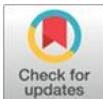


# Teacher training: epistemological conceptions and international influence on the State Education Plan of Santa Catarina.



**Morgana Bada Caldas**<sup>i</sup>  
 Universidade do Planalto Catarinense, Lages, SC, Brazil

**Naiara Gracia Tibola**<sup>ii</sup>  
 Universidade do Planalto Catarinense, Lages, SC, Brazil

## Abstract

The objective of the research was to understand the epistemological conceptions of teacher training expressed in the Santa Catarina State Education Plan and to reflect on the respective goals and strategies in the context of its implementation and from the perspective of international organizations. Regarding the methodological aspects, the qualitative approach and content analysis techniques of Bardin (2016) were used to categorize the epistemological conceptions of teacher training adopted in the aforementioned plan. Regarding the results, it was identified that: a) the Santa Catarina State Education Plan adopts the epistemology of practice as a theoretical conception that underpins teacher training; b) teacher training is influenced by national policy and international recommendations, especially the 2030 Agenda; c) no significant strategies for financing teacher training were identified and the achievement of the goals appears to be far from the objectives initially established for the decade 2015-2024.

## Keywords

teacher training; public policies in education; international relations.

## **Formação de professores: as concepções epistemológicas e a influência internacional no Plano Estadual de Educação de Santa Catarina**

## Resumo

O objetivo desta pesquisa foi compreender as concepções epistemológicas de formação de professores expressas no Plano Estadual de Educação de Santa Catarina e refletir sobre as respectivas metas e estratégias no contexto de sua implementação e sob a perspectiva das organizações internacionais. Quanto aos aspectos metodológicos, utilizaram-se a abordagem qualitativa e as técnicas de análise de conteúdo de Bardin (2016) para categorizar as concepções epistemológicas de formação docente adotadas no referido plano. Quanto aos resultados, identificou-se que: a) o Plano Estadual de Educação de Santa Catarina adota a epistemologia da prática como concepção teórica que fundamenta a formação de professores; b) a formação de professores é influenciada pela política nacional e pelas recomendações internacionais, em especial a Agenda 2030; c) não foram identificadas estratégias significativas para o financiamento da formação docente e o alcance das metas mostra-se distante dos objetivos inicialmente estabelecidos para o decênio 2015-2024.

## Palavras-chave

formação de professores; políticas públicas em educação; relações internacionais.

**Formación docente: concepciones epistemológicas e influencia internacional en el  
 Plan Estatal de Educación de Santa Catarina**

**Resumen**

El objetivo de la investigación fue comprender las concepciones epistemológicas de la formación docente expresadas en el Plan Estatal de Educación de Santa Catarina y reflexionar sobre las respectivas metas y estrategias en el contexto de su implementación y desde la perspectiva de organismos internacionales. En cuanto a los aspectos metodológicos, se utilizaron el enfoque cualitativo y las técnicas de análisis de contenido de Bardin (2016) para categorizar las concepciones epistemológicas de la formación docente adoptadas en el mencionado plan. Respecto a los resultados, se identificó que: a) el Plan Estatal de Educación de Santa Catarina adopta la epistemología de la práctica como concepción teórica que fundamenta la formación docente; b) la formación docente está influenciada por las políticas nacionales y las recomendaciones internacionales, especialmente la Agenda 2030; c) no se identificaron estrategias significativas para el financiamiento de la formación docente y el logro de las metas parece estar lejos de los objetivos inicialmente establecidos para el decenio 2015-2024.

**Palabras clave**

formación de profesores; políticas públicas en educación; relaciones internacionales.

**1 Introduction**

Since the 1990s, Brazilian education has been influenced by international recommendations and strategies aimed at strengthening the country's economic sector. Investment in education, as a mechanism for attacking poverty, supported World Bank loans to emerging countries and enabled educational reforms in line with international guidelines, in a movement related to technical progress to which education should convert its efforts.

Evangelista and Shiroma (2006) state that, in the early 1990s, the Economic Commission for Latin America and the Caribbean (ECLAC), of the United Nations (UN), proposed the articulation between productive transformation, equity and knowledge as urgent reforms for this region, which would need to adapt to the models proposed by international agencies to compete in the globalized market. Adhering to the appeals of capital, Brazil began to incorporate the empiricist character of education into official documents, turning to obtaining educational indices strictly controlled by government evaluation systems.

This movement reached the training of teachers and was evidenced by the identity established between the objectives of the World Bank and those contained in the Law of Guidelines and Bases of National Education (LDBEN) of 1996. Moraes and Torriglia

(2003, p. 55) assert that the epistemological scope of the teaching profession was then conceived for the “[...] development of skills to ‘use, do and interact’, as recommended by the ECLAC/Unesco document (1992)”. In the same sense, Albino, Rodrigues and Dutra-Pereira (2024) list some factors that contributed to the establishment of teacher education in Brazil in the last ten years, under the aegis of neopragmatism, such as the reforms initiated in the 1990s, the capture of state organization by privatizing interests and the effects of globalization.

Between May 19 and 22, 2015, in Incheon, South Korea, UNESCO, together with the United Nations Children's Fund (UNICEF), the World Bank, the United Nations Fund for Population Activities (UNFPA), the United Nations Development Programme (UNDP), UN Women and the United Nations High Commission for Refugees (UNHCR), organized the 2015 World Education Forum. More than 1,600 participants from 160 countries adopted the Incheon Declaration for Education 2030, which established a collective commitment to education for the next 15 years (Unesco, 2016).

