

# **Análise das implicações das políticas educacionais de formação e valorização dos docentes da educação básica no Brasil (1996 – 2020)**

*Fábio Alexandre Ferreira GUSMÃO<sup>1</sup>*

## **Resumo**

Esta pesquisa trata de um estudo acerca dos programas de formação inicial e continuada dos docentes, do fundo de manutenção e desenvolvimento da educação e de valorização dos profissionais da educação. Teve como objetivo avaliar as principais implicações das políticas educacionais de formação e valorização dos docentes da educação básica. Esta análise permite verificar, a partir de evidências provenientes de pesquisas empíricas, se as políticas educacionais implementadas alcançaram os objetivos pretendidos. A pesquisa caracteriza-se como abordagem Qualitativa, cujo método de investigação foi a revisão da literatura. Como guisa de conclusão, constatou-se que as pesquisas empíricas sobre políticas educacionais de formação e valorização docente são insuficientes e dispersas. Além disso, não existem estudos sistemáticos para verificar se os objetivos dessas políticas foram alcançados, o que demonstra a necessidade de avaliação e monitoramento das ações propostas, de modo que proporcione o seu aperfeiçoamento/aprimoramento com base em evidências.

**Palavras-chave:** Formação dos profissionais da educação. Pesquisa da educação. Política da educação. Política nacional da educação. Realidade da educação.

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## **Analysis of the implications of educational policies for training and valuing basic education teachers in Brazil (1996 – 2020)**

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### **Abstract**

This is a study about the initial and continuing education programs for teachers, the maintenance and development fund for education and the valorization of education professionals. It aimed to assess the main implications of educational policies for training and valuing basic education teachers. This analysis makes it possible to verify, based on evidence from empirical research, whether the implemented educational policies achieved the intended objectives. The research is characterized as a qualitative approach, whose investigation method was the literature review. As a conclusion, it was found that empirical research on educational policies for training and valuing teachers is insufficient and dispersed. In addition, there are no systematic studies to verify whether the objectives of these policies were achieved, which demonstrates the need for evaluation and monitoring of the proposed actions, in order to provide their improvement.

**Keywords:** Training of education professionals. Education research. Education policy. National education policy. Education reality.

## **Análisis de las implicaciones de las políticas educativas para la formación y valoración de docentes de educación básica en Brasil (1996 - 2020)**

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### **Resumen**

Esta investigación trata de un estudio sobre los programas de formación inicial y continua de profesores, el fondo de mantenimiento y desarrollo de la educación y la valorización de los profesionales de la educación. Tuvo como objetivo evaluar las principales implicaciones de las políticas educativas para la formación y valoración de los docentes de educación básica. Este análisis permite verificar, a partir de la evidencia de la investigación empírica, si las políticas educativas implementadas lograron los objetivos previstos. La investigación se caracteriza por tener un enfoque cualitativo, cuyo método de investigación fue la revisión de la literatura. Como conclusión, se encontró que la investigación empírica sobre políticas educativas para la formación y valoración docente es insuficiente y dispersa. Además, no existen estudios sistemáticos para verificar si se alcanzaron los objetivos de estas políticas, lo que demuestra la necesidad de evaluación y seguimiento de las acciones propuestas, con el fin de aportar su mejora / mejora en base a la evidencia.

**Palabras clave:** Formación de profesionales de la educación. Investigación educativa. Política educativa. Política educativa nacional. Realidad educativa.

## Introduction

In Brazil, the professionalization of basic education teachers became more explicitly recognized with the enactment of the Law of Guidelines and Bases of National Education – LDB/1996 (BRASIL, 1996a), which acknowledged the teacher “[...] as the central pillar of educational quality, assigning to the profession “[...] the role of guiding agent [...]” (DEMO, 2011. p. 45. n.p.).

With the enactment of the aforementioned law, teachers are now required to have appropriate training to foster school learning, grounded in knowledge, skills, competencies, and attitudes acquired at Higher Education Institutions (HEIs) such as universities, university centers, colleges, federal institutes, and federal centers for technological education both public and private, which are responsible for the initial training of teachers to work professionally in basic education.

In this context, LDB/1996 requires initial teacher education to be carried out at public or private HEIs that provide training for professionals to work in various fields of knowledge and that contribute to the improvement of methodologies related to school education. This includes enhancing technopedagogical processes and preparing teachers to engage in planning, organization, transformative leadership, process and information guidance, mediation, coordination, and the monitoring and evaluation of educational processes (BRASIL, 1996a, art. 62).

Additional required competencies include: specialized knowledge; intellectual and pedagogical autonomy; prestige and recognition; social and economic valorization; quality control of pedagogical procedures inherent to teaching practice; and a code of ethics that articulates the principles and mission of the teaching profession. These competencies are understood as benchmarks for various aspects related to the professionalization of basic education teachers.

Furthermore, the LDB/1996 ensures the professional development of teachers in their workplace through continuing education in *lato sensu* and *stricto sensu* graduate programs, as well as professional development courses. These legal provisions help consolidate the status of teaching as a profession by recognizing and valuing teachers’ professional practice, their working conditions, school infrastructure, and the organization of school work. They also aim to support the formulation of educational public policies for the recognition, paid professional development, and salary floor of teachers (BRASIL, 1996a, art. 67).

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Regarding the professionalization process of teachers, it is important to highlight the publication of Law No. 13.415, of February 17, 2017, which amended LDB/1996 with respect to teaching practice. By authorizing individuals with “recognized expertise” to teach (BRASIL, 2017, article 6, item 4), this law disregards the historical process of consolidation of the teaching profession in Brazil.

It is worth recalling that the teaching profession has been consolidated over time through the recognition of a full professional status, grounded in the production of knowledge and professional competencies that legitimize teachers’ professional practice.

