


**NOTES ON TEACHER TRAINING FROM THE MUNICIPAL EDUCATION PLAN  
OF THE MUNICIPALITY OF ABAETETUBA/PA** <https://doi.org/10.56238/sevened2025.011-002>**Waldira do Perpetuo Socorro Calado Dias<sup>1</sup> and Hellen do Socorro de Araújo Silva<sup>2</sup>.****ABSTRACT**

This article aims to analyze how the Municipal Education Plan (PME) of the municipality of Abaetetuba, located in the region of Baixo Tocantins, in Pará, ensures the training of teachers, analyzing its goals, strategies and specific actions aimed at this end. The research used a qualitative approach, including literature review and document analysis. The results reveal the existence of guidelines in the PME that aim to improve teacher training, promoting the qualification and updating of teachers. However, challenges are identified in the effective implementation of its goals, such as lack of resources, inadequate infrastructure and difficulties in continuing education of teachers. In addition, the need for greater integration between public policies and the reality of local schools is highlighted, as well as the strengthening of institutional support for teacher training. This work contributes to the understanding of the role of the PME in teacher training, in addition to revealing the obstacles faced in the implementation of these policies at the municipal level.

**Keywords:** Teacher education. Municipal education plan. Educational policies. Abaetetuba/PA.

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## INTRODUCTION

This article aims to analyze how the Municipal Education Plan (PME) of the municipality of Abaetetuba – located in the region of Baixo Tocantins, State of Pará – guarantees the training of teachers, analyzing its goals, strategies and specific actions aimed at this end.

The debate on teacher training in basic education has been recurrent in Brazilian education, especially after the enactment of Law No. 9,394/1996, and several definitions have been proposed by scholars on the subject. Martins (2010) understands teacher training as a path intentionally planned for the implementation of specific social practices.

Considering that the Brazilian State was constitutionally agreed to exercise the function of caring for its citizens, this function becomes important for social well-being. In this sense, state actions organized according to social demands can be transformed into public policies capable of meeting the specific needs of the various sectors. According to Amaral, Caldas and Lopes:

Public policies are the totality of actions, goals and plans that governments (national, state or municipal) outline to achieve the well-being of society and the public interest. It is true that the actions that public leaders (the rulers or decision-makers) select (their priorities) are those that they understand to be the demands or expectations of society (Amaral, Caldas and Lopes, 2008, p. 5).

In this context, the National Education Plan (PNE) in its goal 16, proposes "to guarantee all basic education professionals continuing education in their area of activity, considering the needs, demands and contextualization of the education systems" (PNE, 2014, p. 274). We understand that teacher training is of great value for quality education, and represents a public policy of professional enhancement that encompasses training, remuneration, career and working conditions. This aspect was expressly detailed in the 2013 National Education Conference Document:

Brazil owes a great debt to education professionals, particularly with regard to their valorization. To reverse this situation, valorization policies cannot dissociate training, fair wages, career, and professional development (CONAE, 2013, p. 74).

## THEORETICAL FRAMEWORK

The training of teachers is a goal and strategy to improve the quality of teaching. It consists of establishing proposals that contribute to the socialization of knowledge, in the best possible way, in a process of humanization. Thus, the qualification and training of teachers for an optimization of their practice, through the mastery of knowledge and methods of the field of work in which they work, should also be included in the demands of educational public policies. We can then conceptualize teacher training as an attitude

towards pedagogical, political and social challenges, which must be based on solid theorization and reflection.

In this context, the municipality of Abaetetuba/PA has a PME in force, with a significant number of teachers working in the municipal education system, which motivates us to analyze how the implementation of policies and programs related to teacher training by the municipal management has been made possible.

The study was carried out based on a bibliographic research that presents the various reflections of scholars of educational policies subsidiary to the implementation of policies and programs for teacher training. From the historical-dialectical materialism, we used the categories totality, historicity and contradiction, to better understand the context and/or problem around the implementations of public policies emanating from the goals and strategies of the PME of the municipality.