A few months later, the 70th United Nations General Assembly would take place, in September 2015, when a new proposal for a guiding document for the construction of public policies for Sustainable Development was adopted. This document would be consolidated in the form of an agenda and would be composed of 17 objectives to be implemented between 2015 and 2030 by the 193 UN Member States. Among them, the Sustainable Development Goal (SDG) 4 is mentioned, which aims to “[...] ensure inclusive and equitable education and quality, and promote lifelong learning opportunities for all” (UN, 2015, p. 23). The 2030 Agenda, as the document described above became known, became a guiding instrument for the implementation of the Brazilian National Education Plan (PNE), which concentrates a great effort to achieve the recommendations of this global education agenda.

The current PNE was approved by Law No. 13,005, of June 25, 2014 (Brasil, 2014), effective for ten years from the respective publication, which was extended by Law No. 14,934, of July 25, 2024, until December 31, 2025 (Brasil, 2024). The PNE consists of 20 goals, 254 strategies and 10 guidelines, which include Basic Education, Higher Education and Graduate Studies (Brasil, 2014). After the approval of the PNE, the states and municipalities had a period of one year to prepare or reformulate their plans, in line and in collaboration with the national one, considering that the sum of the goals and

strategies of the municipal plans must be sufficient to achieve the goals of the state plans, which, in turn, must enable the achievement of national goals.

Thus, on December 14, 2015, Law No. 16,794 was approved, which instituted the State Education Plan of Santa Catarina (PEE/SC), composed of 19 goals and 312 strategies, articulated with the PNE (Santa Catarina, 2015). The PEE/SC also had its term changed, as originally its goals should have been achieved in the course of the decade from 2015 to 2024, but, with the advent of Law No. 18,755, of November 29, 2023, the original wording of the PEE/SC was changed, determining that its goals be met in the decade between 2016 and 2025 (Santa Catarina, 2023).

Although history demonstrates the influence of capital on a movement to standardize education, it is undeniable that there is a global concern with teacher training, as extracted from Target 4.c, the means of implementing Target 4.7 of SDG 4, as established:

By 2030, substantially increase the number of qualified teachers, including through international cooperation for teacher training, in developing countries, especially the least developed countries and small island developing States (Unesco, 2016, p. 53).

The PEE/SC expresses proposals regarding teacher training in goals 15 and 16, which provide, respectively, on: 1) the guarantee, in collaboration between the Union, the state and the municipalities, of a state policy of initial and in-service teacher training, with a view to valuing education professionals, ensuring that all basic education teachers and their modalities have specific higher education, obtained in a degree course in the area of knowledge in which they work, as well as the *opportunity* for the government to periodically participate in in-service teacher training courses; and 2) the training of at least 75% of basic education teachers at the graduate level until the last year of the plan's validity, as well as the guarantee to all basic education professionals of in-service teacher training in their area of activity, considering the needs, demands and contextualization of education systems (Santa Catarina, 2015).

In this context, the guiding problem of the research was elaborated, namely: was the PEE/SC influenced by the international perspective in the adoption of epistemological conceptions of goals and strategies related to teacher education? From this question, the general objective of this research was outlined: to understand the epistemological conceptions of teacher education expressed in the PEE/SC and to reflect on the

respective goals and strategies in the context of its implementation and on the perspective of international organizations. To this end, we outlined two specific objectives: a) to identify the epistemological conceptions of teacher education adopted in the PEE/SC, based on goals 15 and 16 and their respective strategies; and b) to analyze the data from the PEE/SC Monitoring Panel, considering the national experience and the perspective of international organizations.

It is important to highlight that, if once there was a collaborative effort between the Brazilian federated entities for the construction of education plans and the elaboration of systems for the monitoring of their actions, with the end of the decade of its validity, the moment is to intensify the analysis of the results in dialogicity with the global perspective established by international organizations. We also inform that this article is the result of postdoctoral research developed by the first author, under the supervision of the second author, whose results will be presented in the following sections.

## 2 Methodology

In order to comply with the legislation in force annually, the State Department of Education of Santa Catarina (SED/SC) publishes a monitoring and evaluation report as a result of the continuous process, which is part of the strategic planning of SED/SC and the programs, projects and action plans developed, which allow the analysis of advances, setbacks and challenges for the realization of its goals. Thus, the documentary analysis of PEE/SC, in the light of the selected theoretical framework and together with the observation of data from the PEE/SC Monitoring Panel, proved to be adequate to achieve the research objectives.

From a qualitative approach, the research employed the content analysis of Bardin (2016), through the categorical technique, with the objective of understanding the epistemological conceptions of teacher education exposed in goals 15 and 16 of the PEE/SC, extending later to the interpretation of the manifestations related to teacher education in the other strategies of the PEE/SC.

The registration unit is, according to Bardin (2016), the unit of meaning to be encoded, which must be verified in accordance with the context unit in which it is inserted. This time, the registration units related to teacher education were grouped according to their meaning within the respective context unit. We note that goal 15 of the PEE/SC is

intended to guarantee, in collaboration between the federated entities, within one year of the beginning of the Plan, a state policy of initial and continuous training that ensures the appreciation of the teacher through specific higher education, obtained in a degree course in the area of knowledge in which they operate, and of *opportunity* by the government of periodic participation in in-service teacher training courses. Goal 16, in turn, aims to train 75% of basic education teachers at the postgraduate level until the last year of the PEE/SC and to guarantee all basic education professionals continuous training in their area of expertise, considering the needs, demands and contextualization of education systems.

