



## Professional insertion processes of teachers in formation policies: indicatives for educational policies

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**ABSTRACT.** Teachers' integration processes in basic education systems are analyzed by investigating professional development policies defined in recent educational legislation, such as the Guidelines for National Education 9394/96, Brazilian Education Plan 2001-2011 and current National Education Plan 2014-2024. Documents are analyzed based on the theoretical work by Saviani (2010, 2011, 2014a, 2014b) on educational policies and by Marcelo (1999, 2009, 2010), Vaillant and Marcelo (2012), Romanowski (2012), Gatti (2009), Gatti e Barreto (2009), André (2012), Cunha (2010, 2012) and others, on teachers' formation, specifically on the initiation phase in the teaching profession. Results show that the concern on the initiation period is a recent topic. It explicitly comes to the fore through the current National Education Plan (2014-2024) albeit in a fledging stance. In spite of the limitations, there is a development in the States' Education Plans. It should be underscored that established policies must take into account the specific factors of each context and the limits imposed by financial conditions of states and municipalities and by teachers' formation conditions and work milieu.

**Keywords:** teaching profession, initiation phase, educational policies, national education plan, professional development.

### Processos de inserção profissional docente nas políticas de formação: o que documentos legais revelam

**RESUMO.** Este texto objetiva analisar os processos de inserção dos professores nos sistemas de ensino da educação básica, a partir do exame das políticas de desenvolvimento profissional definidas pela legislação educacional recente, como a Lei de Diretrizes e Bases da Educação Nacional 9394/96, o Plano Nacional de Educação 2001-2011 e o atual Plano Nacional de Educação 2014-2024. Para tanto, recorreremos à análise documental, considerando os referenciais teóricos de Saviani (2010, 2011, 2014a, 2014b) no que se refere às políticas educacionais e de Marcelo (1999, 2009, 2010), Vaillant e Marcelo (2012), Romanowski (2012), Gatti (2012), Gatti e Barreto (2009), André (2012), Cunha (2010, 2012), entre outros, no que tange à formação de professores e, especificamente, à fase de iniciação profissional docente. Os resultados mostram que a preocupação com o período de iniciação à docência é recente; só emerge, explicitamente, a partir do atual Plano Nacional de Educação (2014-2024), porém, de forma ainda embrionária. Apesar dos limites das propostas, observa-se o seu desdobramento nos Planos Estaduais de Educação. Destaca-se que as políticas traçadas precisam considerar as especificidades de cada contexto, assim como os limites impostos pela condição financeira dos estados e municípios e pelas próprias condições de formação e de trabalho dos professores.

**Palavras-chave:** inserção docente, políticas educacionais, plano nacional de educação, iniciação profissional docente.

### Procesos de inserción profesional docente en las políticas de formación: qué los documentos legales revelan

**RESUMEN.** Este texto tiene el objetivo de analizar los procesos de inserción de los profesores en los sistemas de enseñanza de la educación básica, a partir del examen de las políticas de desarrollo profesional definidas por la legislación educacional reciente, como la Ley de Directrices y Bases de la Educación Nacional 9394/96, el Plan Nacional de Educación 2001-2011 y el actual Plan Nacional de Educación 2014-2024. Para tanto, usamos el análisis documental, considerando los referenciales teóricos de Saviani (2010, 2011, 2014a, 2014b) en lo que se refiere a las políticas educacionales y de Marcelo (1999, 2009, 2010), Vaillant y Marcelo (2012), Romanowski (2012), Gatti (2009), Gatti e Barreto (2009), André (2012), Cunha (2010, 2012), entre otros, en cuanto a la formación de profesores y, específicamente, a la fase de iniciación

profesional docente. Los resultados señalan que la preocupación con el período de iniciación a la docencia es reciente; solo emerge, explícitamente, a partir del actual Plan Nacional de Educación (2014-2024), aunque de forma todavía embrionaria. A pesar de los límites de las propuestas, se observa su desdoblamiento en los Planes Estatales de Educación. Se destaca que las políticas trazadas necesitan considerar las especificidades de cada contexto, así como los límites impuestos por la condición financiera de los estados y municipios y por las propias condiciones de formación y de trabajo de los profesores.

