

## **INSTITUTIONALIZATION PROCESS OF NATIONAL AND STATE POLICIES ON TEACHER TRAINING: PROPOSITIONS AND RESISTANCE IN PARANÁ**

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### **ABSTRACT**

In order to deal with the institutionalization process of initial and continued education policies for Basic and Higher Education teachers, based on management and curricular policies in teaching degree programs, this article sociologically problematizes the conflicts and curriculum landmarks of the historical and contextual trajectory that configures the period of 1996 to 2018 in Brazil, through the analysis of reference educational documents that materialize curriculum expressions. In the sequence, it debates propositions, tensions and resistance perceived in the constitution process of the state teacher training policy in Paraná, taking as a curricular-historical cut-off the Resolution CNE/CP nº 02/2015, interfaced by the pedagogical management collective alternatives presented by Progrades (Permanent Forum of IEES/PR Undergraduate Proectors). As one of the results of the postdoctoral internship, this qualitative research, both bibliographical and documentary, emerging from the reflections about curriculum as a contest field, based on contributions by Pierre Bourdieu.

### **KEYWORDS**

Políticas curriculares. Licenciaturas. Formação docente. Progrades.

## **PROCESSO DE INSTITUCIONALIZAÇÃO DA POLÍTICA NACIONAL E ESTADUAL DE FORMAÇÃO DOCENTE: PROPOSIÇÕES E RESISTÊNCIAS NO PARANÁ**

### **RESUMO**

Para tratar do processo de institucionalização da política de formação inicial e continuada de professores da Educação Básica e Superior, a partir da gestão e das políticas curriculares nas licenciaturas, o artigo problematiza sociologicamente as tensões e os marcos curriculares da trajetória histórico-contextual que configura o período de 1996 a 2018 no Brasil, perpassando pela análise de documentos educacionais referenciais que materializam expressões de currículo. Na sequência, debate proposições, tensões e resistências percebidas no processo de constituição da política estadual de formação docente no Paraná, tomando como recorte histórico-curricular a Resolução do Conselho Nacional de Educação/Conselho Pleno n. 2/2015, interfacetada pelas alternativas coletivas de gestão pedagógica apresentadas pelo Fórum Permanente dos Pró-Reitores de Graduação das Instituições Estaduais de Ensino Superior do Paraná. Como um dos resultados do estágio pós-doutoral, esta pesquisa qualitativa, de cunho bibliográfico e documental, parte das

reflexões de currículo como campo de disputa, embasando-se nas contribuições de Pierre Bourdieu.

**PALAVRAS-CHAVE**

Políticas curriculares. Licenciaturas. Formação docente. Progrades.

**PROCESO DE INSTITUCIONALIZACIÓN DE LA POLÍTICA NACIONAL Y  
ESTATAL/PROVINCIAL DE FORMACIÓN DOCENTE: PROPOSICIONES Y  
RESISTENCIAS EN PARANÁ**

**RESUMEN**

Para hacer referencia al proceso de institucionalización de la política de formación inicial y continuada de profesores de la Educación Básica y Superior, a partir de la gestión y de las políticas curriculares en las carreras de profesorado, el artículo problematiza sociológicamente las tensiones y los marcos curriculares de la trayectoria histórico-contextual que configura el período de 1996 a 2018 en Brasil, permeado por el análisis de documentos educacionales de referencia que materializan expresiones de currículo. A continuación, debate proposiciones, tensiones y resistencias percibidas en el proceso de constitución de la política estadual/provincial de formación docente en Paraná, tomando como recorte histórico-curricular la Resolución del Consejo Nacional de Educación/Consejo Pleno, interfacetada por las alternativas colectivas de gestión pedagógica presentadas por el Foro Permanente de Pro-Rectores de Pregrado de Instituciones Estatales de Educación Superior de Paraná. Como uno de los resultados de las prácticas post-doctorales, esta investigación cualitativa, de carácter bibliográfico y documental, parte de las reflexiones de currículo como campo de disputa, basándose en las contribuciones de Pierre Bourdieu.

**PALABRAS CLAVE**

Políticas curriculares. Carreras de profesorado. Formación docente. Progrades.