On this issue, Brandão states that:

For years we have argued that a good part of an adequate scientific methodology serves to protect the subject from himself, from his own person, that is: from his subjectivity. That between the researcher and the one who is researched there is only a proximity policed by the method (the subject dissolved in science) and the object (the other subject dissolved in data). Outside the domain of any interest other than that of science itself, everything is resolved with good theory at the beginning, objectivity in the middle and a rigorous articulation with the data at the end (Brandão, 1999, p. 7).

Sousa (2006) points out that the educational programs implemented by governments have as their main justification the incompetence of teachers due to inadequate initial training and the low quality of teaching in the school and social context. Thus, in order to improve the quality of education, it is imperative to raise the competence of teachers through continuing education programs.

Mészáros (2005) proposes the urgent need to adopt a project of transformation of society and education as a historical-dialectical praxis. This is essential to face the expansion of the capital project, with dimensions, processes and actors of the privatization of continuing education of teachers in Brazil in an overwhelming and necrophilic way that imposes alienation as the decision-making power over all areas of human activity. Freitas' (2007) analyses of the current scenario of teacher training also represent an important theoretical reference to support this research, the configuration of contemporary capital directly impacts the precariousness of teacher training and the exercise of teaching. There is a set of structural factors that transform the panorama of teacher training and the teaching career into neoliberal remnants, detaching the current needs of the school from the professionalization of youth.

Education workers, in their daily work, learn and teach from the relationships they establish with other people working in different spaces. These relationships are important and rich in learning, experiences and knowledge that are shared, promoting the exchange of knowledge. However, these exchanges can be limited when labor relations are excessively hierarchical and authoritarian (Kuenzer, 2007).

The pedagogical actions are intentional and systematized, developed with the objective of enabling access to knowledge, techniques and cultures produced by society in its process of historical development. This knowledge should provide the relationship between common sense knowledge and that arising from empirical experiences, to enrich scientific, cultural and technological knowledge through the scientific method. The pedagogical actions are part of school and professional training and improvement courses offered by specific institutions and companies. This process of formation is based on two dimensions: the technical and the subjective, based on discipline and pedagogical control, as emphasized by Gramsci (1968) when he stated that every hegemonic relationship is, in fact, a pedagogical relationship.

Nóvoa (1999) presents two conceptions of continuing education: the structuring and the constructivist. The first is based on the technicist paradigm, which defines the forms of action, behaviors, contents, procedures and resources to be implemented in the school space, without involving the active participation of teachers. The second originates from a reflective analysis, in which the teacher is an active member, and this training takes place integrated into his daily life.

Candau (1997) points out that continuing education should not be understood as a simple accumulation of courses, lectures or seminars of knowledge or techniques. Instead, it should be seen as a work of critical reflexivity on practices and as a permanent (re)construction of the educator's personal and professional identity, in constant mutual interaction.

In view of these conceptions, we can understand that teacher training is considered a permanent process, present not only in periodic courses, but permeating the daily life of teachers, taking into account their professional needs and aiming at the school environment for the development of the teaching-learning process.

In this sense, it is perceived that policies for teacher training have been the subject of debates in recent decades in relation to legislation, management, society and academia, focused on changes in search of improvements in the quality of basic education (Gatti, 2003). According to Arroyo (2012), with regard to the rights of education workers, two projects stand out that dispute the formation of these subjects: the first, founded on the

perspective of the class that owns the means and instruments of production; and the second, under the guidance of the class that owns the workforce.

Considering educational development and strategies for the different peoples and spaces of the Amazon is fundamental, since the region has its peculiarities, diversities and needs. Thinking about education projects for the Amazon implies offering possibilities for the people to be heard in their communities, whether rural or urban. As Caldart (2012, p. 261) states, "education brings a meaning and an epistemology that expresses the struggles of social movements for access to land, agrarian reform, work, culture, food sovereignty and territory."

