


THE LOGIC OF CAPITAL AND ITS ECHOES ON THE NATIONAL CONTINUING  
EDUCATION POLICY FOR BASIC EDUCATION TEACHERS

*A LÓGICA DO CAPITAL E SEUS REFLEXOS SOBRE AS POLÍTICAS DE  
FORMAÇÃO CONTINUADA DOS PROFESSORES DA EDUCAÇÃO BÁSICA*

*LA LÓGICA DEL CAPITAL Y SUS REFLEXIONES SOBRE POLÍTICAS PARA LA  
FORMACIÓN CONTINUA DE PROFESORES DE EDUCACIÓN BÁSICA*

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**ABSTRACT:** This paper deals with the educational policies, precisely, with the national continuing education policy for basic education teachers in the state of Pernambuco. This State is inserted in the national program “Pacto Pela Educação” (Pact for Education). National Government have seen this program as an essential public policy and a strategic theme for the State development. Here, we analyze the national legal ordering and state curricular ordering that treat this topic and we realize that these policies are generally based on the logic of capital, grounded on accountability policy that adds meritocracy and managerialism, focused on external exams, educational index and bonus payments that disqualify the teachers and school officials work. Maintaining and reproducing dominant social relations, linked to the Human Capital Theory, however in the guise of the right to learn speech. Finally, we reaffirm and defend historical demands of this working class, mainly initial and continued qualification, appreciation of their work and basic working conditions for them. All of this together with the overall quest for Brazilian high-quality education, apart from education based on logic of capital.

**KEYWORDS:** Educational policies. Continuing education. Logic of capital.

**RESUMO:** *O artigo trata das políticas educacionais, precisamente, a política de formação continuada dos professores da educação básica nacional e no Estado de Pernambuco. No Estado estão inseridas no Programa Pacto Pela Educação, tido pelo governo como política pública de impacto social e colocado no âmbito dos temas estratégicos para desenvolvimento do Estado. Realizamos análise do ordenamento legal nacional e estadual e do ordenamento curricular estadual que tratam da temática e percebemos que as políticas estão pautadas pela lógica do capital, tendo por base a política de responsabilização que agrega meritocracia e gerencialismo, com foco nas avaliações externas, nos índices educacionais e distribuição de bônus - o que acaba por operacionalizar uma desqualificação do trabalho docente e da escola, representando a manutenção e reprodução das relações sociais dominantes, ligadas à teoria do capital humano, travestido de defesa do direito de aprender. Por fim, reafirmamos a defesa de uma demanda histórica da categoria por política de formação e de valorização dos profissionais, capaz de articular formação inicial e continuada, com condições básicas de trabalho, articulada com a luta mais geral da política educacional no país, a partir de referências que coloquem a educação para além da lógica do capital.*

**PALAVRAS-CHAVE:** Políticas educacionais. Formação continuada. Lógica do capital.

**RESUMEN:** *El artículo trata sobre las políticas educativas, precisamente, la política de formación continua para docentes de la educación básica brasileña y de la Provincia de Pernambuco. En la Provincia, son parte del Programa Pacto pela Educação, considerado por el gobierno como una política pública de impacto social y colocado en el ámbito de los temas estratégicos para el desarrollo del Estado. Lo hicimos un análisis del orden jurídico nacional y de la provincia y del orden curricular de la provincia que abordan la temática y nos dimos cuenta que las políticas se rigen por la lógica del capital, con base en la política de rendición de cuentas que suma meritocracia y gerencialismo, enfocándose en evaluaciones externas, en los índices educativos y distribución de bonificaciones, que acaba operacionalizando una descalificación del trabajo docente y de la escuela, representando mantenimiento y reproducción de las relaciones sociales dominantes, ligadas a la teoría del capital humano, disfrazada de defensa del derecho a aprender. Finalmente, reafirmamos la defensa de una reivindicación histórica en la categoría de una política de formación continua y valorización*

*de profesionales, capaz de articular la formación inicial y continua, con condiciones básicas de trabajo, articulada con la lucha más generalizada de la política educativa en el país, a partir de referencias que sitúan la educación más allá de la lógica del capital.*

**PALABRAS CLAVE:** Políticas educativas. Educación continua. Lógica del capital.

## Introduction

The study presented here is part of a research developed at doctoral level that deals with educational policies, more precisely, on the policy of continuing education of teachers of national basic education and the State of Pernambuco. We start from the study of the main educational laws, trying to analyze the policies that guide the continued training of basic education teachers, discussing them in general and specific terms, at the federal and state levels. The interest in this theme is justified by this being inserted in one of the fields of education studies that in recent periods has expanded its importance for the category of education professionals, as well as for the development of public policies for and education at the national and state levels. It adds to these issues, the fact that we have acted as a teacher of basic education for twelve years and lived this need/reality in the "floor" of the school.

