1” education (three plus one) was installed, dividing teacher education in two perspectives: one with attention to the contents of the general culture and to the specific contents of the area of knowledge in which the student will teach and the other with emphasis on the didactic-pedagogical contents of the educational field.

The division of teacher education into two perspectives has fueled historical disputes in the plans and programs of teacher education courses that, on the one hand, have separated the history of education - its foundations, methodologies and practices - from specific knowledge of the “subject to teach”. This dualism reproduced incompatibilities of objectives in undergraduate degrees and oppositions between curriculum conceptions with the so-called scientific disciplines and those considered as didactic-pedagogical. Clearly, the asymmetry between theory and practice, subject-specific knowledge and pedagogical knowledge, contents and teaching methods in the context of initial teacher education in Brazil is born (CACETE, 2014).

It is worth remembering that, from 1939 to 1971, many transformations occurred in the social and political scenario of the country. The industrialization process and the unrestrained growth of urban centers, also the installation of the military regime, required changes in the Brazilian educational system. As a sample, we point out the Organic Laws of Secondary Education, Decree Law No. 4,244, of April 9, 1942 (BRASIL, 1942), which organized Secondary Education in two cycles: the junior high school, and the high school, three years old; and Primary Education, Decree Law No. 8,529, of January 2, 1946 (BRASIL, 1946), which organized Primary Education at national level; the promulgation of the first Law of Guidelines and Bases of National Education, Law No. 4,024, of December 20, 1961; and the University Reform, Law No. 5,540, of November 28, 1968 (BRASIL, 1968), which conditions prevailed in the functioning and organization of Brazilian education and, typically, in the initial formation of primary school teachers (BORGES; AQUINO; PUENTES, 2011).

The fifth period exemplified by Saviani (2009, p. 144), called the “Replacement of the Normal School by the Specific Teaching Qualification (1971-1996)”, begins with the fervor of the political upheavals that occurred in Brazil from 1964 to 1985. The military regime, as well as other events cited in this section, required adjustments in the field of Brazilian education that were made through changes in teaching legislation. In Basic Education, Law No. 5,692 of August 11, 1971 (BRASIL, 1971), complementing the first Law of Guidelines

and Bases of National Education, Law No. 4,024/61, transmuted primary and secondary education, renaming its structure to First and Second Degree. With this new organization, the Normal Schools disappeared and, in its place, specific high school qualification, called Magisterium, was instituted in two basic modalities: for teaching in the first four grades of elementary school or for teaching in the first to sixth grade. For professional performance in the last four grades of elementary school and high school, higher education was required (TANURI, 2000; SAVIANI, 2009).

Detailing these changes in the education of Basic Education teachers in Brazil, Saviani (2009, p. 147) reports:

For opinion no. 349/72 (Brasil-MEC-CFE, 1972), approved on April 6, 1972, the specific teaching qualification was organized into two basic modalities: one lasting three years (2,200 hours), which would enable teaching until 4th grade; and another with a duration of four years (2,900 hours), enabling teaching until the 6th grade of the 1st grade. [...] For the last four grades of elementary school and for high school, law no. 5.692/71 provided for the training of teachers in higher education, in short (3 years) or full (4 years) degree courses. The Pedagogy course, in addition to the training of teachers for specific teacher training (HEM), was given the task of training specialists in Education, including school principals, educational counselors, school supervisors and teaching inspectors.

Based on what we have observed, the dictations imposed in the military regime for the training of teachers of Basic Education reconfigured what already existed in the legislation. The so-called short degrees were incorporated into the set of possibilities for teacher education in Brazil. Such multipurpose courses could enable teachers with integration of areas, for example, degrees in Sciences (with qualification in Biology, Physics and Chemistry) and in Social Studies (with qualification in History, Geography and Sociology), in only three years. In relation to the full degrees, because they deal with a specific area and develop over a longer period - four years -, they became less attractive in the eyes of the government installed at the time, since the strong influence of technicalism in education favored the situation (TANURI, 2000; GATTI; BARRETTO, 2009; SAVIANI, 2009).

As far as Pedagogy courses are concerned, there was a modification of its curriculum, dividing it into technical qualifications for the formation of specialists and guiding it not only towards the formation of the teacher of the Magisterium course - as it was until then - but also of the primary teacher at the higher level, through the study of Methodology and Teaching Practices of 1st Grade (TANURI, 2000).