In this conception, education unfolds as part of the resistance struggle of the peoples of the Amazon, which has been systematized in the pedagogy of social movements for rights. This pedagogy seeks to establish the praxis for the construction of another different form of life, aiming to overcome the social hegemony of power established by the exclusionary logic of the capitalist system. This approach contrasts with the struggle of the working class for the construction of a liberating and inclusive society, which reflects the existing social, economic, political and cultural contradictions, with the aim of achieving human emancipation. The peoples of the Amazon find themselves in a situation of subordination and oppression in access to social rights, and this can be seen with the reflection of the texts of Gramsci (1968) and Freire (1981).

## METHODOLOGY

The research was developed according to action research, based on the method of historical-dialectical materialism, which allows us to understand and analyze the educational context, considering the proposed objectives and emphasizing the categories of totality, historicity and contradiction. The bibliographic and documentary research subsidized the work, presenting different concepts and reflections of several scholars of education policies, contributing to the educational panorama on the implementation of policies for teacher training in the Lower Tocantins region, based on Law No. 2,164 PME/2015 of Abaetetuba and the goals and strategies of the PNE/2014 for teacher training in this region.

Minayo presents us with a view of qualitative research as a way of "understanding relationships, values, attitudes, beliefs, habits and representations and from this set of socially generated human phenomena, understanding and interpreting reality" (Minayo, 2002, p. 24). While Freire (1981) establishes a dialectical relationship between theory and practice, seeking to know reality from the overcoming of the dichotomy between subject

and object. According to Gil (2002, p. 50), "bibliographic research is developed from material already prepared, consisting mainly of books and scientific articles".

The theoretical research sought to identify the relationships and resonances of the various perspectives that emanate from the National Curriculum Guidelines for teacher training in basic education. This analysis was carried out in the context of teacher training policies in the public school system in the municipality of Abaetetuba/PA, from 2015 onwards.

Thus, for the purpose of organizing the procedures, some steps were followed: review of the literature and the theoretical framework; survey of statistical studies on online platforms (censuses carried out by IBGE and INEP).

## RESULTS AND DISCUSSIONS

### BRIEF HISTORICAL CONTEXTUALIZATION OF EDUCATIONAL POLICIES

Understanding education as a moral duty of the State becomes a mechanism to guarantee the right to citizenship that has repercussions as one of the elements of social equity. Historically, education has been denied to the majority of the population and, only from the twentieth century onwards, the concept of education began to be understood as an element of promotion for social and educational equality, associated with the right to access cultural and economic goods. Although this social right is guaranteed by public policies based on intense social struggles, when the Political Constitution of the Empire of Brazil was promulgated in 1834, free public education was provided, a "right" that extended only to a few in society. As Tonet states:

The individual may even belong to some social class, but this does not interfere substantially in the production of knowledge. Rationality is an innate quality, that is, a quality that everyone is a bearer of by birth. In this sense, reason is a trans-historical faculty. All men are bearers of it. They just make different use of it at different historical moments. For this reason, the one who produces knowledge is the singular individual, and his subjective qualities are ultimately responsible for what is done (Tonet, 2013, p. 45).

The education system is an important path in the class struggle, since the State, through the Municipal Council of Education (CME), should safeguard the process of dialogue that guarantees progress in the improvement of education. However, many times the State interfered by preventing or blocking the progress of the agendas. A new legal precept of the State intends to realign and reaffirm *subjective public* rights, indicating progress after so many setbacks in education: "in the 1988 Constitution, Education is

contemplated as a fundamental social right (Art. 6), public and subjective, and basic education is considered mandatory" (BRASIL, 1998, p. 18).