**Palabras clave:** inserción docente, políticas educacionales, plan nacional de educación, iniciación profesional docente.

## Introduction

Current study intends to carry a preliminary analysis of new documents which establish guidelines for the educational policies, such as the Guidelines for National Education (LDBEN, 1996) (9.394/96), National Education (PNE, 2001) 2001-2011 and current PNE covering 2014-2024 regarding the teachers' professional development of their initiation in the basic education systems. Furthermore, it considers the difference between the state and municipal plans. This analysis intends to identify how these documents reveal aspects that highlight the concern with the initiation process of new teachers, in the establishment direction of policies or monitoring programs and support for these professionals in our country.

We start from some notes on the teaching professional initiation stage, which is considered as a period with its own characteristics that, in the current social educational Brazilian context, imposes the necessity of specific policies due to the high index of professionals leaving this job. Afterwards, a brief comparative between the first project Guidelines for National Education (LDBEN, 1996) entitled the substitutive Jorge Hage (1990), and the final text is presented, highlighting the issues that deal with education professionals, specifically concerning formation and career. In this perspective, the analysis considers the LDBEN's goal: to establish the general lines of the educational system, setting the base upon which the national education outline must be built (Saviani, 2010). The aim of such comparison is to identify whether the alterations in the legal text, due to confrontations during the law elaboration process, brought some implications for the approached theme.

Then, we attempt to identify if the PNE 2001-2011 and the current one 2014-2024 cover goals and/or strategies focused on the new teachers. In the end we analyze these issues in some State Education Plans (PEE).

For this study we carried a documental research, analyzing the indicated texts concerning such issue. The theoretical support that helped this analysis regards teachers' education, especially authors who have studied and discussed the teaching professional

initiation and the policies focused on this stage, such as Marcelo (1999, 2008, 2010), Vaillant and Marcelo (2012), Romanowski (2012), Gatti (2009, 2012), André (2012), Cunha (2010, 2012), among others. Saviani's works (2010, 2011, 2014a, 2014b) contributed towards this analysis from the educational policies point of view.

## Teaching initiation: Implications on the professional development process

Several studies claim that there are different stages in the process of teachers' learning. As for Marcelo (1999) and Vaillant and Marcelo (2012), there are four stages in this process: pre-formation, the initial formation, the professional initiation and the continuing formation. Nóvoa (1992) points three stages: the initial formation, the professional induction and the continuing formation. The professional induction is the period of teaching initiation. Huberman (1989) notes that the teaching professional life cycle comprises five stages and starting the career constitutes the first one, which lasts nearly three years.

Despite the divergences among the researchers regarding the identification and/or the definition of the teaching different stages, most studies point that they present specific characteristics. For Marcelo (1999) the professional initiation stage constitutes a challenging period, in which teachers face countless tensions and difficulties, but also learn a lot. Within this stage, referred to as an important moment in the teachers' professionalism constitution, teachers teach their students and learn how to teach at the same time. Huberman (1989) points that this stage is characterized by discoveries, experimentations and, somehow, by surviving in the profession. There are also studies claiming that the teachers' experiences from this stage can lead them to keep or leave the profession. Vaillant (2014) considers that the professional initiation is constituted of a critical stage in the process of becoming a teacher, but that stage is favorable to promote some innovations in the teaching practices.

Akkari and Tardif (2011, p. 134) highlight that, differently from other professions (in which beginners perform more complex tasks in a

progressive way, under the supervision of more experienced professionals), as for teachers, the beginners take on, usually as soon as they graduate, the complete responsibility over a classroom, with all its complexity. This is a constant practice in Brazil, because as the teaching systems lack teachers, the newly graduate teachers need to teach the groups which had no head teachers.