Considering the registration units interpreted in their context and identified in the strategies of goals 15 and 16 of PEE/SC, the categories of analysis about teacher training were elaborated, namely: a) offer of initial and continuing teacher training; b) teacher training determined by the area of activity; and c) financing of teacher training.

The theoretical framework demonstrated the existence of two main epistemological conceptions of teacher education: the epistemology of practice and the epistemology of praxis. Thus, considering the meanings exposed in the categorized material, it was possible to identify the predominant epistemological conception of teacher education in the PEE/SC. Subsequently, it was also pertinent to analyze the data contained in the PEE/SC Monitoring Panel (Santa Catarina, 2024) regarding the fulfillment of goals 15 and 16, reflecting, then, on the respective findings.

The documentary analysis of the PEE/SC made it possible to identify categories that denote the global complexity of the epistemological phenomenon that guides teacher education, going beyond the local context to enable reflections on the influence of the international panorama.

### 3 Results and Discussion

The theoretical foundation that supported the interpretation of the analyzed data situates the existence of two main epistemological conceptions of teacher education. The first refers to a conception of teacher education from an objective and technical perspective. This conception is coated with the utilitarian sense and opposes the theory, understood as of less relevance.

Shiroma (2003) asserts that the 90s of the 20th century were marked by educational reforms that reconfigured the concept of professionalization of the teacher towards the abandonment of the public nature of the teaching profession to serve only the development of the skills necessary for the specialist and to the detriment of knowledge. According to Nóvoa (2017, p. 1,110), this movement favored the proletarianization of teachers' work, quickly making them obsolete, as they are considered "[...] bearers of a technical, applied, 'practical' view of teaching work, emptying its social, cultural and political dimensions".

Chauí (2003) criticizes the epistemology of practice because he understands that it is inserted in the logic of the capitalist mode of production, removing the subject from the understanding of reality, leading him exclusively to the solution of practical problems. In the author's view, theory is abandoned, with information prevailing over knowledge. In the same sense, the research undertaken by Martini and Hobold (2024) highlights that teacher education in Brazil is, conceptually and ideologically, linked to the pedagogy of skills and competencies. When studying the Teaching Profession Movement, these authors show a discursive strategy that aims to erase the teacher's performance as an intellectual and political act, with the objective of producing subjectivities adjusted to the neoliberal mentality.

Opposing the epistemological conception of practice, of an objective and technical character, is the epistemology of praxis, with an interpretative and critical bias. The epistemology of praxis conceives theory and practice as inseparable experiences, thus adopting an emancipatory perspective. This conception of formation adopts a more humanistic perspective, perceiving the individual from the reality in which he is inserted – his context. This leads him to reflect on his training needs, beliefs and values and consequently to understand what his pedagogical skills are and should be (Wagner; Cunha, 2019).

For Magalhães and Souza (2018), the epistemology of praxis has a mediating character and requires that the initial and in-service teacher training of teachers articulate theory and practice, providing an understanding of the theoretical value of practice and the practical value of theory, highlighting the importance of the theory-practice unit. According to Chauí (2003), training should be based on this epistemological bias. According to her, there is only a work of thought when the apprehended demands from us the work of

interrogation, reflection and criticism, leading us to raise to the plane of the concept what was experienced as a problem.

On this occasion, in which the epistemological conceptions of teacher education can be distinctly termed by scholars, the identification of meanings leads us to understand that the foundations that constitute them are based on practice or praxis, meaning in the objective and technicist or interpretative and critical perspective, respectively. The latter, however, leads teachers to be subjects of their training process, allowing them to participate in a shared and emancipatory pedagogical elaboration.

### **3.1 The epistemological conceptions of teacher education in PEE/SC**

Considering the context units, the strategies of goals 15 and 16 of PEE/SC were categorized as follows: a) Offering of initial and in-service teacher training programs for teachers; b) teacher training determined by the area of activity; and c) financing of teacher training.

The first category of analysis, offering initial and continuing teacher education, was identified in strategies 15.1, 15.2, 15.4, 15.5, 15.8, 15.9, 15.12, 15.13, 15.14, 15.17, 15.18, 15.19, 15.20, 16.2 and 16.7 of PEE/SC.

In goal 15, related to the guarantee of a state policy of initial and in-service teacher training that ensures higher education for specific teachers in the area of their performance and the *opportunity* to carry out periodic in-service teacher training, many strategies are centralized in the offer of these training, whether creating, ensuring or promoting initiatives in this regard, such as: offering initial training through cooperation between public and community institutions of higher education (15.1); expanding the offer of initiation programs to teaching (15.2); organizing demand/offer of teacher training through a specific electronic platform to be established and consolidated (15.4); develop undergraduate courses for professionals working in schools aimed at historically excluded strata (rural schools, indigenous communities, quilombolas, special education, among others) (15.5); develop training programs with an offer aimed at public network teachers not qualified in their area of expertise (15.8); ensure continued training in service to all basic education professionals (15.9); promote teacher training programs for vocational education (15.12); create training programs on diversity, environmental education and special education (15.13); ensure specific in-service teacher training for the use of technologies and

multimedia content in the educational process (15.14); institute teacher training programs for those working in full-time schools (15.17); establish partnership programs with higher education institutions to offer in-service teacher training (15.18); prioritize training and in-service teacher training programs with the institution of pedagogical residence (15.19); and offer vacancies in scholarship programs for the training of teachers and professionals in basic education (15.20).