For information purposes, we indicate that other events marked this historic phase of the initial formation of Basic Education teachers in Brazil. In the 1980s, with the demand to increase the number of teachers qualified to teach in the first four grades of primary education and to qualify a considerable volume of unqualified teachers in this stage of education, the project “in many Brazilian states” was implemented Centers for the Training and Improvement of Teaching (CEFAMS)”. These centers, which provided training for mid-level teachers, had a short duration and were closed with the promulgation of the current LDB, Law No. 9,394/96 (GATTI; BARRETTO, 2009).

Parallel to the regulations in the Brazilian education legislation and, more precisely, to the changes in the basic education teacher training courses during this historical period, in the 1980s, after the end of the military regime, a wide movement developed by the National Association for the Training of Education Professionals (ANFOPE). This movement, bringing together educators of basic and higher education, claimed the reformulation of undergraduate and pedagogical courses, adopting the central principle of “teaching as the basis of the professional identity of all education professionals” (SILVA, 2003 *apud* SAVIANI, 2009, p. 148).

The principle of teaching as the pillar of the identity of the education professionals, which rocked the movement's claiming struggles, came to legitimize its own identity in the various undergraduate and pedagogical courses, as it was intended to put an end to the ambiguous identity built in the teacher education in these courses which, intending to train teachers, were often faced with problematic questions: “specific area specialist or teacher?”, “chemistry or chemistry teacher?”, “historian or history teacher?”, “biologist or biology teacher?” , “Early school teacher or education specialist?” - online research questions when studying these formations (GATTI; BARRETTO, 2009).

The last historical period of the initial formation of Basic Education teachers in the country, inscribed by Saviani (2009, p. 144) of “Advent of Higher Institutes of Education, Higher Normal Schools and the new profile of the Pedagogy Course (1996-2006)”, Began with the publication of the current LDB, Law No. 9,394/96.

For Bazzo (2004), in contradiction to what was defended by the ANFOPE movement, in the 1980s and 1990s, the demands contained in the LDB, Law No. 9,394/96, for the education of Basic Education teachers came to contribute to the deprofessionalization of the education professional and accentuate her/his devaluation. It is in the current LDB, under Title VI, art. 61 to 67 - Of the professionals of Education -, that the determination for the formation of teachers of Basic Education is contained. It Said in the Law, when enacted in its article 62:

The training of teachers to work in basic education will take place in higher education, undergraduate course, full degree, universities and institutes of higher education, admitted as minimum training for the exercise of the teaching of early childhood education and in first four grades of elementary school, the one offered in high school, in the normal mode (BRASIL, 1996)

In our view, with the law under discussion, there was a determination of initial teacher education for the final years of elementary and high school - which is a breakthrough - but by not emphasizing the university as primary space for the qualification of teachers of Basic Education, other institutions were allowed to take on this task. Thus, the training was also offered by isolated colleges, university centers, among other institutions that do not have the same physical structures and formative conditions in order to articulate research and extension in teacher education, especially in the private sector, which are often of doubtful character.

Cunha (2003), in a publication on the influences of educational policies for Higher Education developed during the Government of Fernando Henrique Cardoso, notes that never

in the history of Brazilian education there has been so much control of the international and industrial marketing sector in Education, as well as a significant advance of the private sector in the educational sphere. Under the guise of conforming the Brazilian education system to the process of productive restructuring of the international market and adjusting it to the subordinations of the World Bank, some actions built after the LDB, No. 9,394/96, favored to frame the undergraduate courses to the project desired economic.

As a result of this scenario, the first National Curriculum Guidelines for Undergraduate Courses emerged. By means of Resolution CNE/CP No. 01, of February 18, 2002 (BRASIL, 2002a), and Resolution CNE/CP No. 2, of February 19, 2002 (BRASIL, 2002b), these provisions were instituted, meaning a guiding document for all initial formation courses. of teachers in the country.

According to the National Curriculum Guidelines for the Training of Basic Education Teachers, Resolution CNE/CP No. 01, of February 18, 2002, it was finally obtained a document that established directly at the national level, the undergraduate courses, principles, fundamentals. and procedures to be observed in curricular and formative proposals. However, the criticisms followed by educational entities and social movements regarding this resolution follow the understanding that these guidelines were outlined with an emphatic instrumentalizing tendency, based exclusively on the development of competences as the central matrix of the initial education teacher education Brazilian basic (BAZZO, 2004).

According to the above understanding, Bazzo (2004) argue that the meaning of “competences” as a core principle to guide teacher education represents an individualist conception in its essence and immediate, concerning the labor market. Therefore, it is limiting and limited about the perspective of human formation defended by educators and representative instances of Brazilian education professionals.

In concluding lines about the initial formation of teachers of Basic Education, with the time frame of 1927 to 2006, we see that several social and political events happened throughout the history of the Country with implications in the Education and, consequently, in the teacher formation. Such events are permeated by tensions and political disputes of social groups, as well as subordinate to the power relations that directly shaped legislative documents of teacher education.