According to Marcelo (2010, p. 27), the understanding of teaching as a profession goes through the way how it cares (or not) about inserting new members. As for Cunha (2010, p. 142), “[...] the smaller the statute of the teaching profession in the political-social context, less importance the insertion of new members will have, not considering their permanence and well being.”

In this perspective, the teachers’ education is understood as a continuous process, and the concept of professional development is underlying. This process must be guided to respond to the faced challenges in the different stages of teaching (Gatti & Barreto, 2009, p. 203). However, studies concerning new teachers in our country, have evidenced that the teachers feel abandoned and with insufficient formation and monitoring (Gatti, 2012; Romanowski, 2012). In the same direction, André (2012) points the existence of few programs focused on the monitoring and support for new teachers: in the State Secretaries of Education of Espírito Santo and Ceará and in the Education Secretaries of Jundiá (SP), Sobral (CE) and Campo Grande (MS).

However, in other countries the professional teaching initiation stage has already been targeted, both concerning researches and policies focused on the monitoring and support for new teachers (although from a historical point of view, we can consider this attention as something recent). Cunha (2012) mentions that it was only in the last decade, given the large scale evaluations and the concern towards the educational systems efficiency, that the attention to this theme became more evident. According to the Organization for Cooperation and Economic Development report (OCDE, 2006), however, this concern needs to be enlarged:

The initial formation stages, professional insertion and professional development must be much more inter-related in order to create a coherent learning and a system of development for teachers... a perspective of learning along life for teachers means for most countries a more directed attention to provide support for teachers in their first years of teaching, and in offering them some incentive and resources for their continuing professional development (OCDE, 2006, p. 13).

This report reinforces the need of such attention, considering the importance of adopting policies which contribute towards attracting and keeping the good professionals. We highlight that the indexes of leaving the profession tend to be bigger in the first years of performance. In Brazil, a research developed by Fundação Carlos Chagas (2009)<sup>1</sup> evidenced the low attractiveness of the teaching career among young people ending high school, showing the need of more effective public policies to struggle this problem.

The necessity of attention towards the stage of professional initiation is also explained by the meaningful current increase in the number of teachers of public schools in Brazil, which implies the increase of new teachers. Romanowski (2012) presents some data from the Especial Census of INEP (2003) about the basic education professionals, in which it is observed that nearly 56,6% from 1.542.878 respondent teachers had been working for less than a year, i.e., they can be considered as new teachers. Reinforcing these data, we can observe the case of Municipal Education System of Curitiba (RME), whose has been serving students in the elementary school for over 50 years, in which the number of teachers has also increased considerably. Table 1 shows the appointments of new staff over the years.

The presented data evidence that in 2013, most active teaching professionals of the municipal education system have worked for less than 10 years, and the percentage of 16,3% of nominated teachers in the last three years corresponds to almost two thousand teachers, who according to the field literature, are considered beginners.

**Table 1.** Number of nominated professionals (active) by periods in the RME.

Role	Period/Year	Nominations Of Professionals (Active)	Percentage
Teaching Professionals	1973-1978	51	0,43%
	1979-1983	121	1,02%
	1984-1988	347	2,91
	1989-1993	1764	14,80%
	1994-1998	1335	11,20%
	1999-2003	2260	18,96
	2004	743	6,23%
	2005	342	2,87
	2006	1482	12,43%
	2007	486	4,08%
	2008	276	2,31%
	2009	398	3,34%
	2010	375	3,15%
	2011	330	2,77%
	2012	1297	10,88%
2013	316	2,65%	
General Total		11923	100%

Source: Personnel records – Nomination by year (2013), organized by the authors.

<sup>1</sup> It's about the research "Atratividade da carreira docente no Brasil", carried by Tartuce, Nunes and Almeida, under general assistance of Bernardete Gatti (Fundação Carlos Chagas, 2009).