However, the aforementioned law represents a setback, undermining the historical achievements of the teaching profession, especially the legal requirement of higher education qualifications for teaching in basic education. Furthermore, it disregards governmental initiatives aimed at initial and continuing teacher education in the country, ignoring the progress and achievements of this professional category gains made possible through the struggle for social and economic recognition.

It is understood that the professionalization process of basic education teachers is grounded in the specificity of the knowledge that constitutes the core of their profession. Professional knowledge comprises a body of knowledge conveyed by teacher education institutions, and professionalization occurs progressively, as teachers gain experience and knowledge, and develop the competencies, skills, and attitudes essential to their professional practice.

In this context, professional knowledge is a confluence of multiple sources of knowledge derived from individual life history, society, the school institution, teacher education policies, among others. For this reason, the teacher is a professional who, throughout their teaching career, is influenced by the school, educational reforms, and political contexts. This also encompasses their personal commitment, willingness to learn how to teach, beliefs, values, subject-matter knowledge, and pedagogical approaches, as well as their past experiences and professional vulnerability.

The teacher is a professional “[...] of the articulation of the teaching-learning process in a given situation, a professional of the interaction of shared meanings” (Altet, 2001, p. 26), who performs two main functions. The first refers to the didactic function, in which the teacher manages and

structures the knowledge to be taught both disciplinary content and that produced by the sciences. The second is closely related to the pedagogical function, which involves cognitive and socio-affective exchanges guided by the teacher in order to transform information<sup>2</sup> into knowledge<sup>3</sup> for the student.

In light of this, it is understood that the professionalization of teachers is built through the acquisition of knowledge, attitudes, experiences, and complex social and affective skills, such as creativity and innovation. Moreover, the teacher is a professional capable of “[...] creating learning environments and fostering the development of values, attitudes, and interpersonal relationships with the aim of enabling individuals to live well and with dignity (Gatti et al., 2019. p. 41). This process supports the construction of a fully developed professional status, which is socially recognized, affirmed, and distinguished by the possession of specific, unique knowledge shared, produced, and disseminated within the group, thereby legitimizing their professional practice.

Finally, the difficulty in identifying the knowledge, competencies, skills, and attitudes of teachers stems from the *ineviBox* blending of personal and professional elements that characterize the specificity of the teaching profession. This is further compounded by the weight of history and the multiple meanings that the act of teaching has assumed in diverse contexts such as religious missions, or when teachers attribute their ability to teach to their own personality or to a natural gift. Therefore, this blending complicates the understanding of the processes involved in teacher professionalization (ALTET, 2001; ROLDÃO, 2007; TARDIF, 2012).

In light of these considerations, this article aims to assess the main implications of educational policies concerning the training and appreciation of basic education teachers. This analysis makes it possible to verify, based on evidence from empirical research, whether the implemented educational policies have achieved their intended objectives.

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<sup>2</sup> Information is external to the subject and of a social nature.

<sup>3</sup> Knowledge is integrated into the subject and of a personal nature.

## Methodological Procedures

In order to achieve the objective formulated in this study, a qualitative approach was adopted. The research method employed was a literature review (CRESWELL, 2010). This investigative strategy made it possible to identify the main educational policies related to teacher training and professional appreciation in Brazil. Based on this identification, a bibliographic survey was conducted of Brazilian empirical studies that evaluated the implications of educational policies concerning the training and professional recognition of basic education teachers.

The stages of the literature review are described below:

Stage 1 consisted of formulating the objective of the literature review: to assess the main implications of educational policies related to the training and professional appreciation of basic education teachers.

In Stage 2, the main federal policies for teacher training and professional appreciation in Brazil were identified. The selection of these policies was based on the following inclusion and exclusion criteria: (1) they must have national coverage, reaching teachers in all regions of Brazil; (2) they must encompass teachers from all levels of basic education; and (3) they must aim at initial training in higher education institutions, as well as professional development through continued education in graduate programs (*stricto sensu*, *lato sensu*, and/or professional development courses).

In Stage 3, a search was conducted for empirical studies that analyzed the main implications, challenges, and limitations of educational policies related to teacher training and appreciation in basic education. Full-text articles published in Portuguese, Spanish, or English were included, and the search was carried out using the following keywords: continuing teacher education, initial teacher education, teacher training and appreciation, teacher education, education policy, and teacher appreciation. The articles were selected from the CAPES Journals Portal and the Scientific Electronic Library Online (SciELO). Only articles published between 1996 and 2020 were included. The investigation took the enactment of the LDB/1996 (BRASIL, 1996a) as its starting point, given that it constitutes the legal framework governing initial teacher education and professional development in Brazil. The bibliographic survey was carried out in May 2021.

After identifying the articles in the databases and subsequently analyzing them, the evidence was organized into three categories: professional training actions aimed at initial teacher education in higher education institutions; professional development actions directed toward the improvement of professional skills through training in *lato sensu* or *stricto sensu* graduate programs, or professional development programs, among others, focused on continuing teacher education; and teacher appreciation investment in improving teacher income.

In Stage 4. the samples were selected using inclusion and exclusion criteria requiring that the articles contain empirical data on the implications of federal policies for teacher training and appreciation in the professionalization process of basic education teachers. Additionally, the articles needed to be indexed in the Qualis-Periódicos system of the Coordination for the Improvement of Higher Education Personnel (CAPES) during the 2013–2016 quadrennium (BRASIL, 2021a). A convenience sample was used, in which all identified studies were evaluated to determine their eligibility for inclusion.

Stage 5 was dedicated to data extraction and tabulation. In this stage, articles were initially selected through abstract screening; this was followed by full-text reading to assess the study's quality and its alignment with the objective of the literature review.