In goal 16, regarding the training of basic education teachers at the postgraduate level and the guarantee of in-service teacher training for all basic education professionals in its area of activity, the state of Santa Catarina was concerned with offering these training courses: promoting the offer of postgraduate courses by public and community institutions of higher education, in an organic way and articulated with the training policies of the state and municipalities (16.2); and guaranteeing training programs for teachers and professionals in basic education and their modalities, the offer of vacancies in postgraduate courses – *lato* and *stricto sensu* –, vacancies, access and conditions of permanence in public and community Higher Education Institutions (HEIs) (16.7).

It was also seen that the offer of initial and in-service teacher training to teachers in the state of Santa Catarina is strictly linked to the teachers' area of activity, in an evident commitment to teacher diploma and certification, without, however, addressing elements related to reflection on practices, the improvement of teaching-learning processes and integral teacher and/or student education.

The second category of analysis, teacher training determined by the area of activity, was identified in strategies 15.1, 15.2, 15.4, 15.5, 15.7, 15.8, 15.9, 15.12, 15.17, 15.18, 16.2 and 16.6. Such strategies contain determinant records of teacher training in relation to the area of activity of teachers, namely: promotion of joint actions with federated entities to organize the offer of initial training courses based on the diagnosis of the training needs of education professionals (15.1); expansion of the offer of teaching initiation programs to students enrolled in undergraduate courses in proportion to the need by area of knowledge (15.2); organization of the search/offer of teacher training through a platform specific electronics to be instituted and consolidated (15.4); creation of undergraduate courses for professionals working in schools aimed at serving the historically excluded strata (15.5); valorization of teaching practices and internships in high school and higher education courses, aiming at the systematic work of articulation

between academic training and the demands of basic education (15.7); development of higher education programs for teachers not qualified in the area of their performance and in effective exercise in public education networks (15.8); guarantee to all basic education professionals of in-service teacher training in their area of expertise, considering the needs, urgencies and contextualizations of the respective education systems (15.9); promotion of teacher training programs aimed at the didactic-pedagogical complementation for teachers who work in the professional education of the public network and do not have qualification for teaching (15.12); creation of teacher training programs to work in full-time schools (15.17); establishment of partnership programs with HEIs to offer in-service teacher training in the municipalities to meet the local and regional needs of the public network (15.18); elaboration of strategic planning for the dimensioning of the demand for training in postgraduate courses (16.2); and, finally, consolidation and guarantee of public policies that effectively meet the specific post-graduate requests, in a *broad and stricto sensu* sense, of teachers who teach in field, indigenous and quilombola schools (16.6).

The relevance of the adequacy of teacher education to its area of activity is not neglected, however, it is restricted to the perspective adopted in the PEE/SC at this point. Goals and strategies related to teacher education through the utilitarian route, strictly designed to meet the training demands defined by the area of activity, are consistent with the epistemological perspective of objectivist practice. The goal establishes the percentage of initial teacher education based on the needs identified in the federative unit, however the strategies do not denote concern with the adoption of innovative models of teacher education, nor commitment to the future of the teaching profession.

The offer of initial and continuing teacher education is established exclusively by the demand from the teacher's area of activity, without further digressions about the constitution of a new place of training, in which the knowledge and experiences of basic education teachers are valued.

With regard to the third category of analysis, financing of teacher training, it was possible to identify it in the following strategies of PEE/SC: 15.3, 15.15, 15.19, 15.20 and 16.5, with the following propositions: support for access to student financing for students enrolled in undergraduate courses with a positive evaluation by the National Higher Education Evaluation System (Sinaes), including the amortization of the outstanding

balance for effective teaching in the public basic education network (15.3); creation of the possibility of participating in a scholarship program for language teachers from public schools of basic education to carry out immersion and improvement investigations in countries with the native languages they teach (15.15); prioritization, under a cooperation regime between the Union, state and municipalities, of a training and in-service teacher training program in High School and Elementary School with the institution of pedagogical residence, establishing scholarship programs for teachers in training (bachelor's degree) (15.19); prioritization of training programs for teachers and professionals in basic education, instituting scholarship programs that provide obtaining a second degree (15.20); and expanding and guaranteeing the offer of full postgraduate scholarships for teachers and other basic education professionals (16.5).

It was found that the strategies of goals 15 and 16 highlight the cooperation regime between the Union, the state and the municipalities in joint actions to promote the goals, as well as the purpose of collaboration with public and community institutions of Higher Education to offer initial and continuing teacher education. It is clear, however, the absence of significant promotion strategies for teacher training in the state. This does not mean that the state of Santa Catarina does not have programs that allocate resources to teacher training, but PEE/SC, as a public policy that goes beyond governments, should establish clear guidelines on the commitment of these resources.

In order to give even greater scientific rigor to the research, the registration units related to teacher education in other goals and strategies of PEE/SC were identified, seeking the corresponding meanings, so that the analysis of goals 15 and 16 would not be decontextualized from the perspective of teacher education adopted in the entirety of this public policy.

The analysis category offering initial and continuing teacher education was then identified in strategies 1.18, 4.17 and 13.6. Strategy 1.18, established in the context of the universalization of Early Childhood Education (goal 1), aims to promote the initial and in-service teacher training of Early Childhood Education professionals, ensuring the care of professionals with higher education, thus restricting its objective. Goal 4, which seeks to universalize, for the special education public, access to basic education and specialized educational service, includes strategy 4.17, which aims to establish partnerships with specialized institutions to expand the offer of in-service teacher training to serve this

public. Goal 13, which provides for the articulation with the Union of raising the quality of Higher Education and expanding the proportion of masters and doctors of the effective teaching staff, brings strategy 13.6 with a broad and unclear approach to the training model, only with the commitment to promote, in an articulated way with the Union, the in-service teacher training of teachers.