The changes in Brazilian legislation in relation to the guarantee of civil society participation in the public sphere, with greater autonomy of the national, state and municipal territory, become one of the most favorable and important spaces for the exercise of citizenship: popular participation in municipal councils linked to education. However, society needs to obtain knowledge about the structure and functioning of these collegiate bodies to boost participation and, thus, democratically ensure their greater representation in debates with the management of public affairs. Therefore, the decisions made in these spaces can be legitimized, and a representation that contributes to meeting the needs and interests of the various social segments can be built (Santos; Ramalho, 2011, p. 21)

From the creation of the National Education System (SNE), in its regulations aimed at the Continuing Education of Teachers, it is highlighted that "a national policy of valorization, initial and continuing training of education professionals needs to be urgently implemented" (BRASIL, 2014). Thus, it is necessary to reflect on the implementation of public policies aimed at teacher training and the model of initial and continuing education courses generated by public authorities, with proposals that result in concrete changes in teaching practices.

For Cury (2013), the creation of the National Council of Education (CNE) in the 1930s, in addition to representing an important advance, symbolized the maximum effort of the moment, characterized by the modernization of the country, industrialization and the qualification of the workforce. The law formulated for its creation reads: "to suggest measures aimed at increasing the financial resources granted by the Union, by the States or by the municipalities to the organization and development of education, in all its branches" (Brasil, 1931, art. 5, line c).

Bordignon (2009, p. 62) points out about the municipal councils that they: "formulate educational policies beyond the transience of governments, their singular wills and preferences". Understanding that democratic management, through the councils, is an integral part of the municipal education system, allows it to be a space for standardization and deliberation regarding educational actions with the State, a strategy that legitimizes the social representativeness of the councilors.

## **PNE, SMES AND TEACHER TRAINING**

In this scenario, the elaboration and approval of the PNE in the face of the Federal Constitution (C.F/1988), article 214, provides for the construction of a multi-year plan,



pointing out elements of articulation of strategies for the development of education at various public educational levels. Thus, we found consonance between Law 9.394/96 of Guidelines and Bases of Education (LDB) – which states, in paragraph 1: "elaboration of the National Education Plan, PNE, with guidelines and goals on Education for all". (Brasil, 1996, p. 47) – and the PNE created by Law No. 10,172, "with the legal responsibilities that were generated in the actions to achieve the goals, became enforceable" (Brasil, 2014, p. 14).

The subsequent PNE, Law No. 13,005/2014, was in force until 2024. It had ten guidelines, among them "the eradication of illiteracy, the improvement of the quality of education, in addition to the valorization of education professionals, one of the greatest challenges of educational policies [...]" (Brazil, 2014, p. 7). As Faleiro stated:

The idea of a National Plan, as well as state and municipal plans, persisted and only now is an updated PNE approved, by Federal Law No. 13,005 of June 26, 2014, with twenty goals and execution strategies, which express the entire Brazilian educational panorama (Faleiro, 2016, p. 27).

From the creation of the PNE, the CMEs, which held their conferences, and the national, state and municipal Forums, the dialogues, debates and decision-making were spaces for the consolidation of educational plans that came to bring the relations between society and the State closer together. In this way, society, through its segments, understood and saw itself more represented in meeting its desires and claiming its struggles. The management itself also gains legitimacy before society with its involvement in the propositions of public actions, characterized as an advance. The Municipal Education System of Abaetetuba (SME), established through Law No. 490/2017, which regulates school education, developed predominantly through teaching in its own institutions.

The teacher training policy is a condition to overcome the challenge proposed in the PNE/14 and PME/15, the document evidences the professional valorization of education workers and includes the initial and continuing in-service teacher training, which is configured in an appreciation that appears in the goals 10,11, 12 and 13 as strategies. These goals announce the training of teachers in education and highlight priority:

training of basic education professionals/teachers with specific higher education training (degree in the area of knowledge in which they work) [...] and training, at the postgraduate level, of basic education teachers / continuing education in the area of activity (Brasil, 2014, p. 13).