The number of nominations in each period is related to the educational system expansion, in the core of the country's education democratization processes, from the end of the 1980's, as well as due to municipalization policies of elementary education. More currently, the teaching board enlargement is related to the implementation of learning cycles (from 1999) and elementary education of 9 years (2007), as well as the expansion of primary education assistance, first stage of basic education. Another factor that explains this enlargement is the necessity to obey the Law 11.738/2008, which establishes 1/3 (one third) of extra working-hour for all teachers, considered in the weekly working hours<sup>2</sup> (Mira, Cartaxo, Romanowski & Martins, 2014).

Complementing this framework information, in 2014, the convocation of over 621 teachers for elementary school was registered from consultations on the city hall site, which results in a total of 2.244 new teachers nominated from 2012 to 2014, corresponding to 17,88% of teachers who are in activity.

Similarly, the country's expansion of higher education, according to the report Analysis upon the Expansion of Federal Universities 2003 to 2012 (2012), led to the enlargement of the number of federal universities from 45 to 59 institutions, from 2003 to 2010, and the number of *campi* increased from 148 to 274. Consequently, the number of university teachers rose up from 49.851 to 71.247.

Considering the information mentioned above, the necessity of policies focused on the teaching initiation processes is evident, both in basic and higher education. In this perspective, we attempt to identify, in the sequence, in the initially mentioned legal texts (LDBEN, PNEs, PEEs), if the teaching professional initiation is covered, searching for evidences which reveal the concern with this stage and analyzing its implications for the execution of an insertion process of new teachers that contributes towards their professional development.

### **Characteristics of the professional insertion in the policies and guidelines and basis of national education**

We perceive characteristics as markings and outlines in a certain field, and in this text, in the legal documents, about the teachers' professional insertion process in the education systems. In the

carried examination, supported by Ball's<sup>3</sup> cycle of policies, the production of legal texts indicates that, after the Brazilian Constitution promulgation in 1988, a project of Law of Guidelines and Basis of Education was presented in the House of Representatives, whose text reflected upon the discussions that were going through the country, through several representative entities of the educational field and other fields of civil society as well. After many debates upon the content of the initial project, the substitutive Jorge Hage is created, which embodied a meaningful amount of amendments and suggestions from these entities. It is noteworthy to emphasize that, from the first law draft project until the approved final one, the discussions permeates four presidents' office, from the end of Sarney's governance until the beginning of Fernando Henrique Cardoso's governance, therefore, a political context that started in the core of the reinstallation of the democratic system of governance and of a perspective of economic instability for a process of stability (Oliveira & Turolla, 2003).

The comparative analysis of the texts enables us to identify the main occurred permanencies and changes. Actually, it is possible to claim that the final text of LDBEN reflects the game of forces between the different sectors of society, during all the period of discussions and debates (or confrontations) for the elaboration of the Law. It was constituted as the result of the possible balance, at that historical moment, between the different interests of the conservative sectors and the most progressive social movements, evidencing the contradictions of this struggle between different educational and social projects.

An important issue to be explained regarding the formal organization of these two texts concerns the Chapter V of the substitutive Jorge Hage, which deal with the National Education System, and this expression is taken from the final text of the LDBEN, which approaches, in Title IV, the Organization of National Education. According to Saviani (2010), the elaboration of the law that fixes the guidelines and basis of national education implies, necessarily, the organization of a national education system:

From the logical point of view, the relation of implication between the concepts of Law of Guidelines and Basis of National Education and National Education System seems to be evident. When the Constitution determines that the Union

<sup>2</sup> In the case of the RME of Curitiba, this change started in 2012, with the increase of the extra working-hour from 20% to 29% of the weekly working hours and, from 2013, with the establishment of 33% of weekly extra working-hour.

<sup>3</sup> We use elements of approaching the cycle of policies proposed by Ball as a reference, considering the studies of Mainardes (2006).

establishes the guidelines and basis of national education, it is obviously trying to organize education according to common guidelines and also upon common basis all over the country. And the educational organization with these characteristics is the so called National Education System (Saviani, 2010, p. 770).