**1 INTRODUCTION AND METHODOLOGICAL JOURNEY**

This article is part of the results of a research carried out at the postdoctoral internship between March 2018 and February 2019, in the Education Graduate Program at the State University of Maringá (UEM, in Portuguese), within the “Education Policies and Management” line of research, with the team of “Study and Research Group on Basic and Higher Education” (GEDUC, in Portuguese). The text is structured in two parts. The first section discusses legal landmarks and some tensions in the contextual and historical trajectory that characterizes the constitution process of the national teacher training policy in Brazil, between 1996 and 2018. In order to achieve that, we

sociologically problematize this context based on three curricular-historical landmarks: National Education Guidelines and Framework Law (LDB, in Portuguese) – Law N. 9.394/96; Resolution CNE/CP N. 01/02, which institutes National Curriculum Guidelines for Basic Education Teacher Training, in Higher Education, in teaching degree programs and undergraduate courses; and Resolution CNE/CP N. 02/15, which defines National Curriculum Guidelines for initial training in Higher Education (teaching degree programs, pedagogical training courses for college graduates, and second teaching degree courses) and for continued education. As an appendix of that third landmark, in the context of practical orientation, is Capes Ordinance N. 158/17, which rules over the participation of Higher Education institutions in booster programs developed by the Board of Directors of Basic Education Teacher Training.

The second section aims to reflect about propositions, tensions and resistance perceived in the constitution process of the teacher training state policy in Paraná. With Resolution CNE/CP N. 02/15 as a curricular-historical cut-off, the text highlights the tensions/resistance experienced by education managers from five Higher Education institutions (IEES, in Portuguese) in the state of Paraná (UNIOESTE, UEL, UEM, UEPG and UENP) concerning the implementation of those guidelines and of propositions organized by academic administrators through the Permanent Forum of IEES/PR Undergraduate Pro-Rectors (Progrades, in Portuguese). The text culminates with the delimitation of the “First State Forum of Teaching Degree Programs in Paraná”, which took place in April 2016 in Londrina/PR, since the results from that Forum still function as a reference in the management of curriculum policies for teaching degree programs.

In order to support the arguments selected for both sections, we chose the qualitative research, with bibliographical study and document analysis as methodological procedures, defining curriculum as a contest field, following Pierre Bourdieu. We analyzed resolutions, decrees, ordinances, guidelines, rulings, letters and laws that materialize expressions of educational curricula in national and state contexts. We expect, with this article, to offer information for the sociological problematization of institutionalization processes of initial and continued teacher training policies for Basic and Higher Education, considered with basis on the analysis of collective management

and the permanent search for the democratization of curriculum policies in teaching degree programs.

## **2 CONSTITUTION PROCESS OF THE NATIONAL TEACHER TRAINING POLICY: TENSIONS AND LEGAL LANDMARKS IN THE HISTORICAL AND CONTEXTUAL TRAJECTORY**

The discussion about curriculum policies in teaching degree programs in Brazil, under different conceptions, really began a little over two decades ago, a relatively short time to have significant results. However, if, on one hand, the debate for democratic construction of those curriculum policies is relatively new, on the other hand, its results are already being largely expressed in the national context. Therefore, we highlight the second half of the 1990s as a cut-off for the debates outlined in this article, having the LDB as a reference, because, as emphasized by Barretto (2015, p. 681, our translation), the LDB represented a “decisive regulation landmark for teacher training”.

Its publication initiated a trajectory of collective discussion and propositions in the national sphere for the constitution of national curriculum guidelines for undergraduate courses in Brazil and of specific documents related to teacher training. Despite the loopholes for distance education courses (EaD, in Portuguese) and for private corporations, its democratizing impact in the history of Brazilian public education cannot be ignored. As an example, with the LDB, significant initiatives arose, such as the Fund for Development and Maintenance of Basic Education and Teaching Values (FUNDEF, in Portuguese), later replaced by the Fund for the Development and Maintenance of Elementary Education and Recognition of the Teaching Profession (FUNDEB, in Portuguese), which encompasses funding for Basic Education as a whole and generates favorable conditions for actions of valorization and regulation of the teaching profession. On the other hand, the Emergency Teacher Certification Programs were legitimized through LDB. Decree N. 2.208/97, which regulated §2 of Article 36 and Articles 39-42 of the LDB, later revoked through Decree N. 5.154/04, which is still altered through Decree N. 8.268/04, evidenced the new strategies conceived to optimize teacher qualification, in the context of a lack of professionals, without, however, reaching the root of those structural contradictions. Many of the Resolution CNE/CP N. 02/15 propositions are

related to Resolution CNE/CEB N. 02/97, which regulates special pedagogical training programs for teachers of curriculum subjects in Primary Education, Secondary Education, and Professional Education.