Teacher training determined by the area of activity appears in strategies 1.18, 4.4, 4.21, 5.1, 5.7, 9.6 and 12.3. In these, the proposal is also governed by the determinism of the area of activity, and it is possible to highlight: the expansion of specific care to rural populations, quilombolas, indigenous peoples, nomadic peoples and traditional communities (2.8); the promotion of continuing teacher training, especially for specialized educational care (4.4 and 4.21); the guarantee, promotion and encouragement of in-service teacher training for literacy teachers (5.1 and 5.7); the promotion of continuing teacher training specific to the care of people deprived of liberty in penal establishments (9.6); the encouragement of continuing and digital technological training of teachers who work in youth and adult education (10.8); and, finally, the mapping of demand and promotion of the provision of public and free Higher Education primarily for the training of teachers to meet the deficit of professionals in all modalities and areas of knowledge of basic education (12.3).

It was found that the initial and continuous training of teachers is also addressed in the other PEE/SC goals from the specific perspective of demands, inspiring the abandonment of the fundamental nucleus of training and the internal transformation of what passes from a supposed knowledge to knowledge itself (Chauí, 2003). It seems to us that the PEE/SC places training with the character of training, meeting the emerging social demands in a utilitarian perspective specific to the epistemology of practice.

Still regarding the third category of analysis, financing of teacher training, in strategies 3.1, 7.5 and 19.17, we have the following form: institutionalize the state policy and program for High School articulated to national programs, with guarantee of financial resources to encourage various practices, including in-service teacher training in the service of teachers (3.1); formalize and execute strategies of technical and financial support aimed, among other issues, at teacher training (7.5); and ensure the application of financial resources that should be destined to improve the quality and gratuitousness of teaching in the training and valorization of teaching (19.17).

From this perspective, even when an analysis is undertaken in addition to that set out in goals 15 and 16, aimed at initial, continuing and postgraduate teacher training, the scarcity of strategies related to the financing of teacher training and the lack of objective of expanding resources for this purpose are denoted. In this sense, it is important to claim, based on Chauí (2003), that education is not taken from the perspective of public spending, but as a social and political investment, which is only possible if it is considered as a right, and not as a privilege or a service.

**3.2 The experience of teacher training in Santa Catarina in the 2015-2024 decade: the national context and the perspective of international organizations**

Considering that the ten-year term of the PEE/SC had a final milestone originally designated for the year 2024, it is pertinent to analyze the data contained in the PEE/SC Monitoring Panel (Santa Catarina, 2024) from the analysis categories of goals 15 and 16, namely: offer of initial and continuing teacher training, teacher training determined by the area of activity and financing of teacher training, reflecting, then, on the respective findings in the light of the referenced theoretical foundation. In addition, as the indicators that make up the monitoring of the PNE and PEE/SC converge to the global perspective of teacher education, especially exposed in the 2030 Agenda, it is possible to observe the coherence between the indicators adopted, at the state and national levels, with those related to the goals of the United Nations and Brazil in the sphere of Target 4.c, means of implementing Target 4.7, of SDG 4. To corroborate the statement, we invoke the combination that the Institute of Applied Economic Research (IPEA) makes at this point in relation to the goals of the UN and Brazil for SDG 4, with the definition of the respective indicators, which converge to the perspective adopted in the formulation of the monitoring indicators of the state and national education plans:

Target 4.c

United Nations

By 2030, substantially increase the pool of qualified teachers, including through international cooperation for teacher training, in developing countries, especially least developed countries and small island developing states.

Brazil

By 2030, ensure that all basic education teachers have specific training in the area of knowledge in which they work, promoting the provision of in-service teacher training, in collaboration between the Union, states and municipalities, including through international cooperation.

#### Indicators

4.c.1 – Proportion of teachers (a) in preschool; (b) in the early years of elementary school; (c) in the final years of elementary school; and (d) in high school, who have received at least the minimum training (for example: pedagogical training), before or during the exercise of the profession, required to teach at a certain level of education in a given country (IPEA, 2019).

We emphasize, however, that it is necessary to be very cautious in the transfer of public policies, since the same indicators are not always directly applicable in countries with cultural, historical and structural differences. In this sense, Pedró Garcia (2023) warns that successful policies in one context can fail in another if they are not adapted. The author argues that it is essential to adjust international evidence to local realities. In the case of Brazil, a country with continental dimensions, regional realities differ and the reproduction of education plans in the various states and municipalities that compose it can be an impediment to the achievement of the established goals and their execution.

The Monitoring Panel of the PEE/SC goals has as references the Report of the 5th cycle of monitoring of the PNE goals, the PNE Monitoring Panel and the Basic Education Development Index (IDEB), prepared and published by the National Institute of Educational Studies and Research Anísio Teixeira (Inep) and the Georeferenced Information System (Santa Catarina, 2024).