It is important to highlight that we deal with the continuing education in this study based on what has been advocated by the movements of educators, specifically by ANFOPE, as well as the debates held during the National Education Conference (CONAE 2010 and 2014), which point to the need to have the continued training of education professionals understood at the level of public policies, based on the condition of professional law and duty of the State and, as public policies, are considered collectively, based on collective demand, in addition to individual initiatives. The training and valorization of education professionals is inseparable.

Some researchers such as Taffarel and Rodrigues (2010) recognize this debate as a historical and immediate demand and go further, when it also recognizes the need for a global policy of training and valorization of education professionals, capable of articulating initial and continued training, with working conditions, with the salary floor and career, as basic working conditions for education professionals, as well as, articulated with the more general struggle of the directions of educational policy in Brazil.

The discussions pertaining to the policy of continuing education of teachers, historically effected by the movements of educators – National Association for the Training of Education Professionals (ANFOPE), National Association of Research and Graduate Studies in Education (ANPED), National Association of Policies and Administration of Education (ANPAE),

National Confederation of Education Workers (CNTE), and National Forum in Defense of Public Education, they have been guiding and pointing out the paths of educational policies, in general, and of the initial and continuing education policies of teachers, as well as the possible elements for overcoming the current conditions in which education is located and, in particular, teacher education.

The discussions and analyses of these movements point to the need for a broad training process that is guided by the permanent construction of knowledge, as well as advocate the construction and consolidation of a global policy of training and valorization of education professionals. However, what has been happening, nationally, within the scope of continuing teacher education policies - as pointed out by some studies in the area, such as: Leal, Borges and Ribeiro (2019), Silva, Conrado and Luz (2011) and De Albuquerque (2014), among others - is the prioritization of a policy based on the valorization of human capital with interests focused on socioeconomic transformations arising from the demands of capital, this is one of the questions also pointed out in our research.

In the context of educational policies in Brazil, there are disputes of projects with different conceptions of the role of the State, education, society and man: on the one hand, multilateral agencies dictate their norms and models and guide education as a commodity, focused on the competencies and skills that give answers to the interests of capital (FREITAS, 2014); on the other hand, a project based on the historical-social conception, which is part of the historical struggle of educators' movements, marked by criticism and reflection-action, guides the demands necessary to the working class, defends an education of socially referenced quality, so that the children of the working class can take over and empower the knowledge produced by humanity (FREITAS, 2014).

Also according to Freitas (1999, p. 18, our translation), in the context of neoliberal educational policies and educational reforms, whose words of order are "total quality", "modernization of the school", "adequacy of teaching to the competitiveness of the international market", it is possible to perceive that "education is an important facilitating element of the processes of capitalist accumulation and, consequently, teacher education gains strategic importance for the realization of these reforms in the context of these reforms in the school and basic education." The educational processes and the broader social processes of reproduction are interconnected, according to Mészáros (2006).

Faced with these issues, our objective was to analyze the policy of continuing education of teachers of national basic education and in the state of Pernambuco, establishing relationships with socioeconomic transformations arising from the demands of capital. The question that

most specifically guides our study: What relationships and relationships are established between the policy of continuing education of basic education teachers in the state of Pernambuco, with public educational policies in the federal sphere, specifically, with the National Policy of Training of Professionals of the Magisterium of Basic Education?

For the methodological development of the research, we chose to work with the conjuncture analysis method, because we evaluate that educational public policies are also guided by economic and social relations, by the correlations of strength established in society, which causes a constant dynamic. Conjuncture analysis is made seeking to identify in reality arising what constitutes it, the actors and interests at stake, relationship of forces and articulation (relationship) between "structure" and "conjuncture".

According to Souza (1995, p. 08, our translation):

The analysis of the conjuncture is a mixture of knowledge and discovery, it is a special reading of reality and that is always done according to some need or interest. In this sense there is no analysis of neutral, disinterested conjuncture: it can be objective, but it will always be related to a certain view of the meaning and direction of events.