Thus, we can affirm that the text of the substitutive Jorge Hage, when revealing the configuration of a national education system, proposed a meaningful advance, which ended up not consolidated in the new LDBEN.

The substitutive Jorge Hage, according to Saviani (2010), was presented as a very embracing legislation, widely conceptualizing education, enabling to contribute to overcome the fragmentary view and the state of dissolution of education in that historical moment. In the final project of LDBEN, education is also widely conceived, as a process of formation towards citizenship, not restrict to education institutions and connected with schooling education to the world of work and the social practice, but the content keeps the structure of organization of a teaching system and of democratization of access characterized by conservative biases (Saviani, 2011).

It is important to highlight that both the substitutive and the final text of law claim education as a subjective public right, and the public Power can be charged by the lack of its regular offering. It implies, besides the acknowledgement of the State's responsibility on the promotion and offering of public education, the accomplishment of the citizens' duties, considering the fact that enrollment is mandatory. Moreover, the fact of mentioning permanence at school and not only the access categorizes an enhancement of the right for education and implies some quantitative and qualitative changes in the educational system and schools' management as well, among them, the number of teachers' increase in public schools and intervention in the processes of initial and continuing formation.

Regarding the education professionals, there are few differences between the content of the substitutive and the final text of the Law. Common guidelines of both documents are:

- The formation of professionals to perform in basic education at higher level, allowing high school formation to perform in primary education and first years of elementary education.
- The proposal of continuing formation, linked with teaching career plans.
- The formation of specialists for managing, planning, inspecting, supervising and guiding could

be performed within the Pedagogy degree or in the post-graduation.

There are two questions, however, which were more detailed in the substitutive Jorge Hage (1990) regarding the final text. Concerning the teaching career, the substitutive explains several aspects, in chapter XVII, article 100, focused on the appreciation of education professionals, such as work conditions, payment, career plans, with several ensured rights, including 50% of extra working-hour. The article 67 of the LDBEN (1996), however, is more general, it is not so detailed and it omits the percentage that should be dedicated to teachers' extra working-hour<sup>4</sup>. These issues deal with the appreciation of the education professionals, presenting aspects which, although not specific for beginners, would provide some conditions that could allow the development of actions focused on processes of these professionals' insertion, such as the institution of career plans that ensure conditions such as continuing formation in service and the enlargement of the teachers' extra working-hour.

The substitutive, in the article 97 (1990), indicated the demand of at least six months of supervised internship, at a school of the same level of performance, as a preparation for teaching in basic education. In the LDBEN (1996), the supervised formation, one of the bases of the education professionals' formation, is covered as a possibility of association between theory and practice, and the article 65 establishes 300 practical hours of teaching as the minimal workload, therefore less time for the professional field insertion. Again, when carried out, such issues could promote changes for the initial formation process and the professional insertion processes, reducing the distance between theory and practice and the connection of initial formation with schools, issues pointed as some of the problems of teaching initial formation in the current context (Vaillant & Marcelo, 2012, p. 63).

However, the organization of supervised formations and initial formation, in the process of courses' restructuration, did not express changes that would alter, significantly, the relation between theory and practice, according to Cunha (2010, p. 137):

Examining the traditional logic of the university curricula, it is realized that, many times, the practice is put on the top of the courses, usually as trainings, making it difficult to take it as the starting point of theory. Thus, this logic avoids teaching to take on the principles of research as a referral. The student does not view practice as the starting point for the

<sup>4</sup> The percentage of extra working-hour was regulated afterwards, with the approval of Law 11.738/2008 (2008) which, among other aspects, instituted 1/3 of extra working-hour for all teachers.

construction of the epistemological doubt. The practice, in this logic, is not a referral for theory, on the contrary, as the positivist logic determines, the theory is the referral for the practice that must, basically, reproduce it in concrete situations.

