

## Through the flume: the relativism of resolutions regarding teacher education curriculum

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**Abstract:** This article aims to identify and analyze the curriculum perspectives present in the CNE/CP Resolutions from 2002, 2015, and 2019, considering the curricular approaches of Efficiency, Technical Rationality, Progressivism, and Critical Curriculum. We adopted the Discursive Textual Analysis (DTA) methodology to examine the documents, taking into account the linguistic, social, and cultural aspects involved. The research corpus consisted of excerpts from these resolutions, focusing on their articles and sections. A total of 170 meaning units were analyzed, grouped into 11 initial categories, which converged into 4 intermediate categories and, finally, into the final category: “Interweaving knowledge: the complex journey of teacher education within the education network.” The results show that the curricular perspectives present in the CNE/CP resolutions are not mutually exclusive and can coexist within the same educational policy. However, it is important to highlight the trend toward the politicization of curricular documents, leading to frequent and disruptive changes in the education system, which undermines the continuity and effectiveness of educational policies.

**Keywords:** Educational Policies. Curricular Perspectives. Textual Discursive Analysis.

## Navegando por el flume: el relativismo de las resoluciones en relación con el currículo de formación de profesores

**Resumen:** Este artículo busca identificar y analizar las perspectivas curriculares presentes en las Resoluciones del CNE/CP de 2002, 2015 y 2019, teniendo en cuenta las perspectivas de Eficientismo, Racionalidad Técnica, Progresismo y Currículo Crítico. Utilizamos la metodología del Análisis Textual Discursivo (ATD) para examinar los documentos, considerando los aspectos lingüísticos, sociales y culturales involucrados. El corpus de la investigación consistió en extractos de dichas resoluciones, centrándose en sus artículos e incisos. Se analizaron 170 unidades de significado, agrupadas en 11 categorías iniciales, que convergieron en 4 categorías intermedias y, finalmente, en la categoría final: "Entretejiendo saberes: la compleja trayectoria de la formación docente en la red de la educación". Los resultados evidencian que las perspectivas curriculares presentes en las resoluciones del CNE/CP no son mutuamente excluyentes y pueden coexistir en una misma política educativa. Sin embargo, es importante destacar la tendencia a la politización de los documentos curriculares, lo que genera cambios frecuentes y disruptivos en el sistema educativo, afectando la continuidad y el aporte de las políticas públicas en educación.

**Palabras clave:** Políticas Educativas. Perspectivas Curriculares. Análisis Textual Discursivo.

## Navegando pelo flume: o relativismo das resoluções em relação ao currículo de formação de professores

**Resumo:** Este artigo busca identificar e analisar as perspectivas de currículos presentes nas Resoluções CNE/CP de 2002, 2015 e 2019, levando em conta as perspectivas curriculares do Eficientismo, Racionalidade Técnica, Progressivismo e Currículo Crítico. Utilizamos a metodologia da Análise Textual Discursiva para examinar os documentos, considerando os aspectos linguísticos, sociais e culturais envolvidos. O corpus da pesquisa consistiu em recortes dessas resoluções, concentrando-se nos artigos e incisos. Foram analisadas 170 unidades de significado, agrupadas em 11 categorias iniciais, que convergiram para 4 categorias intermediárias e, finalmente, para a categoria final "Entrelaçando saberes: a complexa jornada da formação docente na rede da educação." Os resultados evidenciaram que as perspectivas curriculares presentes nas resoluções do CNE/CP não são mutuamente exclusivas, podendo coexistir em uma mesma política educacional. No entanto, é importante destacar a tendência de politização dos documentos curriculares, resultando em mudanças frequentes e disruptivas no sistema de ensino, o que prejudica a continuidade e a contribuição das políticas educacionais.

**Palavras-chave:** Políticas Educacionais. Perspectivas Curriculares. Análise Textual Discursiva.

### 1 Gazing at the horizon

The title "*Navegando pelo flume*" emerges as part of a broader journey, constructed within the master's dissertation entitled "*Rios de resignificação: (des)construções curriculares na constituição do professor de matemática a partir das resoluções do Conselho Nacional de Educação/Conselho Pleno de 2002, 2015 e 2019*", developed by the first author under the supervision of the second author. This dissertation is structured into three studies that, although they may be read independently, intertwine like tributaries of the same river, forming a path that flows across surfaces, currents, and depths.

Inspired by the metaphor of the river, as proposed by Moraes and Galiuzzi (2007) within the framework of *Análise Textual Discursiva (ATD)*, we began to trace our investigative journey as one who observes the flowing waters, sometimes calm, sometimes murky, sometimes turbulent. Here, the river is not merely a metaphorical landscape, but an epistemological device that allows us to understand the processes of deconstruction, displacement, and resignification that traverse both curricula and teacher education.

*Navegando pelo flume* represents this first encounter with the waters, an attentive navigation through the currents that shape the normative discourses present in the *Resoluções do CNE/CP* of 2002, 2015, and 2019, which in some way outline the contours of mathematics teacher education in the country. It is the moment in which we observe the flow of legislation, its margins, its deviations, and its attempts to direct formative paths.