To work with this method of analysis is to take on the challenge of any conjuncture | 5  
analysis, which is "[...] understand the interrelations of the parties that form the whole, because totality is a set of multiple determinations" (ALVES, 2008, p. 01, our translation). In our study we work in this perspective, that is, we generally address federal and state educational public policies, until we specifically reach the policies of continuing education of teachers of federal basic education and the state of Pernambuco. We carry out historical rescue and survey of current national laws, decrees and official documents dealing with the theme and develop analysis of such legal systems, as well as, we seek to identify the relations established between the policy of continuing education of teachers of national basic education and in the state of Pernambuco and the socioeconomic transformations arising from the requirements of capital. We delimited as a time frame the period from 2010 to 2014, because it is in this period that nationally was instituted, through Decree No. 6,755, of January 29, 2009, the National Policy for the Training of Professionals of the Magisterium of Basic Education (BRASIL, 2009a).

## The logic of capital and its reflections on educational policies

According to Azevedo (2004, p. 05, our translation), public policies are those that "[...] represent the materiality of state intervention, or the State in Action"; and, in a more concrete plan, "the concept of public policies implies considering the resources of power that operate in their definition and that has in the state institutions, especially in the governmental machine, its main referent" (AZEVEDO, 2004, p. 05, our translation).

According to Souza (2006), several were the causes that led to the visibility of social policies: the adoption of restrictive spending policies, the new views on the State, the transition from post-war Keynesian policies to restrictive spending policies, as well as the difficulties of some countries, especially those in Latin America, to be able to form political coalitions capable of minimally equating public policy formulations that would respond to problems economic developments and, therefore, social inclusion. In the 1980s, this discussion began to gain centrality in Brazil, also arising from economic crises, making public policy have a broader space of discussion both in the social and academic spheres. This space came from reflections on neoliberal policies adopted in several countries.

With the application of neoliberal policies and the deepening of the process of insertion | 6  
in the globalized market of Latin American countries in the 1990s, there was a profound reform of the State redefining the boundaries between the public and the private. In addition to the reform of the state, in this decade there was also a process of privatization and indebtedness never before seen in Brazil. England's experience in Margaret Thatcher's Government served as a model for the privatization process developed and also for cutting the public budget, which have had negative effects on the public service-dependent population.

Neoliberal hegemony has been causing important reconfigurations in social policies: long-term unemployment, precarious labor relations, expansion of temporary jobs without any guarantee of rights, development of social programs focused on income transfer, or minimum income. Capital in crisis uses strategies resulting from its primary contradiction – the irreconcilable antagonism between capital and labor – which emerge in the reconfigurations cited by increasing exploitation rates, intensified to increasingly inhuman levels, and the trend law of the increasing rate of value-of-use of goods. We conceive the concept of State as well as Peroni (2003, p. 22, our translation), "Historical state, concrete, class and, in this sense, maximum State for capital, since, in the process of correlation of forces in progress, it is the capital that holds hegemony". And what has been happening in Brazil and other Latin American countries is the overlay of a policy of benefiting a few at the expense of many, the rich at the

expense of the poor. The State, in Brazil, a country characterized as capitalist, peripheral and dependent, and in many other countries, is the renunciation of the role of executor or direct provider of services, for the role of regulator and provider of these services, especially essential social services such as education and health. Taking as reference once again Peroni (2003), "the classist character of the State is accentuated to the extent that it withdraws by passing on social policies to control the market".<sup>1</sup>

In the situation we are experiencing, it is virtually impossible to deny that the broader educational processes and social processes of reproduction are interconnected; operationalizing an educational change requires operationalizing changes in the current social structure that directly affects the basic contradiction of capitalist society, which is between capital and work. One issue that we can highlight in relation to public educational policies in Brazil is the fact that we have historically, more governmental policies, to the detriment of state policies. For Dourado (2011, p. 55, our translation), "Understanding education as a public policy and perceiving it in the articulation with other policies is fundamental to contribute to the process of its implementation as a state policy". The education crisis manifests itself both economically and in the political world. Formal education is deeply integrated into all social processes.

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The formal educational system of society cannot function smoothly if it is not in accordance with the general educational structure – that is, with the specific system of "effective internalization" of the society in question. The crisis of educational institutions is then indicative of the set of processes of which formal education is a constitutive part (MÉSZÁROS, 2006, p. 275, griffins of the author, our translation).