The Ministry of Education (MEC, in Portuguese) started to play a proactive role in Basic Education teacher training. The Coordination for Higher Education Staff Development (Capes, in Portuguese), a branch of MEC, has a prominent function in this process. This scenario is justified by the creation of several relevant programs of support/incentive to teacher training. For initial training, there were: National Plan for the Training of Basic Education Teachers (Parfor, in Portuguese); Institutional Scholarship for Teaching Initiation Program (Pibid, in Portuguese); and Teaching Degree Consolidation Program (Prodocência, in Portuguese). For continued education and extension, among others, there were: New Talents Program; International Cooperation Program for the Professional Development of Teachers; and Teaching Residency Program at Pedro II School. The Education Observatory Program (Obeduc, in Portuguese) assumed *stricto sensu* training associated to research, also involving undergraduate students and Basic Education teachers. The Program of Support for Interdisciplinary Laboratories in Teacher Training (Life), intersectional to all teaching lines, similarly to the Pro-Equipment Program for Graduate Schools, enabled, for public Higher Education institutions, teacher training with mastery of new languages and technology (BRASIL, Life Management Report 2009/2013, 2013). In addition to other programs published in the 2000s, such as: Professional Development of Literacy Teachers (Pró-Letramento, in Portuguese); Higher Education and Teaching Degree Courses for Indigenous Populations Program (Prolind)<sup>1</sup>.

Analyzing the programs created, we notice coherence between the principles delineated for Basic Education and for teacher training courses, which are better established when the National Curriculum Guidelines for Basic Education Teacher Training are organized in the beginning of the 2000s. The first publications that discuss the institutional policies in undergraduate programs in Brazil also took place in that period. Moreover, these “[...] new guidelines proposed the renovation of curricula used in the second half of the 20th century, with, among other elements, the orientation for the indissociability between theory and practice” (LIMA; BROCHADO, 2017, p. 17982, our

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<sup>1</sup> More recently, we have the Pedagogical Residency Program and Teaching Degree Professor Program.

translation) and, in the case of teacher training courses, the orientation for an expanded partnership with Basic Education.

On this journey of the institutionalization process of teacher training policy, we see some linearity, as well as significant advances in the organization of principles for teaching degree courses that demonstrate a dialogue with Basic Education representatives and organizations in spaces of important curriculum disputes, such as the National Education Council (CNE, in Portuguese). Although in some moments some conservative thoughts remain and the interests of private corporations prevail, intensifying the context of devaluation of teaching degree programs and the teaching profession in Brazil, we have to consider the achievements, such as the inclusion of new subject matters (for example, environmental education, ethnic-racial relations, Brazilian sign language and human rights), which then begin to guide teachers' actions both in Basic Education and in initial and continued education courses for teachers of all knowledge fields.

The publication of Resolution CNE/CP N. 01/02 became, certainly, a second landmark in the constitution process of the teacher training national policy. Its orientations and principles, for example, were largely referenced in Resolution CNE/CP N. 02/15. Finally, all the political-curricular effervescence that marks the dispute debates in this decade up to the publication of the national teacher training policy is seen as an advance. The movement of those discussions and the answers issued by CNE can be measured in the number of rulings, consultations and guidelines published in that period, especially regarding concerns generated by deadlines for compliance with the requirements of Resolution CNE/CP N. 01/02, with the institutionalization of the duration and workload of those courses, specified by Resolution CNE/CP N. 02/02. We highlight the consistence of rulings preceding them, published in 2001 (N. 09/01; N. 27/01; N. 21/01; N. 28/01), and several documents that discuss the postponement of the deadline established by Article 15 of Resolution CNE/CP N. 01/02, mentioned in Ruling CNE/CP N. 04/04, which later became Resolution CNE/CP N. 01/04.

Many requests for consultations and clarifications were issued by universities and their representative entities and were answered by CNE, showing the upkeep of an important institutional dialogue between these contest fields. In this context, we highlight three CNE/CES rulings: N. 197/04: "Consultation, considering Article 11 of Resolution



CNE/CP N. 01/02”; N. 228/04: “Consultation regarding curriculum revision in undergraduate programs”; N. 15/05: “Requirement for clarification of Resolutions CNE/CP N. 01/02 and 02/02”. As specified by Ruling CNE/CES N. 197/04, many concerns focused on organization criteria for the curriculum, as well as the allocation of curricular time/spaces that should be expressed in axes: articulating axis of the different spheres of professional knowledge; articulating axis of interaction and communication; articulating axis between disciplinarity and interdisciplinarity; articulating axis of common training and specific training; articulating axis of knowledge to be taught and the philosophical, educational and pedagogical knowledge that grounds the educational action; and articulating axis of theoretical and practical dimensions. In the same Article 11 there was also a controversial item, reaffirmed by Resolution CNE/CP N. 02/15, i.e., the idea of allocating a fifth of the total workload of teaching degree programs to the pedagogical dimension.