Stage 6 consisted of evaluating the methodological quality of the articles, using the classification provided by the Qualis-Periódicos CAPES system for the 2013–2016 period. This classification assesses article quality based on the scientific journals in which they were published. The evaluation is conducted by committees of reviewers from each field of study, according to predefined criteria, and aims to reflect the relevance of various journals to a given area. In the 2013–2016 classifications, articles were assigned to quality strata: A1 (highest), A2. B1. B2. B3. B4. B5. and C (zero weight) (BRASIL, 2021b).

In Stage 7. data synthesis was conducted, during which the selected articles were cataloged, analyzed, and tabulated for the organization of results. Subsequently, in Stage 8. based on the information collected, the analysis was carried out through an evaluation of the quality of the evidence. Drawing on the empirical studies found, the aim was not only to identify the educational policies related to the training and appreciation of basic education teachers, but also to analyze their



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main implications, challenges, and limitations. Finally, Stage 9 consisted of the discussion of results and conclusions.

## Identification of Federal Policies Related to Teacher Training and Appreciation in Brazil

The identification of educational policies for teacher training and appreciation in Brazil resulted in 11 programs and 2 funds that met the study's inclusion criteria, comprising the sample analyzed and described in Box 1.

**Box 1** – Identification of Educational Policies for Teacher Training and Appreciation in Brazil from 1996 to 2020

Educational Policies (n= 13)	Objective
Fund for the Maintenance and Development of Elementary Education and Teacher Valorization – FUNDEF (BRASIL, 1996b)	To invest in the maintenance and development of elementary education and in the appreciation of the teaching profession
In-Service Teacher Training Program – PROFORMAÇÃO (CUNHA, 2002; MENEZES; RAMOS, 2000)	Qualifying in-service teachers for teaching at the elementary level, in the Normal modality at the secondary level, who work in the early years, literacy classes of elementary education, or Youth and Adult Education (EJA), in accordance with current legislation;  Raising the level of knowledge and professional competence of in-service teachers;  Contributing to the improvement of the teaching-learning process and students' academic performance in state and municipal school systems in Brazil;  Valuing the teaching profession by restoring the professional status of the teaching role and improving the quality of education.
Fund for the Maintenance and Development of Basic Education and for the Appreciation of Education Professionals– FUNDEB (BRASIL, 2007a)	Investing in the maintenance and development of basic education and in the appreciation of education professionals
National Program for Educational Informatics -PROINFO (BRASIL, 2007b)	Promote the pedagogical use of information and communication technologies in basic education schools in urban and rural public schools;  Promote the improvement of the teaching and learning process through the use of information and communication technologies;  Provide training for educational professionals involved in the Program's initiatives;

	<p>Contribute to digital inclusion by expanding access to computers, internet connectivity, and other digital technologies, benefiting both the school community and the population near the schools;</p> <p>To help prepare young people and adults for the job market through the use of information and communication technologies;</p> <p>To foster the national production of digital educational content.</p>
Initial training program for in-service teachers in elementary and secondary education- Pró-Licenciatura (BRASIL, 2021c)	Improve the quality of basic education by providing consistent and contextualized initial training for teachers in their area of expertise.
Continuing Education Program for Course Supervisors, Teacher Educators, and Tutors of the PROINFANTIL Program (BRASIL, 2007c)	Offer a high school-level teacher education course (Normal modality) for teachers working in early childhood education institutions who do not yet hold the minimum qualification required by current legislation.
Institutional Teaching Initiation Scholarship Program – PIBID (BRASIL, 2007d)	<p>Encourage the training of teachers for basic education, especially for high school;</p> <p>Promote the appreciation of the teaching profession by encouraging students who choose a teaching career;</p> <p>Foster improvements in the quality of basic education; Promote the integrated articulation between federal higher education and public basic education systems to ensure a solid foundation in initial teacher training.</p>
National Plan for the Training of Basic Education Teachers - PARFOR (BRASIL, 2009a)	Set up the program to meet the initial and continuing teacher training needs of state education departments.
Continuing Education Program for Elementary School Teachers - PRÓ-LETRAMENTO (BRASIL, 2009b)	Improving the quality of learning in reading, writing and mathematics among students in the early elementary school grades.
Program for the Consolidation of Teacher Education Degrees - PRODOCÊNCIA (BRASIL, 2010)	<p>Promote pedagogical projects that incorporate new forms of institutional management and a review of the academic and curricular structure of teacher education programs;</p> <p>Encourage innovative methodological experiences and teaching practices, including the integration of information and communication technologies into the teaching and learning processes of future teachers;</p> <p>Encourage proposals for integrating higher education with basic education, promoting the connection between theory and practice, and fostering interdepartmental cooperation;</p> <p>Support institutional proposals aimed at addressing issues identified in evaluations of teacher education programs;</p>

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	Support the implementation of new curricular proposals for teacher training; Support actions that enhance the quality of the teaching and learning process for educators, whether conducted in-person, semi-presential, or remotely.
Program to Support Interdisciplinary Teacher Training Laboratories – LIFE (BRASIL, 2012a)	Promote innovative experiences and programs that can contribute to improving basic education
National Pact for Literacy at the Right Age – PNAIC (BRASIL, 2012b)	Contribute to the enhancement of the training of literacy teachers
National Pact for the Strengthening of High School Education – PNFEM (BRASIL, 2013)	Promote the continuing education of teachers and pedagogical coordinators working in public high schools..

Source: prepared by the author (2021)

## Analysis of Empirical Research

The literature review conducted through the CAPES Journal Portal and SciELO resulted in 568 articles. Of these, 24 met the inclusion criteria of the literature review, corresponding to the sample presented in Box 1.