Given the circumstances, it is noticeable that the logic of capital directly affects educational policies, the policies put into development are mostly, perhaps all, directed to meet the demands of the market to the detriment of meeting the demands of the working class; we cannot deny that educational policy suffers impositions of political, economic and social structures in the various socio-historical contexts, and, therefore, it is necessary to rethink them.

Limiting a radical educational change to the corrective margins of interest to capital means abandoning at once, consciously or not, the goal of a qualitative social transformation. Likewise, however, seeking margins of systemic reform in the very structure of the capital system is a contradiction in terms. That is why it is necessary to break with the logic of capital if we want to contemplate the creation of a significantly different educational alternative (MÉSZÁROS, 2005, p. 27, griffins of the author, our translation).

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<sup>1</sup> Mézáros (2002) called the "trend law of the increasing rate of the value-of-use of goods", the tendency of a commodity to have its "shelf life" reduced to the maximum, so that it is very quickly exchanged for a new one.

We are in favor of the discussion that social policies cannot be perceived only in their phenomenal expression, isolated, it is necessary to perceive them in their essence, to place them in social reality from the point of view of concrete totality (KOSIK, 2002).

In this perspective, the study of social policies should consider their multiple causality, internal connections, the relationships between their various manifestations and dimensions. From the historical point of view, it is necessary to relate the emergence of social policy to expressions of the social issue that have a determining role in its origin (and that, dialectically, also suffer effects of social policy). From the economic point of view, it is necessary to establish relations between social policy and the structural issues of the economy and its effects on the conditions of production and reproduction of working-class life. In other way, it relates social policies to economic determinations that, in each historical moment, attribute a specific character or a given configuration to capitalism and social policies, thus assuming a historical-structural character. From a political point of view, it is concerned with recognizing and identifying the positions taken by the political forces in confrontation, from the role of the State to the actions of groups that constitute the social classes and whose action is determined by the interests of the class in which they are situated (BEHRING; BOSCHETTI, 2010, p. 43, our translation).

The capital crisis requires answers from the various sectors and education has not been outside this logic. With each relevant change in the production and distribution of wealth, workers are even more interconnected to the interests of capital and, consequently, educational practices subordinated to these interests that historically take on different forms and contents. And all these changes are guided by the interests and demands of capital and this is also derived from various processes of crises that the capitalist system has been going through since its inception. According to Harvey (2011, p. 100, our translation), "Crises are in a state, as necessary for the evolution of capitalism as money, the power of labor and capital itself." To understand the socio-historical-political context, we necessarily need to understand the accumulation of capital and its crises. This structural crisis teaches us an important lesson: within the frameworks of the capital system, it is insoluble and, therefore, it is necessary to build a path beyond capital, in order to ensure the continuity of humanity; and, thinking about society with the human being as a parameter, requires overcoming the dehumanizing logic of capital - which has in individualism, profit and competition its foundations - also requires a social, broad and emancipatory transformation. And the necessary emancipatory social transformation is inconceivable without a concrete and active contribution of education in its broad sense (MÉSZÁROS, 2005, p. 76), and this is our educational task.

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## **The national and local policy of continuing training in this context**

More intensely, the policy of continuing education is "established" in Brazil in the 1990s, in the context of educational reforms, tied to the conceptions of education advocated by capital, focusing on the valorization of human capital, such as "learning to learn" and, it became a requirement of educational legislation, increasingly constituting a necessity, both to enable the improvement of the teaching and learning process and to meet the new needs posed by neoliberal globalization. The theory of human capital has a close connection with the social relations of capitalist production and reproduction (FRIGOTTO, 2010).

In the specific scope of the Basic Education Teacher Training Policy, in 2004 the National Network for Continuing Teacher Training was established, composed of universities working with public education networks to develop the Continuing Education of Basic Education teachers in specific areas, they are: a) Literacy and Language; b) Mathematics and Scientific Education; c) Teaching of Human and Social Sciences; d) Arts and Physical Education; e) Education Management and Evaluation. Also, the National Policy for the Training of Professionals of the Teaching of Basic Education was instituted, based on decree no. 6,755/2009, which aims to organize, together with the States, the Federal District and Municipalities, the initial and continued training of the professionals of the teaching of public basic education networks (BRASIL, 2009a).