The publication of Resolution CNE/CP N. 01/05, which alters Resolution CNE/CP N. 01/02, outlines the tensions generated by the latter, materializing some impasse between the orientations issued by CNE/MEC and university autonomy. An example of that tension was materialized in the new wording of Article 15 of Resolution CNE/CP N. 01/02, through Resolution CNE/CP N. 02/04:

[...] Higher Education institutions will decide to follow, or not, the National Curriculum Guidelines for Basic Education Teacher Training, for Higher Education, in teaching degree programs, undergraduate courses, for currently enrolled students, still under Minimal Curriculum regime, according to their internal guidelines. (BRASIL, 2005b, our translation).

The tensions didn't end there. In December 2017, the Full Board of CNE was again led to issue a position on the reorganization of the minimum workload of those programs through Ruling CNE/CP N. 09. But in January 2009, through Decree N. 6.755, the National Policy for Professional Training of Basic Education Teachers was instituted, which also regulates Capes's fostering action in programs of initial/continued education, later revoked through Decree N. 8.752/16, which considers Goals 15-16 of PNE (2014-2024). This moment is marked by the constitution of the Articulated Actions Plan (PAR, in Portuguese) by federal government, which composed the Education Development Plan (PDE, in Portuguese), to which all states adhered, as well as the constitution of the

National Plan for Basic Education Teacher Training in the context of MEC, through Normative Ordinance N. 09/09.

PAR proposed policies aimed at three fronts: a) First Teaching Degree, intended for teachers who worked with Basic Education without a degree; b) Second Teaching Degree, intended for those who worked with Basic Education, but not in their specific training area; c) Pedagogical Qualification, intended for graduates from Bachelor's programs who worked with Basic Education without pedagogical qualification that would guarantee effective specific educational actions. A relevant strategy in this process is that the objectives of the national teacher training policy should be achieved through collective action by Permanent State Forums of Support to Teacher Training and MEC's specific programs of support/incentive to initial/continued education. Ordinance N. 883/09 established "National Guidelines for the operation of these Forums, created through Decree N. 6.755/09".

The 2008-2012 period is characterized, again, by the debate surrounding Emergency Programs. Their systematization is strengthened by Ruling CNE/CP N. 98/08, concerning Operational Guidelines for the implementation of the Second Teaching Degree Emergency Program for teachers working with Basic Education, to be coordinated by MEC in collaboration with education systems and carried out by public Higher Education institutions, later becoming Resolution CNE/CP N. 01/09. The approval of these programs instigated doubts from teachers and their representative groups concerning categories present in LDB and PNE, which began to constitute debate calendars in that moment. Proof of that are the three consultations that became CNE/CP Rulings: N. 08/09 about the image of "graduated through training in service"; N. 19/09, about the professional category of the free class teacher and the Professional High School Education teacher; N. 05/10, about the applicability of Article 62 of LDB, concerning teacher qualification.

Another tension is generated concerning the applicability of the Second Teaching Degree Emergency Program for teachers currently working with public Basic Education, which leads to the publication of Resolution CNE/CP N. 03/12, revoking Article 1 of Resolution CNE/CP N. 01/09, to state that this program's offer would be restricted to institutions participating in Parfor with the First Teaching Degree Program. Within the scope of what was considered emergency action, we can include Law N. 12.796/13,



which reinforces the admission of high school training in the Normal modality. The problem, as delineated by Barretto (2015), is the permanent character that these so-called emergency actions assume.

[...] the amendment to LDB (Law N. 12.796/13) continues [...] to reiterate the admission of high school training in the Normal modality (Article 62) as minimum qualification for teaching Early Childhood Education and Elementary School. The Law also adds that federation entities will adopt mechanisms to facilitate the access and permanence in Higher Education teacher training courses to work with public Basic Education (Article 61, §4). The evident conservative bias of that measure isn't manifested only in terms of the very conception of teacher qualification necessary to fulfill the educational needs of the population on every level of the educational system, but also concerning the effort invested by the country to lift teaching to a higher level, in accord with global tendencies. But it also returns to a known pattern in educational policies: legitimizing emergency measures as permanent! (BARRETTO, 2015, p. 693, our translation).

According to Barretto (2015, p. 693, our translation), the aforementioned amendment to LDB would have been caused by the states claiming that they wouldn't be able to comply with the Fiscal Responsibility Law if the minimum salary for all Basic Education teachers was raised according to the Higher Education level, "[...] since the Law [...] established it based on the salary of professionals who had a High School-level qualification".