Studies about the process of restructuring of initial formation courses and about formation point: differences between the contexts of the students' supervised formation performance and the schools' reality as a field of professional performance; a fact that, in many places, the new teachers perform in different areas from their initial formation; the still existing weakness in the processes of articulation between the universities and schools, among others (Romanowski & Martins, 2011).

In this perspective, when the LDBEN establishes the guidelines and basis of Brazilian education, considering the initially observed criticism, although it does not explicitly bring the necessity of policies focused on the processes of professional insertion of graduating teachers of initial courses, does not derail this possibility and points some guidelines that do not avoid the performance of actions in this direction. Thus, we attempt to identify, in two national education plans (2001-2011 and 2014-2024) and in its separations in some state plans, if this possibility has been accomplished.

### The National Education Plans and new teachers: First concerns

The National Education Plan 2001-2011, approved by Law 10.172 (2001), establishes, among other priorities, the appreciation of the education professionals:

Especial attention must be given to the initial and continuing formation, mainly for teachers. Part of this appreciation is to ensure the adequate work conditions, among them the time for studying and preparing classes, decent wage, with minimum wage and teaching career (PNE, 2001).

For each teaching level and modality, as well for the items related to Basic Education Teaching and Funding and Management, the plan points a diagnose and establishes guidelines and its goals, totalizing 295. Analyzing the goals for the decade, however, no reference to the beginning of the teaching career or new teachers was found. Thus, it is concluded that the concern with actions establishment for this profession stage was not explicit in the PNE 2001-2011.

As a deployment of the PNE, each State and the Federal District should adjust to the goals and strategies of the national plan, besides indicating actions for accomplishing each one of them.

However, according to data from the Education Observatory (2010), most of the states did not create their plans. Frame 1 shows the ten states that did it:

**Frame 1.** States with approved State Education Plan.

States	Has a plan?	Law	Term	N° of goals
AL	Yes	Law 6757, August 3, 2006.	2015	329
AM	Yes	Law 3268, July 7, 2008.	2018	306
GO	Yes	Complementary Law 62/2008.	2017	227
MT	Yes	Law 8806, January 10, 2008.	2017	475
MS	Yes	Law 2791, December 30, 2003.	2010	176
PA	Yes	Law 7441, July 2, 2010.	2020	223
PB	Yes	Law 8043, June 30, 2006.	2015	292
PE	Yes	Law 12252, July 8, 2002.	2011	191
RJ	Yes	Law 5597, December 18, 2009.	2018	140
TO	Yes	Law 1859, December 6, 2007.	2015	102

Source: Education Observatory (2010).

It is also observed that many plans are still effective, because they were approved some years after the PNE 2001-2011. As for Paraná state, we find a preliminary version of the State Plan from 2005, built participatively, according to information from the document itself (State Education Plan of Paraná [PEE-PR], (2005).

The first elaboration of this plan happened through discussion groups and public hearings in different parts of the state, directed by the State Education Forum. In this version, which was not approved by the parliament, there was not an explicit reference to new teachers. It can probably be a result of the fact that the National Education Plan 2001-2011 omits such issue.

The law project 8.035/2010 concerning the current PNE, went through the National Congress for almost 4 years, and it was only approved and sanctioned without vetoes by president Dilma Rousseff on June 25, 2014, law 13.005/2014 (National Education Plan [PNE], 2014). The new PNE is presented in 14 articles, structured in 20 goals with the respective strategies (totalizing 254), defining the Brazilian educational policy basis for the next ten years, from 2014 to 2024.

The analysis of current PNE allows identifying goal 18 and specifically strategy 18.2 focused on the new teachers, according to the following:

STRATEGY 18.2 – to implement, in basic and higher public education, monitoring of new teachers, supervised by an experienced team in order to ground, based on documented evaluation, the decision to hire them after their probation and offer, during this period, a course on the teacher's field, emphasizing the contents to be taught and the teaching methodologies of each subject (Saviani, 2014b, p. 57).