According to this decree, the policy will fulfill its objectives through Permanent State Forums to Support Teacher Training, they are collegiate bodies, and among its main functions are: to elaborate and monitor the implementation of a strategic plan, to define priorities and goals of the program in each state, coordinate teacher training actions and propose specific actions to ensure permanence and satisfactory performance of basic education teachers. Ordinance No. 883, of September 16, 2009, establishes the national guidelines for the functioning of the State Forums (BRASIL, 2009b).

The National Policy for the Training of Professionals of the Magisterium of Basic Education, established in 2009 presents several principles of which we highlight:

- ✓ Teacher training for all stages of basic education as a public commitment of the State, seeking to ensure the right of children, young people and adults to quality education, built on solid scientific and technical bases;
- ✓ The formation of teaching professionals as a commitment to a social, political and ethical project that contributes to the consolidation of a sovereign, democratic, just,

inclusive nation that promotes the emancipation of individuals and social groups;

- ✓ The articulation between theory and practice in the process of teacher education, based on the domain of scientific and didactic knowledge, contemplating the indissociability between teaching, research and extension;
- ✓ The importance of teachers in the educational process of the school and its professional valorization, translated into permanent policies to stimulate professionalization, the unique journey, career progression, continuing education, exclusive dedication to teaching, improvement of remuneration conditions and guarantee of decent working conditions;
- ✓ The articulation between initial training and continuing education, as well as between the different levels and modalities of teaching;
- ✓ Continuing education understood as an essential component of teacher professionalization, and should be integrated into the daily life of the school and consider the different knowledge and teaching experience.

We cannot deny that these principles are important for the development of an educational policy focused on the social, political and technical competence perspective, articulated to the career debate, work day and remuneration, continuing education is indispensable to professional valorization. However, it is necessary to question the relations established between this policy and the socioeconomic transformations arising from the demands of capital.

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According to ANFOPE (2012, our translation):

The policy of training education professionals in our country has been a theme that has been put on the agendas of governments in the last two decades with a view to meeting the process of globalization and especially policies guided by multilateral organizations, such as the World Bank. This orientation has been constantly questioned by the organized social movements of educators who call for a quality policy in the training of these professionals.

The dilemmas in the implementation of educational policies after LDBEN n. 9394/96 are multiple, author Brzezinski (2009), highlights some who considers as the most expressive dilemmas of this historical moment in the field of education policies of education professionals and, among them, we highlight what is closely linked to our object of study. The author points out the disposal by the power established in the MEC of the constitution of a National System of Training and Valorization of Education Professionals, which for a period of time reinvigorated the expectation that the Movement of Educators will be able to realize the historical demand for the installation of a global policy of training and valorization of education

professionals, able to contemplate initial and continued training articulated to working conditions, salary floor and career as one of the conditions for improving the quality of basic education.

The disappointing withdrawal occurred with the approval of Decree No. 6,755, of 0/29/2009, which instituted the National Policy for the Training of Professionals of the Teaching Of Basic Education. In this sense, says the author, the challenge presented to the National Movement of Educators is to try to monitor and evaluate the implementation of these policies, as well as make investments to ensure the participation of academic entities representing the movement as members integrated with the Permanent State Forums for Support to Teacher Training, provided for in Art. 4 of Decree No. 6,755/2009 (BRASIL, 2009a).

In the scenario of neoliberal educational policies, education is seen as a facilitating element of capitalist accumulation processes and is increasingly treated as a commodity, as an investment sector of large entrepreneurs, who place themselves as "defenders" of quality education. But what quality? For entrepreneurs, it is knowing how to read, write, count and some more skills that are being expected at the factory door, measured in a standardized test. For educators, an education of social quality is focused on values, for broad human formation. According to Freitas (2014), entrepreneurs/educational reformers are aware of the importance of the teacher, so the focus of control of business reformers is the teacher.

Nationally, in addition to what has already been exposed, we can highlight as an educational policy that in some way deals with the continuing education of basic education teachers: the constitution of the Board of Basic Face-to-Face Education (DEB) through Law 11,502 of July 11, 2007, Law No. 13,005 of June 25, 2014, which approves the National Education Plan, Resolution No. 2 of July 1, 2015 that defines the National Curriculum Guidelines - DCN's - for initial training at a higher level (undergraduate courses, pedagogical training courses for graduates and second degree courses) and for continuing education, Decree No. 8,752 of May 9, 2016, which provides for the National Policy for the Training of Basic Education Professionals. It is important to emphasize that the most recent policies are significant historical milestones that have enabled important changes in the understanding of the need for policy terms of continuing education. However, it is no longer bearable that such policies continue to be constituted "only" to respond to market demands, it is urgent that they actually meet the historical demands of educator movements.