In 2015, besides the relevance of Resolution CNE/CP N. 01/15, which institutes guidelines for the Qualification of Indigenous Teachers in Higher Education and High School courses, there is a third curricular-historical landmark relevant to the institutionalization process of the teacher training policy with the publication of Resolution CNE/CP N. 02/15. With the implementation deadline twice postponed, once through Resolution CNE/CP N. 01/17, these guidelines represent, without a doubt, one of the last pillars of an almost uninterrupted constitution process of the teacher training policy that has been delineated in a more democratic way since the LDB. Its establishment, in a moment of effervescence of ultraconservative groups, such as MBL (Movimento Brasil Livre) and the Non-Partisan School Movement investing against PNE (2014-2024), can be considered an advancement due to the requirement of subjects such as human rights and diversity (ethnic-racial, sexual, gender, generational and religious) in initial/continued teacher training courses, in addition to its principles, grounded on inclusion, tolerance and

the reduction of multiple dimensions of inequality<sup>2</sup>. We also highlight the legal reinforcements that these guidelines provided to the integration between systems and the partnerships between university/school, research/teaching, theory/practice, and undergraduate/graduate programs.

However, the reduced number of hours required for pedagogical qualification courses for graduates from Bachelor's programs and second teaching degree programs, compared to the workload extension from 2,800 to 3,200 hours in teaching degree programs, in the context of PEC N. 55, the Labor Reform, the Outsourcing Law and other policies carried out to the detriment of workers' rights and the employment of new teachers, generated tensions in public universities. These doubts and concerns of teachers and Higher Education institutions increased due to Circular Letter N. 015/16 issued by the National Association of the Officers of the Federal Higher Education Institutions (ANDIFES, in Portuguese) with the opinion of the former SESu/MEC secretary. This letter intensified educational administrators' doubts during the 28th National Forum of Undergraduate Pro-Rectors (ForGRAD, in Portuguese), in Manaus, between August 31st and September 2nd, in 2016. Simply nodding toward the possibility of "reducing teaching degrees' workload, returning to the previous quantity", without more specific legal action by CNE, while these administrators were pressured by their institutions regarding structural conditions for a quality curriculum reconstruction in teaching degree programs, generated significant apprehension.

Capes Ordinance N. 158/17 was published in this national context, intensified after the mediatic-juridical-parliamentary coup. It increased the concerns of deans of undergraduate programs and studies and other institutions that administrated teacher training due to the slim time frame for its implementation<sup>3</sup>. The information released at the time by MEC that failing to comply with its articles would influence participation in public edicts for the stimulation/support to teacher training, in a period of insecurity due to a delay in the release of Pibid's public edict and the uncertainty concerning the delimitation of the Pedagogical Residency program for teacher training courses from public Higher

<sup>2</sup> See Article 13 of Resolution CNE/CP N. 02/2015.

<sup>3</sup> The deadline for implementation of Capes Ordinance N. 158/2017 was later postponed. In Pibid and Pedagogical Residency public edicts, subsequently published, its requirements weren't enforced by Capes.

Education institutions which were already facing scholarship reduction in other Capes programs, had unique influence.

As for practical orientation, on the other hand, this Ordinance regulates many relevant principles from Resolution CNE/CP N. 02/15 that, to some extent, were present in Resolution CNE/CP N. 01/02 and the LDB itself. Still concerning tensions in curriculum policies, 2017 was also marked by the publication of Law N. 13.415, which instituted the High School Reform through a Provisional Measure (MP N. 746). Lending support and delineating a different trajectory, now one of regression and discontinuity in the actions of partnership between Basic Education and Undergraduate Teaching Degrees, there is, for example, the publication of Ruling CNE/CB N. 03/18, which updates the National Curriculum Guidelines for Secondary Education, observing the changes introduced to the LDB by Law N. 13.415/17, which, in turn, follows the orientation of the latest version of the National Common Curriculum Basis (BNCC, in Portuguese) for High School.

### **3 CONSTITUTION PROCESS OF THE TEACHER TRAINING STATE POLICY IN PARANÁ: PROPOSITIONS, TENSIONS AND RESISTANCE**

We use as a cut-off point the context of Resolution CNE/CP N. 02/15 to reflect about the institutionalization process of the teacher training state policy in Paraná. As a specific fact, we elect the concerns generated by Circular Letter CES/GAB N. 28/15 by SETI/PR for the management of teaching degree programs in deans of undergraduate studies:

Taking into consideration the proposals from the Permanent Forum of Support to Teacher Training of Paraná, in August 2015, an institutional position is required from each university concerning the Teacher Training Policy of State Universities of Paraná, with the objective of collectively constructing preliminary measures for a Teacher Training State Policy. (PARANÁ, 2015, our translation).