We note that the professional formation of the teaching profession for Basic Education has been limited to advances, setbacks and discontinuities due to the intervention of several factors, especially political ones. This, in our view, contributes to the gap caused by the absence of a state policy to ensure a formation compatible with the needs and reality of contemporary society.

We think that this aspect also contributed to the initial formation of teachers of Basic Education could not emphasize, in order to constitute as a priority in the actions of the Brazilian State, which has led, in recent years - as done in history -, the production of legal documents that, despite presenting advances to the undergraduate courses, were made with strong fragmented character, splattering in actions without organicity with the historical claim of the educational movements of the Country. This discussion will be attested in the next

instant of the text.

The fragmed character of legal devices on teaching in Brazil: from REUNI to New Curriculum Guidelines (2007-2015)

After considering the historical periods of the initial formation of Basic Education teachers, which covered the years from 1927 to 2006, we add that other important events and, mainly, legal devices were inserted in the historical and political-legal process of teacher education in Brazil. As previously stated, this was in a fragmented and disjointed way from the claims developed by professionals and representative entities of Education throughout the country - ANFOPE, National Association of Graduate Studies and Research in Education (ANPEd), National Forum of Directors of Faculties, Education Centers and Public Universities equivalent (FORUMDIR), among others.

The first of these refers to Decree No. 6,096, of April 24, 2007, Program to Support the Plans for Restructuring and Expansion of the Federal Universities System in Brazil (REUNI). Through this legal instrument, the management agreement of the federal universities with the government was established, in which the Higher Education Institutions undertook, within five years, to increase the average graduation completion rate to 90% and raise the teacher/student ratio to 18. In exchange for the planned goals, the federal government would provide financial resources to federal educational institutions up to 20% of the cost and personnel expenses (BRASIL, 2007; SOUSA; COIMBRA, 2015; MAUÉS; SOUZA, 2016).

For the initial formation of teachers of the Basic Education, this accomplishment reflected with the increase of the number of undergraduate courses in the Country, mostly nocturnal and located in cities of the interior of the states of the Federation. In spite of this reality, the quality of these courses has been questioned, since the expansion raised was more quantitative than qualitative. Lack of laboratories and didactic-pedagogical resources, lack of library collections, difficulty of students to stay in institutions - especially residents within the states - due to insufficient assistance from universities, such as housing and food, and infrastructure physics on campuses, especially the spaces created from 2007 in isolated municipalities of the capitals, have led to failure in teacher training courses (SOUSA; COIMBRA, 2015; MAUÉS; SOUZA, 2016).

Decree No. 6,755, of January 29, 2009 (BRASIL, 2009), instituted the National Policy for the Training of Teachers of Basic Education, regulating Coordination for the Improvement of Higher Education Personnel (CAPES) activities in the promotion of initial and continuing education programs. This normative instrument, according to Abdalla (2012), created in a collaborative regime between the Union, the States, the Federal District and the Municipalities: the National Plan of Basic Education Teacher Training (PARFOR).

Of an emergency nature, PARFOR has added to the training of teachers of Basic Education through the offer of 1st Degree courses, with a workload of 2,800 hours, for teachers without academic training; 2nd Degree with a workload of 800 to 1,200 hours, for

licensed teachers working in areas other than initial training; and Pedagogical Training for teachers who have experienced academic training in baccalaureate courses and act as teachers in Basic Education (BRASIL, 2009).

From a critical perspective, research produced by scholars about PARFOR points to barriers that sharpen the precariousness in the initial formation of teachers of Basic Education. Amorim and Medeiros (2016) and Souza (2017), studying their implementation in public institutions in the country, list some limiting challenges in the program, namely: the encapsulation of the training proposals supported by generic training models built by other programs in history teacher training, without many conditions of changes/adaptations in the formative actions based on local demands; the delay in the transfer of financial resources by the Ministry of Education for the maintenance and continuity of the courses; and the difficulty of associating teaching in initial teacher education with research and extension, given that courses are often offered on weekends and holidays lightly.

Another governmental action that we believe is relevant to mention in this discussion is based on Decree Law No. 13.005, of June 25, 2014, which approved the National Education Plan (PNE), effective for ten years (2014-2024). Consisting of a set of guidelines, goals and strategies, this legislative increment designed actions for national education, aiming at its improvement and quality.