The historical clashes and the struggle of ideas in the field of teacher training

are part not only of academic studies and investigations, but mainly of the political-ideological struggle, which permeates the conceptions – of society, education and school when we deal with the training of education professionals – teaching and school support staff – and of the future we want for our country (FREITAS, 2012, p. 211, our translation).

A relevant step in the context of these disputes is to be able to make the proposals put on paper are in fact implemented, that is, that the educational policies approved as laws, decrees, ordinances, among other legal systems, are put into practice, and it is up to the organized sectors of society to monitor and evaluate the actions of the government, intervening in the definition and implementation of educational policies. The way in which continuing education should take place is also based on the DCN's, where it is advocated that it take place through training activities (which can be organized by basic education systems, network and institutions, including project development, pedagogical innovations) and refresher courses, extension, improvement, specialization, master's and doctorate that add new knowledge and practices, articulated to the policies and management of education, the area of activity of the professional and the institutions of basic education, in its different stages and modalities. An important issue to be emphasized is the recognition of the importance of continuing education offered by the training centers of the states and municipalities, and by the schools, as a constitutive part of the new policy that wants to be consolidated in the country.

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In the State of Pernambuco, educational policies aimed at Public Education are based on the portfolio of the Pact for Education Program. This program is considered by the government as a public policy of social impact and is also placed within the scope of the strategic themes for the development of the State, it was constituted, considering the Federal Constitution/1988, the LDB/1996, the Education Development Plan - PDE, the MEC Guidelines and the National Education Plan, with the purpose of reaffirming the commitment to an inclusive education for the formation of citizenship and for the world of work. And its lines of action: The strengthening of partnerships with municipalities; transparency of information; The initial and continued valorization and training of education professionals; The recognition of merit, performance, monitoring and evaluation of processes and results; The construction of innovative pedagogical practices; The use of technologies as didactic and pedagogical tools (PERNAMBUCO, 2012). It also includes the educational policy of Pernambuco, the constitution of the Permanent Forum to Support Teacher Training of the State of Pernambuco - FORPROF-PE, established in accordance with Decree No. 6,755, of 0/29/2009, the official documents regulating teacher training (Teacher Training Parameters - 2014), a document constituted by SEE in partnership with UNDIME (Parameters for Basic

Education of the State of Pernambuco – 2012), as well as Law No. 15,533 of June 23, 2015, which approves the State Education Plan (BRASIL, 2009a).

From the analyses we carried out, we point out, broadly, that the documents that make up the Curricular Parameters of Basic Education of Pernambuco follow the logic of management policy focused on results, as propagated in the guidelines and principles of the Pact for Education Program; the lines defined in the documents reinforce the proposition of educational policies being based on the valorization of human capital, worrying about developing the skills and skills necessary to meet the demands of the market, focusing on the indexes and consequently, on external evaluations/standardized test, which causes the narrowing of the curriculum and pedagogical practices; in our evaluation, the Curricular Parameters (what to teach) and the Parameters in the Classroom (how to teach) are very close to the logic of standardization of teaching materials, so condemned by educators.

Taking as reference Silva (2013), the State of Pernambuco, since the government of Jarbas Vasconcelos in 1999, has been developing an Integrated Model of Management of the Executive Power that is based on the management model, however, it was from 2007 with the government of Eduardo Campos that this model was consolidated.

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From the social point of view, in the documents studied, the supplementary role of social policies is observed, to mitigate the negative effects of capitalism on society, as well as to give sustainability and legitimacy to the proposed development model, especially through education, health, safety and job creation policies. In this project, education policies are based on the notion of adapting to market needs and the formation of human capital with the skills necessary for insertion in the knowledge economy (SILVA, 2013, p. 87, our translation).

In fact, it is this perspective found in the document Curricular Parameter, which, as analyzed in our study, permeates all other curricular documents of see/PE, including the Teacher Training Parameter, and expresses the conception of education and continuing education of the educational policy of the State of Pernambuco, guided by the managerial perspective of education policy and management (CABRAL NETO, 2009). This perspective prioritizes large-scale qualification exams, teacher performance with incentive to awards for those who achieve the established goals, focusing on results management and performance evaluation.