Aware of the political tensions in the national context and the curriculum interruptions already exhibited surrounding teacher training actions, in the country and

within the state, articulated at the Progrades<sup>4</sup>, collective, the deans of undergraduate studies released the following statement:

Each state university, through research led by the undergraduate dean, will list what is developed and will be developed in the following dimensions [...]: a) In the initial training of students in teaching degree programs; b) In the continued/permanent education of the teachers; c) In the continued/permanent education of Basic Education or Higher Education teachers in the outside community. It was collectively decided that data from each institution will be systematized/discussed firstly at Progrades [...] Progrades will systematize a collective proposal for 'Preliminary Measures for Teacher Training State Policy' in Paraná. Afterwards, this proposal will be presented by Progrades at the Permanent Forum of Support to Teacher Training of Paraná. (PROGRADES, 2015, our translation)<sup>5</sup>.

The collective opinion of these administrators of undergraduate programs at state universities, especially since the beginning of 2015, through permanent forums, is, undoubtedly, a landmark in the recent historical trajectory for curriculum policies of teacher degree programs in Paraná. In this context, they collectively registered that, before delimiting Preliminary Measures for a teacher training state policy, each Higher Education institution in Paraná would need to discuss and deliberate, in their internal decision instances, their own institutional policy for the initial/continued education of teachers, respecting their specificities, challenges, and political, didactic-administrative and pedagogical autonomy, as well as the requirements in Resolution CNE/CP N. 02/15. Progrades's response was received by SETI. However, the constitution of an institutional policy of initial and continued education of teachers within the context of each Higher Education institution started to be pursued collectively by education administrators, since they shared common demands and challenges, in a significantly unfavorable political and economic context. As a form of resistance, they decided to face the tensions of that curricular-historical context centering those debates at Progrades meetings and at the State Permanent Forum of Support to Teacher Training.

<sup>4</sup> From the 2nd semester of 2014 to the 1st semester of 2018, Progrades was presided by Professor Dr. Miguel Archanjo de Freitas Júnior, at the time, the undergraduate dean at UEPG-Ponta Grossa/PR.

<sup>5</sup> The demands summarized in Circular Letter CES/GAB N. 28/15 were again the subject of discussion in meetings of the Permanent Forum of Support to Teacher Training of Paraná, in early 2017.

In this journey of collective actions favoring teaching degree programs, they referred to CNE with questions regarding the ANDIFES Letter N. 015/16, demonstrating that, in that context, its prerogatives showed “[...] serious pedagogical, administrative and political implications that would directly impact the scientific autonomy of universities” (PROGRADES, 2016a, our translation). In August 2016, their political-pedagogical articulations enabled them to present their concerns regarding Resolution CNE/CP N. 02/15 at a round table at the 28th National Forum of Undergraduate Pro-Rectors (ForGRAD), in Manaus/AM. This collective disposition also allowed faster responses from superior instances regarding their curriculum questions. This was the case with Letter N. 304/17/SE/CNE/CNE-MEC, from May 11th 2017, which returned their solicitations to Councils (CEE/PR and CNE), some favorable to Progrades’s requests, for example, concerning the extension of the deadline for the conclusion of curriculum reorganization in teaching degree programs. However, one of the biggest concerns of administrators of undergraduate courses focused on the fight for the permanence of courses with Basic Admission (ABI, in Portuguese), especially at UEL and UEM, where there were several programs with that option. The same Letter, though, had the following response to that request:

[...] the option of modality must be declared at the application process, since Resolution CNE/CP N. 2/15 states, in Article 13, that initial teacher training for Basic Education, at the Higher Education level, in teaching degree programs, must be organized according to specialized areas, curriculum component, field of knowledge and/or interdisciplinary, preventing the possibility of attending Teaching Degree and Bachelor’s Degree courses at the same time. (Letter n. 304, 11/05/2017, p. 2, our translation).

The debate concerning the quality/identity of teaching degree programs took over the undergraduate administrators’ calendars between 2015 and 2018. A large part of reflections continued to surround the delay in a position from councils (CEE/PR and CNE) about the so-called “articulated courses”, according to Article 11 of Resolution CNE/CP N. 01/15. Doubt remained even after the Letter from May 11th, 2017, since it didn’t revoke that Resolution. There was a contradiction between the optimization of teacher professionalization, enabled by Second Teaching Degree and Pedagogical Qualification of graduates from Bachelor’s programs in non-related fields, and the required increase of 400 hours in the workload of teaching degree courses, magnified by the impossibility of

offering courses with ABI, in the context of a lack of public job offers and serious problems with the dearth of human resources to fulfill the new curriculum components required by Article 13 of Resolution CNE/CP N. 01/15.