This strategy approval, in the current PNE, is considered the first explicit reference to a process which offers support to new teachers during their

professional insertion period, proposing the implementation of a way of monitoring carried by a team of experienced professionals and providing courses in the teacher's field. We must highlight the importance of this initiative; therefore, it is noteworthy to point its limits, in the sense that the monitoring process seems to aim (explicitly) only at subsidizing the decision of hiring the professional or not. We believe the support and monitoring can go beyond this aim, contributing towards the professional socialization, the knowledge of school culture and improvement of the teaching work itself.

According to Vaillant and Marcelo (2012, p.140), the efficient insertion programs present some characteristics, such as: holding some regular meetings between new teachers and their tutors or supervisors; the support of the school direction; the reduction of new teachers' and their tutors' working hours; time allowed for new teachers to observe the more experienced teachers' classes; workshops and courses about themes of interest, before and along the year; monitoring program duration of one or more years, among others. Therefore, the current National Education Plan, in strategy 18.2 points actions regarding insertion programs, but they are not enough, considering the coverage and complexity of this process. The necessity of human and material resources is evident and consequently, of funding and work conditions which enable the adequate performance of this type of programs. Concerning financial resources, Saviani (2014a, pp. 80-81) claims that: "Without ensuring the financial resources, the entire plan is a mere letter of intentions, whose goals will never be achieved."

In addition to this strategy which is part of goal 18, other strategies were identified in the study, which can contribute indirectly towards the institution of actions focused on the new teachers, despite the fact that this is not covered in an explicit way.

As examples, we mention two strategies:

STRATEGY 15.1 – to act, collectively, based on a strategic plan which presents a diagnosis of the necessities of education professionals formation and assistance capacity, by public and communitarian institutions of higher education in States, Federal District and Cities, and defines reciprocal duties among the participants (Saviani, 2014b, p. 53).

STRATEGY 16.2 – to consolidate the national policy of basic teachers' education, defining national guidelines, priority fields, forming institutions and processes of formative activities certification (Saviani, 2014b, p. 55).

These goals and strategies concern the institution of a national policy of education professional formation, and goal 16 and its strategies focus on the formation of basic education professionals. Strategy 15.1, for instance, allows considering formation from the diagnosis of these professionals' formative requirements. In this sense, the forming institutions need to be attentive to the organization of a strategic plan which also considers the specificities of the teacher's insertion process, attempting to improve the articulation between the Universities and the basic education schools (which need to be conceived as spaces of teachers' education as well). It is important to note that

[...] the teachers have different necessities due to biographical and contextual variables, something which implies on the support and professional development strategies that will be offered, mainly in the first years of teaching (Flores, 2009, p. 97)<sup>5</sup>.

Probably, as a consequence of a specific strategy in the current PNE focused on new teachers, we could realize, in some analyzed state plans, the indication of actions in this direction, as in the case of the preliminary version of the State Education Plan of Maranhão (PEE-MA, 2013), which brings strategy 19.2 with the same text from strategy 18.2 of the PNE.

In Rio Grande do Sul, for the debate concerning the Education Plan, the State Forum organized Thematic Notebooks. Notebook 5 deals with the Formation and appreciation of education professionals and brings three goals focused on the promotion of new teachers' monitoring, both in basic and higher education. The goals point towards a greater detailing upon the formation courses, compared with the text from the current PNE:

Goal 51 – to promote, under the SEDUC-RS and UNDIME's responsibility, in public basic education, from the first year of these PEERS, the new teachers' monitoring, supervised by an experienced team, during the probative training and provide, during this period, a course on the teachers' field, emphasizing the subjects which make up the national curricular base, the transversal themes, the local specificities and the teaching methodologies of each field of knowledge. (State Education Plan of Rio Grande do Sul [PEE-RS], 2014, p. 17).