Of the articles found, 42.0% are classified as Qualis A, with 29.4% rated A1 and 12.6% rated A2. In addition, 53.8% of the articles are rated Qualis B specifically, 8.4% as B1. 32.8% as B2. 4.2% as B3. and 8.4% as B4. Category C accounted for 4.2%. Thus, the results of the literature review indicate that the selection criteria adopted were effective in identifying the most relevant studies published in the CAPES Journal Portal and SciELO databases.

**Table 1-** Distribution of empirical studies according to CAPES Qualis-Journal classification and field of knowledge

Qualis <sup>1</sup>	Journals	Quantity		Field <sup>2</sup>
		n =24	%	
A 1	Educação & Realidade	1	25.2	Education
	Education & Sociedade	1		
	Education e Pesquisa	1		
	Ensaio: Avaliação e Políticas Públicas em Education	4		

	Total	7		
A 2	Cadernos de Pesquisa	1	16.8	Education
	Revista Brasileira de Estudos Pedagógicos	2		
	Revista Brasileira de Política e Administração da Education	1		
	Total	4		
B 1	Education: Teoria e Prática	1	8.4	Education
	Pesquisa e Planejamento Econômico	1		Economy
	Total	2		
B 2	Education em Revista	3	32.8	Education
	Holos	1		
	Laplage em Revista	2		
	Revista de Administração Pública	1		
	Revista Exitus	1		
	Total	8		
B 3	Revista de Administração Educacional	1	4.2	Education
	Total	1		
B 4	Revista de Estudios e Investigación en Psicología y Educación	1	8.4	Education
	Revista Thema	1		
	Total	2		
C	Revista Internacional de Apoyo a la Inclusión, Logopedia, Sociedad y Multiculturalidad	1	4.2	Education
	Total	1		

**Source:** prepared by the author (2021).

Notes:

1 - Classification of Journals in the 2013–2016 Four-Year Period (BRASIL, 2021a).

2 - Fields of Knowledge According to CAPES-2017 (BRASIL, 2021b).

After organizing the articles by Qualis-Periódicos rating, the studies were then grouped by year of publication, educational policy, and methodological approach. As shown in Table 2, 28.0 % of the

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studies focused on PNAIC, 13.5 % on PIBID and PROINFO, 9.0 % on PROFORMAÇÃO and PRO-LETRAMENTO, and 4.5 % on FUNDEF, FUNDEB, PRODOCÊNCIA, and PNFEM. No empirical studies meeting the established criteria were found for the PROINFANTIL or LIFE programs.

**Table 2** - Authors, Year of Publication, Program/Fund, and Methodological Approach of the Empirical Studies (n = 25)

Authors	Year	Educational Policies	Methodological Approach
Sobreira, Campos	2008	FUNDEF	Quantitative
Silveira et al	2017	FUNDEB	Quantitative
Gatti	2003	PROFORMAÇÃO	Qualitative
André	2008	PROFORMAÇÃO	Qualitative
Zandavalli, Pedrosa	2014	PROINFO	Qualitative and quantitative
Barros, Barros	2016	PROINFO	Qualitative and quantitative
Guerra, Morais	2017	PROINFO	Qualitative
Brezekinski	2014	PARFOR	Qualitative
Souza	2017	PARFOR	Qualitative
Ferreira, Resende	2020	PARFOR	Qualitative
Giusti, Justo	2014	PRÓ-LETRAMENTO	Qualitative
Santos, Bueno, Ferreira	2017	PRÓ-LETRAMENTO	Qualitative
Soares	2014	PRODOCÊNCIA	Qualitative
Cavalcante	2015	PNAIC	Qualitative
Brito, Leonardo	2018	PNAIC	Qualitative
Raimann, Ferreira	2018	PNAIC	Qualitative
Custódio, Cruz	2019	PNAIC	Qualitative
Oliveira, Almeida	2019	PNAIC	Qualitative
Souza, Almeida, Jesus	2019	PNAIC	Qualitative
Machado, Teixeira	2020	PNAIC	Qualitative
Schneider, Grosch, Dresch	2020	PNAIC	Qualitative
Deimiling, Reali	2017	PIBID	Qualitative

Paniago, Sarmiento	2017	PIBID	Qualitative
Paniago, Sarmiento, Rocha	2018	PIBID	Qualitative
Freitas, Cruz	2015	PNFEM	Qualitative

**Source:** prepared by the author (2021)

With respect to the methodological approaches used to analyze educational policies for teacher training and appreciation (Table 2), the following distribution is observed: qualitative studies account for 83.4 %, while quantitative and mixed (qualitative–quantitative) studies each represent 8.3 %.

The qualitative studies employed a range of investigative methods, including classroom observations, interviews, document analysis (public records, private archives, personal memoirs), opinion and literature surveys, questionnaires, and case studies. This variety is consistent with the principle that “qualitative inquiry draws upon different philosophical assumptions, investigative strategies, and methods of data collection, analysis, and interpretation” (Creswell, 2010, p. 206).

Rather than testing predefined hypotheses, qualitative research seeks to formulate hypotheses, concepts, abstractions, and theories. To this end, it uses an open and flexible research design in which the foci of investigation are continually revisited, data-collection techniques reassessed, instruments reformulated, and theoretical and methodological foundations reconsidered (André, 2009).

The chief advantage of a qualitative approach is its capacity to employ investigative strategies that are better suited to educational realities that manifest themselves more qualitatively than quantitatively. Such an approach enables researchers to examine the complexity of educational problems, the breadth of information gathered, and the diversity of data sources by drawing on multiple investigative strategies (Creswell, 2010; Demo, 2008).