These questions prompted the organization of the First State Forum of Teaching Degree Programs of Paraná, which took place on the 25th and 26th of April 2016 at UEL, with more than 450 participants, mostly Higher Education academics, technicians and professors from public and private institutions, Basic Education teachers from state and municipal schools, deans of undergraduate studies, deans of extension, unions, representatives from social movements and from several projects/programs of incentive/support to teacher training (PROGRADES, 2016b).

Starting with the Inaugural Lecture called “Challenges in each IES/PR and common pathways for the implementation/consolidation of Resolution CNE/CP N. 02/15”, taught collectively by deans of undergraduate studies of the seven IEES/PR, all collective actions at the 1st Forum were systematized in order to register common propositions and resistance to the demands of initial/continued education of teachers in the state. In this context, the GT themes represented debate programs of Progrades since 2015: GT-1: “Subjects in the syllabi of obligatory courses and/or creation of new courses?”; GT-2: “Challenges with the workload impact: the need to hire teachers?”; GT-3: “Course extensions? What about night courses?”; GT-4: “The four dimensions of the guidelines: initial training; continued education; second teaching degree; pedagogical qualification for graduates from Bachelor’s programs”; GT-5: “Teaching practice workload and the pedagogical dimension”; GT-6: “Resolution CNE N. 02/15 and credits in extension”; GT-7: “Pibid: new Ordinance and new edict?” (PROGRADES, 2016b, p. 55). An open letter entitled “April 29th: we will not forget!” was one of the products of the final plenary at the Forum, recording the participants’ indignation toward the actions of the state government at the time, carried out against teachers’ rights and lives.

In the roster of demands of the 1st Forum, there was the employment of teachers and interpreters of Brazilian sign language and the maximization of the participation of undergraduate administrators at the Permanent State Forum for Special Education at IEES/PR. Given the fact that all deans of undergraduate studies and permanent forums of teaching degree programs from the seven IES/PR had an active part in the discussions/deliberations of the 1st Forum, enabling joint decisions, these demands were



recorded in a Progrades Letter, addressed to SETI on December 19th 2015 and presented at the State Forum of Support to Teacher Training. This means that the demand for a “collective construction of Preliminary Measures for Teacher Training State Policy”, issued by SETI to Progrades through the Circular Letter CES/GAB N. 28/15, was largely answered by the results from the discussions that arose from the GTs, the Inaugural Lecture, the round tables and the plenaries that took place during the “First State Forum of Teaching Degree Programs of Paraná”.

After April 2016, the collective Progrades actions continued on behalf of the quality of curriculum revisions and of policies intended for initial/continued education of teachers. A significant part of those was recorded in four scientific articles, organized by the undergraduate administrators – two of them in 2017, in the Annals of the “13th National Education Congress – EDUCERE”: “Public policies in undergraduate programs in the perspective of democratic management: the Progrades lessons” (LIMA et al., 2017); and “Indissociability between theory and practice: contemporary curriculum challenges for teaching degree programs” (LIMA; BROCHADO, 2017); other two articles were published in 2018, in the Annals of the “2nd Education and Innovation Symposium and 3rd Seminar on Curriculum and Innovation”: “Curriculum innovations and challenges in the management of teaching degree programs: some results of collective labor and Progrades” (LIMA; BROCHADO; FREITAS JÚNIOR, 2018); and “Challenges for the collective management of Higher Education at IEES/PR: in the defense of the democratization of curriculum policies in teaching degree programs” (MANCHOPE; LIMA; OBARA, 2018). Therefore, the practical orientations in Capes Ordinance N. 158/17, with which the seven IES/PR are gradually complying, in a way, did not constitute news for undergraduate program administrators, since the Progrades Letter from December 15th, 2015, as a response to Circular Letter CES/GAB-SETI N. 28/15, and the propositions by the First State Forum of Teaching Degree Programs of Paraná (2016) already had as a theme the demands in Article 1 of the aforementioned Ordinance:

In order to participate in encouragement programs by [...] DEB, the IES must: I. Specify in the [...] PDI and [...] PPI, references about: a) the commitment to initial and continued education of teachers for Basic Education, in accord with the CNE Resolutions that discuss teacher training for Basic Education; b) the integration with Basic Education; and c) the articulation between teaching degree programs, research and extension. II. Presenting an institutional teacher training policy for Basic

Education in accord with the IES PPI; III. Instituting an organizational instance connected to the dean of undergraduate studies or equivalent body, with the purpose of integrating the Basic Education teacher training policy and the IES, which should be composed of: a) a collective consisting of representatives from Basic Education institutions, from teacher training programs, from the different fields of teaching degree programs, from extension and graduate programs that work with Basic Education teacher training, accepting other representatives, aiming to promote the articulation between teaching degree courses, programs and projects, the application of resources and scholarship grants with the regulation of funding agencies; b) administrative infrastructure to support the implementation of the collective's decisions and activities of management and execution of resources and scholarships. (BRASIL, 2017b, p. 1, our translation).