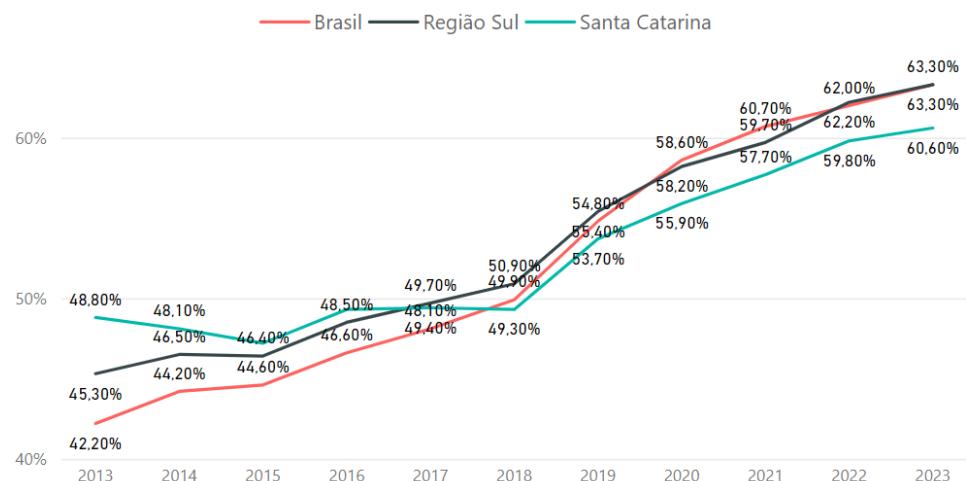
To monitor goal 15, specific initial higher education, obtained in a degree course in the area of knowledge in which they work, INEP established four indicators, namely: 1) percentage of teaching taught by teachers with higher education appropriate to the area of knowledge they teach Early Childhood Education (15A); 2) percentage of teaching taught by teachers with higher education appropriate to the area of knowledge they teach Early Years – Elementary School (15B); 3) percentage of teaching taught by teachers with higher education appropriate to the area of knowledge they teach Final Years – Elementary School (15c); and 4) percentage of teaching taught by teachers with higher education appropriate to the area of knowledge they teach High School (15d).

In this section, we present the graphs prepared by INEP based on data from the Indicator of Adequacy of Teacher Education (2013-2023), available on the *site* of the Monitoring of the PEE of Santa Catarina (Santa Catarina, 2024).

The data show that, until 2023, the state of Santa Catarina reached, in Early Childhood Education, only 60.60% of teachers with higher education adequate to the area of knowledge they teach, as Brazil and the southern region of the country reached the

same percentage, 63.30%, see Graph 1, which shows the evolution of performance in the indicator over the decade.

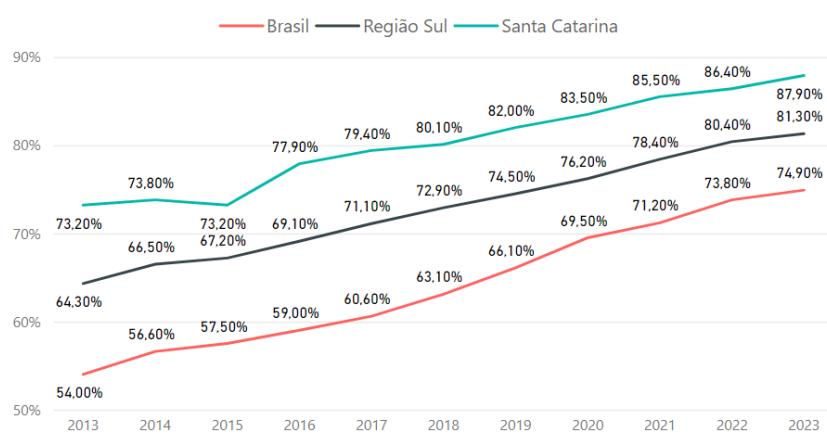
**Graph 1** – Percentage of professorships taught by teachers with higher education appropriate to the area of knowledge they teach Early Childhood Education



Source: Monitoring of the PEE of Santa Catarina (Santa Catarina, 2024).

In the Early Years of Elementary School, this number increases significantly and Santa Catarina has 87.90% of teachers with specific training, while the South region reaches 81.30% and Brazil, 74.90%, as shown in Graph 2 below.

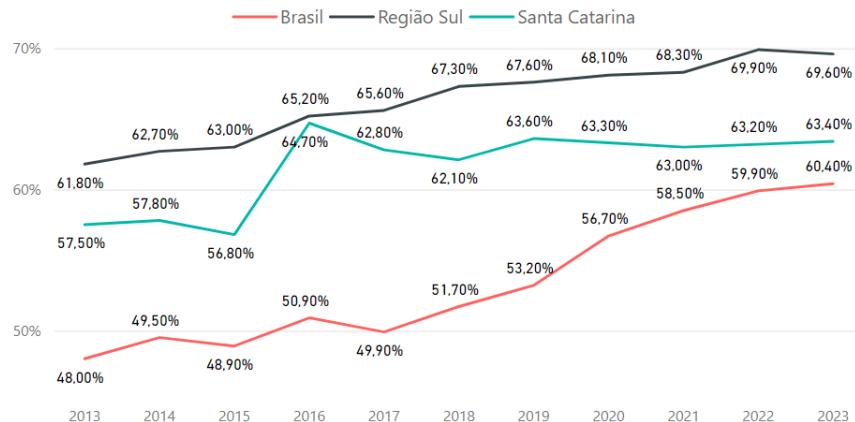
**Graph 2** – Percentage of professorships taught by teachers with higher education appropriate to the area of knowledge they teach in the Early Years – Elementary School



Source: Monitoring of the PEE of Santa Catarina (Santa Catarina, 2024).