As Pimenta states:



The position we have taken is that the public school needs a professional called pedagogue, because we understand that the pedagogical practice, which goes beyond the classroom and determines it, is configured as essential in the search for new ways of organizing the school so that it is effectively democratic. The attempt we have made is to advance from the corporatist defense of specialists to the political need of the pedagogue, in the process of democratization of schooling (Pimenta, 1988, p.3).

The author emphasizes the importance of municipal management, of having qualified professionals in school institutions and thus, the training of teachers in the area of Pedagogy, because this training presents a theoretical framework for teaching *praxis* in the school context, with a decisive contribution to the training of students, preparing them in an integral way.

The PNE (Brasil, 2014) points to the continuing education of teachers as one of the ways to value teaching and to improve the quality of education: "it is essential to maintain good teaching professionals in the education system and with prospects for constant improvement".

The PME of Abaetetuba began in 2009, when the Municipal Department of Education of Abaetetuba (SEMEC), in partnership with the CME, organized civil society and agencies related to education, held the I Municipal Conference of Education. The meetings focused on the important points in the planning signed from the diagnosis of reality, in the establishment of priority guidelines, in the objectives, goals and strategies. This planning took place in a conception of policy development to ensure equity, with actions aimed at correcting situations of educational inequality in socially and economically disadvantaged groups, culminating in the elaboration of the goals and strategies of the PME (2014 to 2024). They guide educational actions in favor of policies that organize an Education System capable of improving the quality of education in the municipality.

The construction of a Ten-Year Education Plan only assumes the true legal value when it presents the possibility of meeting the needs and diversities of the territory with its challenges, conflicts and tensions. The power disputes signal a positive perspective, as a possibility for the construction of educational policy anchored in the diversity of opinions, where the different segments of civil society represent in this space their recognition as subjects and their identities, based on collective struggles, understood by Ribeiro (2010) as follows:

The collective political subject identifies popular social movements, which, in their organizational process, are capable of building a unity of common interests, in a diversity of specific interests, proper to the identity to which we refer, but also to the

contradiction present within them, through the movement of conserving/transforming. In these movements, the claims go beyond the punctual and temporal dimension, guided as they are by a project of society that confronts the current one (Ribeiro, 2010, p. 136).

The PME of Abaetetuba pointed out problems, priorities with deadlines, resources and actions to be carried out in an objective way, organized to meet what was planned to achieve with favorable results for education in the municipality.

Considering the data from the PNE/2014, Brazil has 74.8% of teachers with higher education; 32.8% of teachers who work with a degree in the final years of elementary and high school; 48.3% of teachers with a degree in the area in which they work.

As a diagnosis, it is observed that the municipal public school network of Abaetetuba has 172 school units of Early Childhood Education and/or Elementary Education, among them, 129 are in the countryside (islands, roads and branches), which implies impasses in the process of feasibility of educational actions for the 19,773 students enrolled (IBGE-2020). The municipality also has private schools, schools under agreement and higher education institutions, public and private.

Considering the PME/15, in relation to the municipal network, the training of effective and municipal teachers in the network stands out: approximately 26.82%, with initial training and 73.18% of teachers with secondary education. Alvarado-Prada, Campos Freitas and Freitas (2010) define continuing education as:

a continuous journey of education professionals, in whose path all their individual and collective dimensions of a historical, biopsychosocial, political, cultural nature, typical of integral beings and authors of their own formation, act. Teachers in practice build new knowledge, ideas and practices, because it is from what they already have and know that they continue their development (Alvaro-Prada et al., 2010, p. 310).