We can highlight that the requirements of Ordinance N. 158/17 weren't demanded by the Capes Public Edicts published subsequently (for example, Pedagogical Residency and Pibid), but enabled an important movement of maximization of debates regarding institutional teacher training policies at IEES/PR and the partnerships developed with Basic Education. This can be noticed through published resolutions, ordinances and text insertions in the universities' PPIs-PDI.

Concerning the requirement in Capes Ordinance 158/17 of "Instituting an organizational instance connected to the dean of undergraduate studies or equivalent body, with the purpose of integrating the Basic Education teacher training policy and the IES" (Article 1, III), we can mention, as examples, some significant initiatives in 2017 and 2018: the creation of the Administrative Collective of the Institutional Teacher Initial and Continued Education Policy (COGEPP, in Portuguese) at State University of Londrina (Resolution CEPE/CA N. 070/18); partial alteration of the regulation of the Teacher Training and Teaching Practice Center (NUFOPE, in Portuguese) at UNIOESTE (Resolution COU N. 152/17); the constitution of the Institutional Policy of the State University of Maringá (UEM) for the Initial and Continued Education of Basic Education Teachers (Resolution COU N. 001/18) and the approval of the Regulation of the State University of Maringá Administrative Committee for the Initial and Continued Education of Basic Education Teachers (Resolution COU N. 002/18); the establishment of the Institutional Policy for Basic Education Teacher Training at UENP (Resolution CEPE N. 008/17); updating process of the Permanent Commission of Teaching Degree Programs (COPELIC, in Portuguese), at UEPG.

#### **4 FINAL CONSIDERATIONS**

It can be considered that the different attempts to consolidate national and state teacher training policies, with the case of Paraná represented here, are still in effect, however, in the national context, we notice curriculum disruptions delineated in the same historical moment in which some important structures of large part of the policies and the support/incentive programs to initial and continued education of teachers in Brazil are disassembled. This is noticeable in the delay of publication of new Capes Public Edicts, the reduction of scholarships for teaching degree program students and the continuous decrease of funding for these directories. We cannot forget to mention the valorization of institutional actions (both federal and in states) devoted to expand the public/private partnerships, distance education activities and emergency teacher training programs, knowing that the latter were already designed as challenges to be overcome since the moment they gradually lost the “emergency” characteristics and assumed “permanence” characteristics.

It is observable, likewise, that curriculum policies for teaching degree programs no longer have a direct dialogue with Basic Education curriculum policies. As an example, there is the distancing between the principles and orientations of Resolution CNE/CP N. 02/15 and Law N. 13.415/17, which can be intensified when Ruling CNE/CEB N. 03/18 becomes a Resolution. These curriculum policy disjunctions hinder the integration actions between systems and the partnerships that had been increasing. The very orientations in Capes Ordinance N. 158/17, which haven't yet been completely experienced at IEES/PR, are impacted by these contradictions that have expanded even more after prominent regressions in current educational policies, especially redesigned after the presidential election of October 2018.

In this context of retreat, rupture and insecurity regarding the consolidation process of institutional teacher training policies, collective and cooperative management actions make even more sense, such as the work done by Progrades, other permanent forums and the State Forum of Teaching Degree Programs. In addition to fostering the exchange of teaching expertise, political-pedagogical inter-institutional discussions, didactic-administrative interaction toward the improvement in the quality of undergraduate public policies, we notice collective actions, such as the “1st State Forum”, as a space to

collectively resignify curriculum conceptions, understanding it as “a relatively autonomous space, a microcosm with its own laws” (BOURDIEU, 2004, p. 20, our translation), where multiple relationships are established between several elements that influence interpretations and the relational analysis of policies and collective decision making. After all, as stated by Bourdieu (2004, p. 21, our translation), when discussing the intellectual field, “one can never escape the impositions of the macrocosm, but assume, relative to it, a partial autonomy, more or less significant”.

Recalling that, quoting Freitas, Barretto (2015, p. 693) says that:

[...] it is precisely teachers with least access to social and cultural assets who is still offered the most precarious qualification – whether through the public or private sector –, it is them who are still assigned the education of children from low income families, subjected to the same restrictive contingencies.

Therefore, the role of curriculum policies management in public university teaching degree programs carries an even broader sociopolitical, ethical and cultural commitment.

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