It is regrettable, but it is noted that Pernambuco is recognized as one of the states that serves as an example of implementation and implementation of policies based on management, with the policies implemented by the PMGP-ME and the Pact for Education, the government

of Eduardo Campos (2007-2010/2011-2014) consolidated the policy of educational accountability in Pernambuco, which is contemplated in the Term of Commitment, in the Educational Performance Bonus - BDE, in the Basic Education Development Index in Pernambuco - IDEPE and in the Basic Education Evaluation System of Pernambuco - SAEPE. However, countries that have more advanced experience in implementing these policies (USA, Chile) have already indicated that their results have intensified school and social inequalities and narrowed curricula emphasizing only some cognitive knowledge (reading and mathematics) to the detriment of others (CABRAL NETO, 2009).

### Final considerations

Concerned about the advance of capital in the context of educational policies in Brazil, we set out to analyze them and, more directly, we focused on the theme of the policy of continuing education of teachers of basic education in the state of Pernambuco. The path we walk, considering our empirical material (national legal order and legal and curricular systems of the state of Pernambuco that deal, directly and indirectly, with the policy of continuing education of basic education teachers and documents and minutes of FORPROF/PE), as well as systematization, content analysis and analysis of the conjuncture of facts and data, it allowed us to confirm our hypothesis that: the policy of continuing education of teachers of basic education, in Brazil and in the state of Pernambuco, evidences fragmentation and discontinuity, based on the valorization of human capital, with repercussions on the organization of pedagogical work. Regulated, possibly, by the relations established between educational policy and socioeconomic transformations arising from the demands of capital, it does not constitute an effective policy of training and valorization of education professionals capable of articulating initial and continuing education with basic working conditions.

At the national level, among other notes made in the research, we can affirm that there is the incorporation of some historical demands of educators and civil society, arising from the conflicts and clashes of the different projects of education and society that, still, remain numerous. This led to an alignment in terms of the conception of continuing education, in the perspective and in the understanding of a continuous formation articulated to the initial training and the valorization of teaching professionals, as stated in Decree No. 6,755/2009 (BRASIL, 2009a), National Network for Continuing Teacher Training, Resolution 2/2015 and Decree No. 8,752/2016. Contradictorily, we also point out that there is, within the scope of this national legal order, the incorporation of demands based on the valorization of human capital that

identifies with the neoliberal conception of education and, in turn, is consistent with what Melo (2004) defined as the globalization of education.

In local terms, the way the state of Pernambuco manages the educational policy of continuing education, as we can perceive in the analysis of curriculum documents and legal order, contrary to what they advocate, even contradictorily, is guided by the policy of accountability that aggregates meritocracy and managerialism, focusing on external evaluations, educational indexes and distribution of bonuses and ends up operating a disqualification of the teaching work and the school, thus representing a maintenance and reproduction of the dominant social relations, linked to the theory of human capital based on the individual and not on the collective, dressed up for the defense of the right to learn.

According to Freitas (2014, p. 1090, authors' griffins, our translation):

The defense of the "right to learn" that only today, after centuries, entrepreneurs have remembered fulfills various functions, from operational to ideological. It is a way of interfering in the formation of the new worker and the number of workers available, increasing control over the school and hiding the social roots of academic inequalities.

The right to broad and contextualized training that every human being should have is reduced to the right to learn the "basic" expressed in the reference matrices of national exams, assumed there as the domain that is considered "appropriate" for a given school grade in the disciplines evaluated – not by chance those that are more directly linked to the needs of the productive processes: mathematics and science. It should be emphasized that it is the reference matrices of the exams and not the prescribed curriculum, the common national basis, that define what will be considered as "basic".

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Thus, the policy of continuing teacher education begins to detach itself from a broader context of human education and professional valorization, even causing a devaluation of teachers. It is noteworthy that this framework of educational policies reflects in the class struggle constituted by different education, training, man and society projects, as we can perceive in Frigotto's position (2010, p. 186, our translation): "[...] the issue of disqualification from the school is, first of all, a disqualification for the school attended by the working class [...]". We defend education as a social right and not as a commodity. From this perspective, education "[...] it includes normative, ethical-political and moral limits, which are incompatible with phenomena of mastering, indoctrination or conditioning of human beings" (LIMA, 2012, p. 29, our translation), phenomena that permeate, even implicitly, the proposals of educational policies governed by managerialism, meritocracy, apostilling and the principles of the policy of accountability.

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