Some progress in the proposals of this Forum regarding the proposed text in the PNE is observed, such as the exclusion of the monitoring, only related to the teacher's hiring after the probative training, as

<sup>5</sup> Los profesores tienen diferentes necesidades em función de variables biográficas y contextuales, lo que tiene implicaciones em las estrategias de apoyo y de desarrollo profesional que serán proporcionadas, sobre todo em los primeros años de enseñanza.

well as a greater detailing regarding the courses to be provided. A similar goal is proposed related to higher education teachers, which can be considered as a progress regarding the current PNE. The fact that the text explicitly indicates teachers and non-professionals mentioned in the National Plan must be emphasized. It is not clear whether the aim of the text is to also consider the other new education professionals, such as pedagogical coordinators, school directors, among others. In this sense, the proposal of Rio Grande do Sul refers to new teachers, and it is less general, but, on the other hand, it focuses only on teachers.

In Paraná, a new State Education Plan also seems to be under discussion, although we could not find any document or preliminary version on an internet search, similarly to the 2005 version. It is important to highlight that we found one of the documents related to the discussion promoted by the State Education Forum of Paraná (2011), in the Debate Session – Southwest Regional, carried in the UTFPR – Campus Pato Branco, on July 1, 2011. In this material, which registers the discussions concerning goals 17 and 18 of current PNE, the omission of strategy 18.2 is pointed, which refers to the institutions of a monitoring program for new teachers, under the justification that the proposal is infeasible, due to the fact that it is put in a general way. We consider it as a regression if approved in the final Plan, because there would be the possibility to suggest an additive or substitutive amendment, keeping the proposal of new teachers' monitoring with alterations which would improve the proposal or the indication of including other actions, less general, according to the criticism mentioned above.

### Final considerations

If we want to ensure our students' right to learn and if we want our schools to keep being spaces where the new generations' knowledge is built, it is necessary to give more attention to the way how new teachers are inserted into the school culture (Marcelo, 2009, p. 55).

This study, approaching the professional insertion issue, considering the legal documents, attempts to place this issue on discussion, bringing light to treatment delivered to this stage by the teaching systems and even by the teaching formation processes. We reassure that the programs focused on the professional insertion need to go beyond the perspective of technical support for the teaching work performance. Starting a new profession involves the subject, the practice and the

professional category, articulated to the institutions in which this process is carried out and mainly, reaches the subjects which are objects of performance of that new professional, who are the students in the case of education; in short, it involves the educational process in its totality.

Thus, the documents analysis (text and context) and their deployment in practices, still in preliminary character, allow to assure that only from the current PNE, approved in 2014, it was possible to observe the proposal of actions, although in a starting stage, focused on the teachers' insertion processes in education systems. It is also possible to affirm that the urgency of concern with new teachers is recent in our country, and it brings some implications and separations for the State Education Plans which are under discussion and created, because there are some evidences that some attention to this issue is being delivered. Within the limits of this study, some of the analyzed PEEs show the permanence of goals or strategies that confirm this concern. It can be taken as a starting point towards the direction of the establishment of policies focused on these professionals' necessities, aiming the monitoring, in-service formation and their permanence in education systems. However, we call attention for the fact that these proposals are shy and limited, focused on the professional performance only, and they are not projective for an efficient professional development towards the direction of the teachers' statute progress, involving work conditions, appreciation, acknowledgement and professional sustainability.

The analysis of the proposed strategies in the Plans points limits, which allow us to observe the necessity of enlargement of studies and researches focused on the programs and new teachers' insertion processes, which could contribute towards the identification of demands and necessities of professional formation and development, considering the challenges and problems faced in contemporary classrooms, evaluate the programs and actions which have been performed and propose alternatives of improvement and/or enlargement of these processes. It is noteworthy to mention that the Brazilian educational context is very diverse and complex and the determined policies need to consider, as a starting point, the specificities of each context, as the limits imposed by the financial condition of the different states and cities and by the formation and work conditions of the education professionals themselves.



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