Regarding the initial formation of teachers registered in this legal device, we realize that, once again, the concern of the public power over its construction at the national level goes unnoticed. There are no explicit references in the document that pay attention to the formation of teachers of Basic Education; In the ten guidelines and twenty goals that make up this decree, there is no mention of teacher education, except in the strategies that serve to designate actions for specific stages and modalities of Brazilian education (BRASIL, 2014).

As a result of the presentation on the events and legal provisions that were part of the historical process of Basic Education teaching in Brazil, from 2007 to 2015, we approved Resolution No. 02, of July 1, 2015, of the National Council of Education that “Defines the National Curriculum Guidelines for initial higher education (undergraduate courses, pedagogical training courses for graduates and second degree courses) and for continuing education” (BRASIL, 2015).

In a historical dimension, according to Dourado (2015), of all documents that dealt with the formation of teachers of Basic Education, this resolution is the one that best prescribes orientations with a view to its qualification. In addition to this aspect, the author mentions that, unlike other norms, in the aforementioned document, initial education and continuing education are conceived as inseparable moments of teacher education - although they take place in different stages - aiming at their valorization. In addition, it is complemented that the appreciation of teaching professionals will be through other dimensions, such as career, salary and working conditions, also associated with initial and continuing education.

In addition, the articulation in the formative processes in the different undergraduate courses of the National Curriculum Guidelines for the Training of Teachers of Basic

Education with the National Curriculum Guidelines for Basic Education, including decrees and other specific documents - including the specific guidelines - referring to the stages and modalities of this level of education. Thus, the intention is to unify educational policies with a view to establishing a “new” National Education System (BRASIL, 2015; DOURADO, 2015; DIAS; PASSOS, 2016).

These Guidelines reaffirm the main determinants of the National Policy on Formation of Professionals of the Teaching of Basic Education, explicit in the Decree nº 6.755/2009 (BRASIL, 2009), highlighting the training of teaching professionals as an effect of the regime of collaboration between the Union, the States, the Federal District and the Municipalities, in articulation with the systems, networks and institutions of basic education and higher. In addition, the training of basic education teachers established by these Guidelines is also in accordance with the National Education Conference (CONAE) Final Document, notably with regard to Axis “VI - Valuation of Education Professionals: training, remuneration, career and working conditions” (CONAE, 2014).

Dourado (2013) notifies that the National Curriculum Guidelines, Resolution CNE/CP No. 02, of July 1, 2015, define relevant training milestones for the initial and continuing education of Basic Education teachers by directing principles widely discussed by the educational community. With support from the author, we see that in Art. 3, paragraph 6 of the resolution, it is inscribed:

The training teacher project should be elaborated and developed through the articulation between the institution of higher education and the basic education system, involving the consolidation of permanent state and district forums to support teacher training, in collaboration, and should include:

- I - solid theoretical and interdisciplinary training of professionals;
- II - the insertion of undergraduate students in the basic education institutions of the public school system, a privileged space for teaching praxis;
- III - the educational context of the region where it will be developed;
- IV - the socialization activities and the evaluation of their impacts in these contexts;
- V - the expansion and improvement of the use of the Portuguese Language and of the communicative, oral and written capacity, as fundamental elements of the teachers formation, and the learning of the Brazilian Sign Language (Libras);
- VI - socioenvironmental, ethical, aesthetic issues related to ethnic-racial, gender, sexual, religious, generational and socio-cultural diversity as principles of equity (BRASIL, 2015).

After situating the main historical and political-legal dimensions of the initial formation of Basic Education teachers in Brazil, with the time frame from 2007 to 2015, we emphasize that, despite the normative advances, we do not believe that there are great successes in the real context of initial teacher education courses. The fragmented character of the documents does not appear to be in harmony and organicity with the historical struggle brought by education professionals and their representative entities - ANFOPE, ANPEd, FORUMDIR, among others.

We emphasize this statement because we realize from our experience as teacher educators and professionals of higher education that, even with the legal documents available in the country, there are still serious administrative, organizational and pedagogical-curricular problems within the HEI. These problems culminate in the development of teacher education

proposals, and they have not been and we believe they will not be solved, regardless of (advancement) existing legal documentation. We have listed a few:

a) We understand that, in general, it is not understandable, within the formative institutions, what is the initial formation of teachers of Basic Education. Programs and curricula with a strong identity profile of baccalaureate courses are evident. The institutional culture of Brazilian HEIs and undergraduate degrees is rooted in this perspective/model of teacher education.

b) There is a lack of studies within the undergraduate courses that discuss the planning and curriculum development of the courses, even if they establish a dialogue with the community outside the university, for which the courses are intended to train teachers.