On the other hand, qualitative studies have certain limitations: researchers may be perceived as intrusive; private information may be observed that cannot be reported; data often come indirectly, filtered through participants’ perspectives; the researcher’s presence can influence outcomes; documents may not be authentic or accurate; and, finally, the results cannot readily be generalized because there is no statistical sampling plan for participant selection or data analysis (CRESWELL, 2010).

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With respect to the quantitative studies, only two were identified. This finding corroborates Gatti's (2004) extensive bibliographic survey of educational research conducted in Brazil over the previous thirty years (1970–2000), which showed a scarcity of quantitative studies and the predominance of qualitative research in peer-reviewed, indexed journals.

Gatti attributes the limited number of quantitative investigations to two main factors: the lack of courses on quantitative methods in graduate programs (master's and doctoral), and the weak tradition of using quantitative data in educational research both of which hinder a critical appraisal of the potential contributions and limitations of quantitative approaches in the field.

Regarding the mixed-methods (quantitative–qualitative) studies identified in the review, several inconsistencies emerged conceptual ambiguities, imprecision, and theoretical and methodological superficiality revealing problems in their design and execution. As Creswell (2010, p. 238) notes, this methodology requires “the integration of quantitative and qualitative approaches,” meaning that the research design must display theoretical and methodological coherence to qualify as mixed methods. The studies examined did not meet these criteria.

In light of these observations, there is a clear need to adopt methodological principles suited to the research problem, the complexity of data collection, the challenges of defining procedures, and the measurement of results. On this basis, the researcher determines whether a qualitative, quantitative, or mixed (qualitative–quantitative) approach is most appropriate.

## Analysis of the Main Implications, Problems, and Limitations Identified in the Empirical Studies

The analysis of the main implications of teacher-training and teacher-appreciation policies was organized on the basis of the data and results discussions presented in the empirical studies (Table 2). This, in turn, made it possible to construct Box 2.

**Box 2** – Main Implications Identified by Empirical Studies on Educational Policies for Teacher Training and Appreciation

Category	Program	Main Implications
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Professional Training	PROFORMAÇÃO	The interaction among in-service teacher participants, teacher-educators, and tutors helped the target group (the participant teachers) develop regular habits of reading and study. Moreover, positive changes were observed in the planning and preparation of teaching activities, in classroom management, and in the linkage of curricular content to students' cultural experiences.
	PRODOCÊNCIA	The positive effect of parents' educational level on students' academic performance showing that this variable can mitigate the impact of students' ethnic, economic, and social background.
	PIBID	PIBID's contribution to preservice teachers' learning of the profession, by giving them immersion in a wide range of teaching-and-research activities.
Professional Development	PROINFO	Teachers' acknowledgement of the importance of educational technology rooms and information-and-communication technologies (ICT) for teaching
	PRÓ-LETRAMENTO	The program's ability to adapt to local contexts and to incorporate topics relevant to developing the participants' professional capacities.
	PNAIC	The deepening of teachers' theoretical and methodological knowledge enriches their pedagogical practice, particularly in the areas of Portuguese language and mathematics.
	PNFEM	The strengthening of the link between teacher education and professional skill beyond a purely technical rationality, enabling a move past a fragmented, individual view of teaching through critical reflection on pedagogical and subject-matter knowledge within the school context.
Training and Professional Development	PARFOR	Teachers served by PARFOR whether unlicensed or licensed but teaching outside their field show substantial gains: the courses are attractive because they are short (up to one year), offer new learning opportunities, regularize employment status, and open horizons for future leadership roles in school management.
Teacher Appreciation	FUNDEF	The basic-education financing policy aimed at improving teachers' salaries proved effective in raising students' performance, as measured by the SAEB assessment
	FUNDEB	

Source: the author (2020).

Regarding the studies linked to FUNDEF, a single work was identified. This quantitative investigation employed generalized least squares as its statistical technique.

To assess FUNDEF's impact on variables that gauge the quality of public elementary education in Brazil, Sobreira and Campos (2008) analyzed SAEB data from 1999, 2001, and 2003 for Portuguese-language and mathematics tests in the 4th and 8th grades. Their goal was to measure



FUNDEF's effect on student achievement in public elementary schools. Using panel (longitudinal) data essentially, cross-section observations tracked over time they applied generalized least squares to estimate the results.

The findings reveal positive correlations between student performance and three variables: (i) the per-pupil annual expenditure provided by FUNDEF, (ii) the average potential teacher salary financed by FUNDEF, and (iii) the share of teachers with a university degree relative to total enrollments. In other words, as per-pupil spending, average teacher pay, and the proportion of degree-holding teachers rise, so do 4th- and 8th-grade SAEB scores in Portuguese and mathematics (1999, 2001, 2003). These results suggest that FUNDEF resources devoted to maintaining elementary education and enhancing teacher remuneration positively affect student outcomes as measured by SAEB.

A related study by Souza and Gouveia (2011) analyzed SAEB teacher questionnaires from 1997 and 2007 (public-school teachers, and regarding salaries private-school teachers as well), supplemented with data from the School Census. Their aim was to examine the status of public-school teachers in Brazil's basic-education sector by analyzing salary levels, educational background, and personal profiles, thereby shedding light on educational policies that target—or significantly influence teaching condition.

The authors point out a decline in the average salaries of private-school teachers and an increase in the earnings of public-school teachers. In other words, there appears to be a reduction in the average pay of teachers in private schools and a rise in the average pay of teachers in public schools. This shift may be linked to the implementation of FUNDEF and the approval of the National Professional Minimum Salary Law (PSPN) in July 2008, both of which have helped raise average salaries for public-school teachers.

Souza and Gouveia (2011) conclude that the salary gap between public- and private-school teachers has been narrowing. However, the observed reduction in wage inequality is associated with overall wage compression among teachers a trend possibly driven by increases in teachers' professional experience and age highlighting how teacher pay is lagging behind that of other professionals with similar educational levels.