For the Final Years of Elementary School, the performance of the indicator falls and Santa Catarina reaches only 63.40% of teachers with adequate higher education, as the southern region of Brazil reaches 69.60% and the country reaches 60.40% in 2023 (Graph 3).

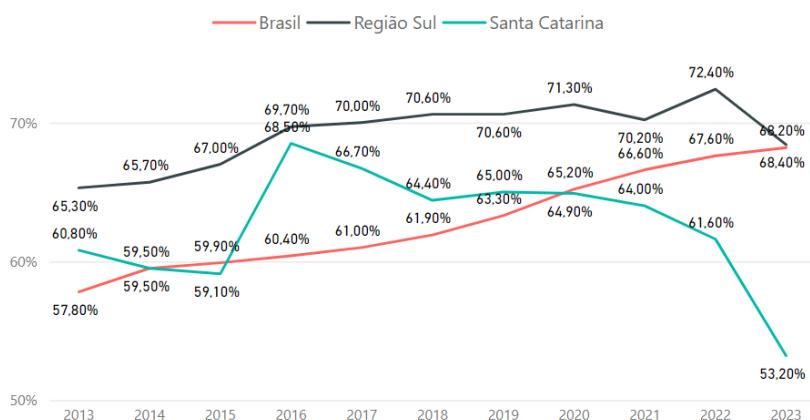
**Graph 3** – Percentage of professorships taught by teachers with higher education appropriate to the area of knowledge they teach – Final Years of Elementary School



Source: Monitoring of the PEE of Santa Catarina (Santa Catarina, 2024).

Finally, in High School, the numbers showed a significant drop in 2023. Santa Catarina, which, in 2021, had 64.00% of teachers with higher education adequate to the area of knowledge they teach, in 2023 had a percentage of 53.20%. The southern region of the country has also seen a decline in recent years, from 72.40% in 2022 to 68.20% in 2023. Brazil, however, maintained the rising rate, going from 65.20% in 2020 to 68.40% in 2023 (Graph 4).

**Graph 4** – Percentage of professorships taught by teachers with higher education appropriate to the area of knowledge they teach – High School



Source: Monitoring of the PEE of Santa Catarina (Santa Catarina, 2024).

The Framework for Action for SDG 4 – Education 2030 (Unesco, 2016) expressed concern about the demand for teachers in the coming years, stating that by 2030 it would take more than 3.2 million teachers beyond the current framework for universal primary education to be achieved and another 5.1 million for the universalization of the first level of

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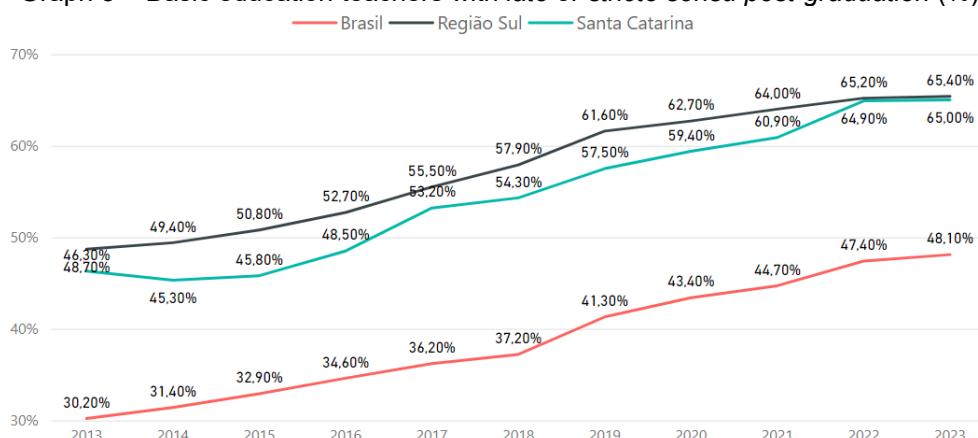
secondary education. It also reports that in one-third of the countries with available data, less than 75% of primary teachers are trained according to national standards. The paper also criticizes decisions in the past to lower standards during teacher shortages, which would have contributed to a growing trend of classrooms being filled by unprepared, non-professional teachers.

The data from the Monitoring Panel demonstrate an evident gap between the percentage of execution and the goal established in public policy, which gives rise to a reflection on the need to observe the indicative strategy provided for in Target 4.c, a means of implementing Target 4.7 of SDG 4 – Education 2030, related to the development of gender-sensitive strategies to attract better and more motivated candidates for teaching and ensure that they are allocated where they are most needed (Unesco, 2016).

With regard to goal 16, whose objective is to train 75% of basic education teachers at the graduate level by the end of the Plan's term and guarantee to all basic education professionals in-service teacher training in its area of activity, Inep established two indicators to monitor its evolution: 1) basic education teachers with postgraduate *lato* or *stricto sensu* (%) (16A); and 2) basic education teachers who underwent in-service teacher training courses (16b).

Regarding the first indicator, there has been a growth in the training of teachers with postgraduate degrees in the last decade, whether in the state, region or country. In Santa Catarina, in 2014, there were 45.30% of professors with postgraduate degrees, while in 2023 this percentage is 65.00%, as shown in Graph 5.

Graph 5 – Basic education teachers with *lato* or *stricto sensu* post-graduation (%)



Source: Monitoring of the PEE of Santa Catarina (Santa Catarina, 2024).

The analysis of the Statistical Synopsis of Basic Education (INEP, 2023) shows that this number was leveraged due to the training of teachers in *lato sensu* graduate courses. This report shows that, of the 97,685 basic education teachers in Santa Catarina, 59,153 have a specialization, 4,331 have a master's degree and 1,589 have a doctorate.