c) The existence of the Structuring Teaching Nuclei (NDE), the main institutional spaces in realities that assume the task of thinking about the proposals of the courses in the HEI, does not guarantee the promotion of deeper reflections about the formative processes triggered in the undergraduate courses, once that in many contexts the formal and bureaucratic character is what drives the actions and practices of these instances.

d) The issues of power that permeate the organization and management of Brazilian HEIs also limit the development of teacher education programs and practices. In reality, the appointment to coordinate and/or manage training actions/programs/projects validates the internal and external disputes/appointments of the academic units and the undergraduate courses themselves.

e) The construction/review of official curricula (Pedagogical Projects of Courses, resolutions and internal decrees of the undergraduate, among others), documents that guide and underlie the actions of teacher trainers, is built on the abstraction of reality. In many places, the committees that originate for the construction of official curricula are limited to a small group of professionals, losing in the process the democratic, participatory and social content of the actions and documents produced.

The points outlined above are small compared to the “plural” realities that exist in each context of teacher education, especially considering the diversity of institutions (public and private universities, educational centers, integrated colleges, among others), the modalities (presential, semi-presential and distance) and the places (large urban centers, inland and coastal cities, among others) that develop initial teacher training courses. However, with this record, we endeavor to highlight some problems that perpetuate in the training of teachers of basic education in the country.

We believe that the fragmented nature of the normative documents and the events that occurred around teacher education, especially those reported from 2007 to 2015, sharpen the scenario described in the text about initial teacher education in Brazil. In the final considerations, we will present, briefly, some notes/perspectives, based on Dias e Passos (2016), which can be taken as parameters to think about initial teacher education, considering their needs and the quality of the training processes in undergraduate degrees.

Final remarks

According to Dias e Passos (2016), the initial formation of Basic Education teachers in Brazil has, throughout history, oscillated in the sense of the locus of formation, the identity of the professional who sought to form, according to each historical time, models of teacher training, including curricula with formative content and knowledge, among others.

We consider that this scenario was mainly due to the lack of attention of the Brazilian leaders and the lack of understanding about what, as we underline, at the national level, teacher training is, as well as its importance for the Education area. We understand that the design of this reality is mostly explained by the fact that teacher education was conditioned to the different political arrangements developed under the impetus of social power relations. The fragmentation of normative documents discussed in the text confirms this statement. The ideological position of each government represented changes and the installation of paths, or rather, routes often without clear direction to a particular end.

As considerations about achieving better quality in the initial formation of Basic Education teachers in Brazil, we point out, in the first instance, the need for public educational policies that enhance the relationship of teacher education institutions with basic education. We also point out that these educational policies aim at valuing teaching work, career and decent wages for education professionals (DIAS; PASSOS, 2016).

At the local level of each Higher Education Institution, there is a need for teacher education projects to be linked to the Institutional Development Project (PDI) and the Institutional Pedagogical Project (PPI), and in addition, we point out the need for an interdisciplinary approach, multicultural and critical teacher training. We believe that if we reach these points, we can reach or approach, in the formative processes, in terms of Dias and Passos (2016, p. 105), the “understanding of the ethical, social, political, cultural, economic, profession” as well as “its psychological, pedagogical, historical, philosophical foundations”.

Finally, we highlight the relevance of the emphasis on continuing education, given by the Curriculum Guidelines contained in Resolution CNE/CP no. 02, 1 July 2015. We know that initial training is not sufficient to cope with the complex teaching and learning processes and so the New National Curriculum Guidelines devote an entire chapter (Chapter VI) to continuing education. This will, in our understanding, favor the disruption of crystallized and hierarchical perspectives of power that are alive in many institutions.

We warn that these notes should not be considered as generic recipes for improving the quality of initial education of basic education teachers. These are perspectives that, in our interpretation, favor the birth of other scenarios and configurations of teacher education in the country.

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Notes

ⁱ In order to better explain, we want to explain that the text is an excerpt adapted from the doctoral thesis of one of the authors of the document.

ⁱⁱ The year 2006 presents a demarcation, considering the events in Brazilian Education and in the formation of teachers after the Law of Guidelines and Bases of National Education, Law no. 9,394, of December 20, 1996. This aspect is supported by statements by Saviani (2009).

ⁱⁱⁱ The idealization of educating, in educational terms, the Brazilian population is based on the transformations arising from the Industrial Revolution. Preparing the subject for the world of work is a goal that has been waved by Brazil's leaders since the 1870s, according to Pereira, Felipe and França (2012), which continues to the present day in education legislation. We do not forget that this ideal, when produced, merged with the intentions

of the Brazilian bourgeoisie. There was not - and little is - the purpose of qualifying the population as a whole, safeguarding the possibility of its economic, social and human growth.

^{iv} New school movement.

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