Based on the analyses and interpretations of the empirical studies reviewed, it is clear that findings on teacher salaries are scarce, which limits conclusions about how this variable is associated with students' academic performance. This gap underscores the need for future research using appropriate methodologies to identify the specific effect of teacher pay on learning outcomes.

It is important to recognize that salary improvement has long been a cornerstone of teachers' struggle for economic, social, cultural, and educational recognition. Better pay can also contribute to higher student achievement and enhance the status of the profession, making teaching more attractive and bringing teachers' earnings closer to those of other professionals with comparable education levels.

Regarding FUNDEB, only one study was located. This quantitative investigation employed a difference-in-differences approach. FUNDEB, which replaced FUNDEF, represented a major shift in basic-education financing, yielding significant increases in investment for primary and secondary schooling both in terms of teacher compensation and in school infrastructure.

To gauge FUNDEB's impact on public-school performance at the upper-secondary level, Silveira et al. (2017) analyzed Portuguese-language and mathematics scores for 12th-grade students on the SAEB exams in 2005 and 2011, covering both public and private schools. Their objective was to determine how the implementation of FUNDEB affected high-school achievement in the public system, controlling for individual characteristics, family background, and school-level factors across Brazil's regions.

The findings of this study indicate that FUNDEB has a positive effect on student performance as measured by SAEB. As Silveira et al. (2017, p. 39) state, "[...] it can be said that the salary valorization envisioned by FUNDEB had beneficial effects on students' achievement." In other words, the fund may help attract and motivate better-qualified teachers to the profession.

Another relevant factor is the teacher-salary variable itself. In Silveira et al. (2017), the observed differences are statistically significant, except for the category of teachers earning between one and three minimum wages in Portuguese. The higher the salary range considered, the greater the positive impact on high-school performance. Overall, teacher pay has a positive effect on SAEB outcomes, both for schools that benefit from FUNDEB (public) and for those that do not (private).

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Thus, using FUNDEB as an educational policy for raising high-school teacher salaries shows a positive impact on students' academic performance at the end of basic education and helps reduce regional disparities among Brazilian secondary schools (Silveira et al., 2017).

Regarding the studies linked to PROFORMAÇÃO, two qualitative investigations were identified. Both employed ethnographic techniques—participant observation and in-depth interviews.

Within this context, Gatti (2003) and André (2008) conducted qualitative studies drawing on data from simulated-teaching tests, analyses of reflective memoirs, opinion surveys, and external evaluations of PROFORMAÇÃO. Their aim was to analyze and identify the main pedagogical concepts and practices of teachers who took part in the program.

The authors found several positive changes in teaching practices: improvements in lesson planning and preparation, better organization of classroom space and use of concrete materials and other resources, enhanced teacher-student interaction, stronger links between content and students' cultural experiences, and differentiated work by participant teachers in multigrade classes.

In terms of pedagogical conceptions, the authors highlight several positive changes: shifts in views of teaching and learning, enhanced self-esteem and professional recognition, professional growth, strengthened professional identity, improved performance by participating teachers, and better school infrastructure. It is also noteworthy that nearly 90 % of the teachers who completed the entire program passed the assessments and received certification.

Regarding PROINFO, three studies were located: one exclusively qualitative and two mixed (qualitative–quantitative). The methods employed included case studies, document analysis, literature review, and descriptive data analysis.

Among these, the study by Zandavalli & Pedrosa (2014) stands out. It sought to identify and analyze state-school teachers' perceptions in Mato Grosso do Sul concerning PROINFO's implementation in the urban area of Bataguassu. Using a mixed-methods case-study approach, the authors found that teachers acknowledge the importance of educational technology rooms. Nevertheless, this recognition does not translate into consistent or effective classroom use of ICT. The main obstacles reported were the discontinuity and fragmentation of PROINFO training courses

and the additional workload placed on teachers, since training often occurs outside their regular teaching hours.

For PARFOR, three qualitative studies were identified, relying on case studies, interviews, document analysis (meeting minutes and strategic plans), and participant-research procedures.

The empirical study most frequently cited is Ferreira & Resende (2021), which surveyed 1,225 teachers to (i) profile the beneficiaries, (ii) clarify the main difficulties they face in attending PARFOR classes, and (iii) evaluate the program from the participants' perspective. Key findings include the need to improve PARFOR's selection process, as many teachers are enrolled in courses outside their current teaching field suggesting that, in such cases, the program mainly fulfills individual preferences for specialization rather than addressing actual needs in public-school classrooms. The study also notes that limited engagement by local education departments has created additional difficulties for participating teachers.

Finally, the authors highlight that the fragmentation of training opportunities and insufficient institutional support weaken the intended outcomes of both PROINFO and PARFOR, underscoring the necessity of more coherent, continuous, and context-sensitive professional-development policies.

Regarding studies on PRÓ-LETRAMENTO, both identified investigations are qualitative and relied on interviews, document analysis (reports and action plans), and case-study techniques. For example, Santos, Bueno, and Ferreira (2017) analyzed empirical data drawn from plan reports and interviews with administrators, teachers, and other stakeholders to identify how the Plano de Ações Articuladas (PAR) was operationalized and to characterize collaboration between municipalities and the federal government. Focusing on four municipalities in the Baixada Fluminense region, the authors examined two continuing-education programs—PRÓ-LETRAMENTO and Gestar.