To comply with national legislation, SEMEC together with the CME, held the I Municipal Conference with the theme "Public educational policies in their articulations with the Municipal Education System and Plan", aiming to discuss proposals that were taken to the Regional Conference held in the city of Cametá and, later, to the State Conference in Belém. In this event, the Municipal Education Forum (FME) was established, Decree No. 188 on June 11, 2012, organized in the Monitoring and Evaluation Commission of the Municipal Education Plan. According to Brazil's guidance documents (2016), monitoring becomes a continuous act of observation, as information about progress on the defined goals is made public. In the text of the guiding document, the managerial role of the

Municipal Secretariats of Education and the hand of the State in controlling the financing and pedagogical structure of education is clear.

In recent years, teacher training has been the center of many debates. According to Dourado (2016), there are structural divergences in relation to: *training locus*, training project, teacher's role, training dynamics, theory and practice relationship, role of supervised internships, practice as a curricular component, among others.

Regarding the various views on the conceptions of teacher training, according to the author, there is agreement in favor of the lack of new milestones for the understanding that, only through the feasibility of a national public policy that prioritizes training, will the conditions be given for teacher professionalization involving the valorization of initial and continuing education, career, wages and working conditions.

In the book *Professora sim, tia não: cartas a quem ousa ensinar*, Paulo Freire reaffirmed the necessary professionalization of teaching. The dream of change is not consolidated in societies without the presence of teachers. It is true, he says, "education is not the lever of social transformation, but without it this transformation does not take place" (Freire, 1993, p.53). Freire states that a society only advances if education is a priority and knowledge is improved, considering culture, science, research, technology, teaching. And all of this starts with well-qualified teachers. He emphasizes the role of the teacher and his training in the book *Pedagogia da Autonomia*, showing how important teacher training is for any educational change, especially for improving the quality of teaching. Regarding the quality of education, he highlights:

precisely because there is no substantive quality, whose profile is universally made, a quality of which it is said: this is the quality, we have to approach the concept and ask ourselves what quality we are talking about". (Freire, 1993, p.42)

From the conception of competencies of an integral education, a new non-homogeneous discourse on the human formation of the teacher emerged. Citizens would need to present skills capable of covering "knowing", "knowing how to do" and "knowing how to be". Faced with the need for professional qualification, teachers entered this scenario of outsourcing courses, through partnerships with private educational entities, which offer pedagogy courses and other degrees for economic purposes. However, such courses represent a "sandwich" academic training with little professional qualification, which raises questions about the dynamics of their minimum curricula, which do not fully improve the skills and competencies necessary to teach classes in public schools for basic education students.

## CONCLUSIONS

The present study provided a brief overview of teacher training from the PME/2015-2025 in Abaetetuba/PA, emphasizing the importance of public educational policies in guaranteeing rights and improving education. The legal support establishes and gives autonomy to the states and municipalities in the organization of their education systems in line with the constitutional principle of democratic management.

The need for a movement capable of recognizing the appropriation and reorganization of scientific knowledge in the training of basic education teachers was perceived, enabling such knowledge to be mobilizers of analyses and pedagogical perspectives that contribute to the process of collective construction of a political project committed to the sociocultural reality of the Amazon. This project needs to contemplate two interrelated dimensions: an objective one, which concerns the functional conditions inherent to the profession: career, remuneration, working conditions and training; and a subjective one, referring to social recognition and professional dignity.

In this sense, the Monitoring and Evaluation of the PME/Abaetetuba by the FME is validated, with the objective of subsidizing the structural organization, diagnosing goals and including the training process of information collection and actions developed during the term of the PNE and PME. Considering the territorial diversity of Abaetetuba (islands, roads, branches and headquarters), aiming at the next Municipal Conference (2025 - 2035), we highlight that it is necessary that:

[...] Evaluation is understood as the periodic act of valuing the results achieved up to that moment, the actions that are in progress and those that have not been carried out, to determine the extent to which the objectives are being achieved and to guide decision-making. (Brasil, 2016, p.06).

It is of fundamental importance to ensure a public educational policy emanating from society, where the municipal management can be able to implement it, respecting the particularities of the Amazon region, in favor of the quality and equity of education and the access and permanence of students in school.

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