Terrão and Miyahira (2023), when analyzing this goal in the context of the PNE, point to an educational investment made by basic education teachers in Brazil at all levels of graduate courses in 2014 and 2020. However, exceptions are necessary in relation to the low percentage of teachers who studied for a master's or doctorate, which demonstrates the absence of resonance of the title within the public network itself, especially financial, for the permanence of teachers.

At this point, it is important to highlight that the Framework for Action for SDG 4 – Education 2030 (Unesco, 2016) does not mention as a strategy to achieve Target 4.c, the means of implementing Target 4.7, related to the substantial increase in the number of qualified teachers, the incentive to teacher training in *stricto sensu* postgraduate courses, although the document refers to the inclusion of political and legislative measures to make the teaching profession attractive to current and future professionals.

The investment in *stricto sensu post-graduation*, still small, therefore, contributes little to the achievement of goal 16 of the PNE and, as we have seen, also of goal 16 of the PEE/SC. Likewise, it is important to draw attention to issues that still need to be analyzed in depth with regard to specialization courses in Brazil. *Lato sensu* graduate courses do not have quality indicators, nor are their regulatory acts judicious. In this context, there is a wide offer of these courses with low cost and dubious quality, which facilitates access and certification, but without it importing true teacher training.

With regard to the second indicator of goal 16 of PEE/SC, it appears that by 2023 33.30% of basic education teachers did not take in-service teacher training courses. The situation is even more serious in the national context, and it is possible to identify that approximately 58.30% of teachers did not participate in in-service teacher training until 2023. According to the 4th PEE/SC Monitoring and Evaluation Report (Santa Catarina, 2023), even if efforts are made to achieve this indicator, the goal should not be achieved until the end of the Plan's term. It should be noted that the Framework for Action for SDG 4 – Education 2030 (Unesco, 2016) draws attention to the need to provide time and space for teachers to enjoy professional development opportunities. We also understand that in-

service teacher training needs to allow, in the appropriate time and space, also the resignification of the teacher's previous knowledge, under penalty of not achieving the necessary adherence and/or not becoming a relevant mechanism for increasing the quality of education.

#### 4 Final Considerations

The analysis of data related to the achievement of goals related to teacher education in PEE/SC demonstrates that we are still far from the social objectives in education. The study demonstrated that training through the pragmatic and utilitarian bias dissociates teacher training from the teaching profession, preponderating the title to the detriment of a new training space, a place that makes sense to teachers, that allows them to reflect on practices and re-signify prior knowledge. In addition, training with a transformational character demands the commitment of financial resources that ensure adequate working conditions and that allow the appreciation of salaries and the effective recognition of *stricto sensu* postgraduate courses in career plans.

In fact, what is under debate is not only the evidence of the epistemological conception of practice in the PEE/SC, which translates a utilitarian perspective for teacher training, but a phenomenon that permeates teacher training at the state and national levels, since Brazilian education is historically influenced by the capitalist interests involved in the action of international organizations and, more recently, of the 2030 Agenda, which had the active collaboration of Unesco in its elaboration.

Although the interests of capital in the adoption of the epistemological conception of practice in the education plans brought to the debate are exposed, the relevance of Goal 4.c cannot be ruled out as a means of implementing Goal 4.7 for SDG 4, related to the substantial increase in the number of qualified teachers by 2030, which invokes, in its indicative strategies, the valorization of the teaching career through better working conditions, teacher salaries and time and space for them to enjoy professional development opportunities (Unesco, 2016). The data analyzed, however, demonstrate that the challenges for the execution of the education plans listed in this research are still great, since the percentage of execution is predominantly far from the goals established at the state and national levels.

If education has undeniable importance for society and is one of the objectives that enable the sustainable development of the planet, then it is necessary to adjust public policies to government discourse and decisions or we will remain frustrated in relation to the quality of education in the country, either by not achieving the established goals, or by adopting restrictive perspectives on education both in the context of teacher and student training.

## 5 Funding entity

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**Morgana Bada Caldas**, Universidade do Planalto Catarinense (Uniplac), Graduate Program in Education (PPGE)

i  <https://orcid.org/0000-0003-4554-5461>

Post-Doctorate in Education from Uniplac's PPGE and PhD in Education from the PPGE of the Universidade do Extremo Sul Catarinense (Unesc). Research professor at Unesc's PPGE.

Authorship contribution: Formal analysis, conceptualization, data curation, writing – original draft, writing – review and editing, investigation, methodology, funding acquisition, resources, and visualization.

Lattes: <http://lattes.cnpq.br/4364222001061498>

Email: [morgana.bada@unesp.net](mailto:morgana.bada@unesp.net)

**Naiara Gracia Tibola**, Universidade do Planalto Catarinense (Uniplac), Graduate Program in Education (PPGE)

ii  <https://orcid.org/0000-0001-9938-8997>

Post-Doctorate in Education from the PPGE of the Federal University of Santa Catarina (UFSC) and PhD in Education from the PPGE of the University of Vale do Itajaí (Univali). Research professor at Uniplac's PPGE.

Authorship contribution: Project administration, writing – review, editing, supervision and validation.

Lattes: <http://lattes.cnpq.br/4772526675180055>

Email: [profa.naiara@uniplacages.edu.br](mailto:profa.naiara@uniplacages.edu.br)

## DATA AVAILABILITY

The entire dataset supporting the results of this study has been published in the article itself.

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