Their findings reveal limited scope for adapting federal programs to local conditions and a lack of genuine teacher engagement principal constraints on PAR implementation. Municipal education departments struggled to release teachers during work hours to attend courses, which hindered participation and led many teachers to withdraw because of excessive workloads. The authors conclude that PRÓ-LETRAMENTO can succeed only if courses are tailored to local realities, with

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varied formats, schedules, and dynamics that match teachers' working conditions, thereby fostering commitment from municipal administrators and, in turn, from teachers.

For PRODOCÊNCIA, only one qualitative study was found, using classroom observations and document analysis (teacher-education program syllabi, ENADE exam data, and student- and faculty-profile information). Soares (2014) reflects on the nature of teaching, emphasizing educational research as a bridge between preservice preparation and professional practice. The study presents the PRODOCÊNCIA project at the Federal University of the Jequitinhonha and Mucuri Valleys (UFVJM) as an institutional effort to strengthen initial teacher-education programs through reflective practice and critical theoretical production. ENADE results were used to assess the academic performance of students participating in the program.

Preliminary findings on the family profiles of teacher-education students examining household size, parents' occupations, income, and educational attainment show that most respondents come from families with fewer than three children; that more than half of their fathers and mothers work in occupations that require no formal schooling; that nearly all families earn less than five minimum wages; that virtually none of the grandparents attended higher education; and that 27.53 % of mothers and only 8.9 % of fathers entered university (SOARES, 2014).

On the ENADE exam, which assesses incoming teacher-education students' mastery of subject-specific content, UFVJM candidates scored an average of 23.8, whereas the national average is 30.9 about seven points lower than other Brazilian students on average. Disaggregated by self-declared race/skin color, the results were as follows: 51.25 % identified as White and scored an average of 36.7; 10.8 % identified as Black and scored an average of 41.95; and 35.9 % identified as Pardo/Mixed-race and scored an average of 37.15.

These results show that neither skin color nor family income has a marked effect on incoming students' ENADE scores. Parental schooling, however, paints a different picture: children whose fathers have some formal education score up to 19 points higher than those whose fathers have none, and the gap widens to 23 points for mothers' schooling. In other words, while race and income do not significantly influence new students' performance, parents' level of education clearly does.

Regarding PNAIC, eight studies were identified, all employing a qualitative approach that drew on case studies, document analysis, and literature review.

Schneider, Grosch, and Dresch (2020) investigated the impact of PNAIC on the continuing education of literacy teachers in the municipal school system of Lages, Santa Catarina. Their study used a qualitative design with document analysis and interviews.

The authors found that, although the continuing-education program offered theoretical and practical study sessions, it did not lead to significant conceptual change. Most teachers reported difficulty implementing the pedagogy proposed by PNAIC, which introduces a new teaching methodology. Participants also stressed that the program allotted too little time for study, lesson planning, and classroom application.

With regard to the research that investigated the PIBID, there were three (03) studies that used a qualitative approach, and used the following research methods: interviews, document analysis, bibliographic research, content analysis, oral narratives.

It should be noted that the study by Gatti et al. (2014) was not included in the formal scope of this literature review because it did not meet the preset inclusion criteria. Nevertheless, given its significance and the evidence it provides, the study was consulted to better understand PIBID's implications for the professional preparation of basic-education teachers.

Gatti and colleagues conducted an evaluative study of the Institutional Teaching Initiation Scholarship Program entitled "An Evaluative Study of PIBID." Using a qualitative approach, they sought to understand the program's catalytic role for its participants (area coordinators, supervising teachers, and preservice teacher-scholars). Data were gathered by CAPES's General Coordination for Teacher-Appreciation Programs (CGV) through questionnaires made available to participants via Google Drive.

To evaluate PIBID, a cooperative agreement was established between Brazil's Ministry of Education (MEC) and UNESCO. The study was carried out by the Carlos Chagas Foundation, which was tasked with designing a methodology that would reach approximately 38,000 participants. These respondents answered multiple questions about the program, reflecting on its rationale,

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implementation, management, future prospects, and its impacts on day-to-day teacher preparation—both in the universities that train teachers and in the public-school classrooms where scholarship holders undertake their practicum.

Findings indicated that PIBID “unsettles” teacher-education programs and mobilizes partner schools. Participants nonetheless stressed the need for the program’s continuation so that its methodology can be refined and so that it can become a rare, sustained policy focused on initial teacher preparation for basic education. In short, PIBID proved highly effective for preservice teacher education and, for that reason, should be institutionalized and made permanent as a state policy.

Deimling and Reali (2017) analyzed interviews with six area coordinators, four collaborating teachers, and forty-eight scholarship students who took part in PIBID at a Brazilian federal university in 2013. Their aim was to examine how PIBID influenced the career choices of preservice teachers participating in the program.

The findings highlight that the classroom immersion and direct contact with school realities provided by the program have had a dual effect: on one hand, it has encouraged some teacher-education students to remain in their degree courses and in the teaching profession (one of PIBID’s intended goals); on the other hand, it has led others to abandon plans for a teaching career, precisely because of what they observe and experience in day-to-day school life and in basic-education teaching work.

Thus, Deimling and Reali’s (2017) data show that many preservice teachers feel discouraged from pursuing a career in basic-education teaching. As they enter schools, they discover inadequate working conditions and career paths, an overload of duties and responsibilities placed on teachers, and the profession’s lower social and financial standing compared with other careers that require the same level of education.

It is worth noting that these perceptions align with the findings of “The Attractiveness of the Teaching Career in Brazil” (Gatti, 2009), a study conducted jointly by the Carlos Chagas Foundation and the Victor Civita Foundation, which examined how graduating high-school students view teaching as a career option.

The study set out to explore students' perceptions of "being a teacher" and the factors they cite to explain why the teaching career does or does not attract them. It was carried out with senior high-school students in both public and private schools located in large or medium-sized cities across Brazil's different regions. Site selection followed criteria designed to ensure national coverage: regional distribution, city size, student density in upper-secondary education, and local job opportunities. On this basis, the research was conducted in eight cities and involved 18 schools (8 public and 10 private) (Gatti, 2009).

Findings highlight social and financial conditions, personal school experience, and family influence as the main disincentives to choosing teaching. Students most commonly justified rejecting a teaching career by saying that teachers are poorly paid; working conditions are bad; teaching and managing student behavior are increasingly difficult; and the profession lacks social recognition (GATTI, 2009).

With regard to PNFEM, only one qualitative study was found, which employed interviews and a literature review as its research methods.

Freitas and Cruz (2015) conducted a study aimed at examining the continuing-education proposal within the PNFEM and understanding its possible implications for teachers' work in schools. Specifically, the study sought to identify the theoretical and methodological foundations of the PNFEM's high-school teacher training program being implemented in Pernambuco schools; to characterize the main features of the continuing education offered by the pact; and to relate those features to the enhancement of teachers' professional development.

The study adopted a qualitative approach. First, a bibliographic investigation was carried out to capture the key concepts underpinning the continuing-education activities offered to PNFEM participants. In addition, interviews were conducted with 15 high-school teachers to understand how they perceive the pact's effects on day-to-day life at the State Technical School Professor José Luiz de Mendonça in Gravatá, Pernambuco.

Interview data highlighted several issues: a persistent gap between theory and practice; weak links to teachers' initial education; a fragmented curriculum; discontinuity in teacher-training policies; and a narrow focus on improving large-scale assessment results. As an initial exploration,



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the study concludes by stressing the need for further empirical research to assess PNFEM implementation more thoroughly.

In sum, the empirical studies highlight three main implications of the policies for teacher training and appreciation in basic education:

- 1 Professional training. Participation in initial-teacher-education programs helps prospective basic-education teachers engage with real school settings and develop habits of reading, study, and pedagogical planning. Moreover, these programs mitigate the adverse effects of students' ethnic, economic, and social background, thereby supporting the persistence and success of vulnerable participants in the teacher-licensure courses examined in the reviewed studies.
- 2 Continuing (in-service) professional development. In-service programs that deepen theoretical and methodological knowledge enhance teachers' pedagogical practice especially in Portuguese language and mathematics and equip them to adapt content to students' realities, prior knowledge, and cultural context.
- 3 Teacher appreciation through funding. The financing mechanisms FUNDEF and FUNDEB significantly boost student performance in public basic-education schools, as evidenced by SAEB results.
- 4 Integrated initial and continuing education. Teachers who lack a degree in education or who are credentialed but teaching outside their field—show considerable success when they take part in initial or continuing-education programs that enable them to regularize their professional status.

Finally, analysis of the empirical studies (Table 2) made it possible to identify the main problems and limitations of the policies for teacher training and appreciation in basic education, which are outlined below:

- 1 The scarcity of empirical research to evaluate the impact of initial and continuing teacher training programs on the day-to-day performance of teachers (specifically in the classroom context) and on their professional development;
- 2 The lack of empirical research on the impact of initial and continuing teacher training programs on student learning;
- 3 The lack of initial and continuing teacher training that enables ICTs to be used as a pedagogical tool capable of creating rich learning experiences;
- 4 The discontinuity of federal initial and continuing teacher training programs, which makes it difficult to improve/enhance and evaluate the training programs in terms of teachers' pedagogical practice and students' school learning;
- 5 Work overload and high dropout rates [due to the municipality's financial inability to provide a substitute for the teacher taking part in the program], which means that teachers have to add to their working day various other activities associated with initial/continuing training programs;
- 6 Restricting the educational process to the results presented by large-scale assessments, so that students' school performance is presented without analyzing the educational, social, affective and economic factors, among others, that relate to/affect the school performance verified by large-scale assessments.

Therefore, the main findings indicate that identifying the implications of teacher-training and teacher-appreciation policies supplies crucial input for designing, monitoring, and refining evidence-based educational policies, as it enables those policies to be planned, implemented, and followed up in ways that allow systematic tracking of the actions undertaken.

## **Final considerations**

The literature review aimed to assess the main implications of educational policies for the training and professional appreciation of basic-education teachers. Twenty-four articles met the

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inclusion criteria. Of these, 28.0 % focused on PNAIC, 13.5 % on PIBID and PROINFO, 9.0 % on PROFORMAÇÃO and PRO-LETRAMENTO, and 4.5 % on FUNDEF, FUNDEB, PRODOCÊNCIA, and PNFEM. No empirical studies on PROINFANTIL or LIFE satisfied the established criteria.

This study offers important contributions for improving teacher-training and teacher-appreciation policies. Conducted at the national level, it used a systematic literature review to analyze the implications of such policies on the basis of Brazilian empirical research, applying rigorous inclusion and exclusion criteria to select studies aligned with its objectives. The review also identified the principal problems and limitations highlighted in the empirical literature.

The studies examined provide valuable input for shaping educational policies aimed at enhancing teachers' professional development, as they employed a range of investigative methods observations, interviews, document analysis, opinion and literature surveys, questionnaires, and case studies allowing the use of approaches well suited to the issues under investigation.

However, despite its contributions, this review also has limitations—chief among them the exclusive reliance on secondary data (findings from prior empirical studies). These gaps underscore the need for future research employing investigative strategies that can determine whether the goals set by teacher-training and teacher-appreciation policies in basic education are actually being met.

Given the evidence analyzed, we conclude that empirical studies on these policies remain both limited and scattered. Moreover, no systematic evaluations exist to verify whether the intended objectives have been achieved. This highlights the urgent need for consistent monitoring and assessment of policy actions, so that programs can be refined and improved on the basis of solid evidence.

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