But, as with every river, there comes a moment when it is necessary to stop navigating on the surface and allow oneself to dive deeper. It is in this movement that the other two studies unfold, as we approach the *Projetos Pedagógicos de Curso (PPCs)* and the narratives of members of the *Núcleos Docentes Estruturantes (NDE)*, the *flume* gives way to the depths. We then immerse ourselves in institutional practices, curricular choices, tensions, and resignifications that take place in the everyday life of teacher education, often invisible at the margins of official documents.

This crossing, between *flume*, diving, and depths, is neither linear nor predictable. It moves like the river itself, creating meanders, circumventing obstacles, opening new passages, and at times returning to itself. In this way, our research process was constituted, a flow that

follows the movements of teacher education, interweaving voices, documents, experiences, and subversions.

It is within this navigation-and-diving dynamic, guided by waters that carry stories, tensions, and disputes, that the curricular guidelines for teacher education emerge. These are not neutral documents, nor are they devoid of intentionality. On the contrary, the curricular guidelines for teacher education define the knowledge, skills, and values that future educators must acquire to work in *Educação Básica*. The way these guidelines are conceived and implemented can significantly influence the quality of teacher preparation and, consequently, the quality of education offered to students. Scheibe and Bazzo (2013, p. 19) emphasize that “the curriculum of teacher education programs has always been considered a key part of educational reforms, since any possibility of change in the quality and purpose of education will strongly depend on changes in the preparation of these agents.”

Moreover, the *Lei nº 9.394 de 20 de dezembro de 1996 (LDB)* was a landmark in the implementation of regulations that established the guidelines and foundations of national education. Following this movement of normative acts aimed at regulating the minimum standards for teacher education in *Licenciatura Plena* programs, several regulations were developed based on the *LDB*, with the goal of establishing a baseline for teacher preparation in *Educação Básica*. Among these regulations is *Resolução CNE/CP nº 01/2002*, which instituted the *DCN para a Formação de Professores da Educação Básica*, at the higher education level, through *licenciatura* programs.

According to Metzner and Drigo (2021), “the 2002 resolution brought innovative ideas regarding teacher education and proposed broader reflections than previous guidelines, as well as establishing a professional identity and a new perspective on the structure of *licenciatura* programs” (p. 990). This suggests that the resolution not only outlined technical aspects of teacher education, but also sought to cultivate a deeper and broader understanding of the educator’s role in society.

We understand that this normative act considered the full education of mathematics teachers in *Licenciatura curta* programs, which were based on principles of “technical rationality, efficiency and productivity, maximum output with minimum expenditure (our emphasis), prioritization of quantitative aspects over teaching quality, and encouragement of private participation in teaching activities” (Nascimento, 2012, p. 340). In this sense, *Resolução CNE/CP nº 02/2002* represented a significant advancement over the 3+1 model of teacher education in Brazil, which, according to Moreira (2012, p. 1138), “3+1 was the nickname given, at the inception of teacher education in Brazil (mid-1930s), to the following structure, three years of subject-specific training (Mathematics, in our case), followed by one year of Didactics.”

The main change introduced by the resolution was the expansion of the pedagogical training component of *licenciatura* students. Consequently, mathematics *licenciatura* programs began to offer a more comprehensive and in-depth preparation regarding the pedagogical and didactic aspects involved in the teaching-learning process. Key highlights of this resolution include the 400 hours of supervised internship and the 400 hours of practice as essential curricular components, which remain in effect today.

In line with this, in 2015, *Resolução CNE/CP 2/2015* was published, once again updating the national curricular guidelines for teacher education. This version included new requirements from the *Plano Nacional de Educação (PNE)*, such as the mandatory inclusion of subjects addressing cultural diversity, social inclusion, and human rights education. The aforementioned resolution “deserves attention regarding the workload, by increasing it to 3,200

hours and establishing a minimum duration of four years for the program. In a way, the new guideline incorporated one of the educational field's long-standing demands and/or concerns" (Metzner & Drigo, 2021, p. 1000). We understand that this resolution marked progress toward a more critical curriculum, enabling teacher education to address the demands and challenges of Brazilian education, ensuring more comprehensive and socially attuned preparation.

*Resolução CNE/CP (BNC-Formação)* establishes that "teacher education program curricula shall be based on the *Base Nacional Comum Curricular (BNCC-Educação Básica)*" (Brasil, 2019). The resolution notably emphasizes the approximation between *Educação Superior* and *Educação Básica* as the foundation for a specific connection with the *BNCC-Educação Básica*, serving as justification for establishing competencies. As stated in Article 2, and further reinforced in Article 3, these principles, due to their foundational role in teacher education, should not, in our view, be dependent on the *BNCC-Educação Básica*.

According to Farias (2019), the 2019 resolution conveys the idea that "well 'prepared' teachers are teachers who teach better and, therefore, are teachers whose students learn more, this is far from obvious, and in fact, reveals a linear and biased perspective embedded in the *BNC-Formação*" (p. 165). There is no direct correlation between teacher education quality and student success, as teacher preparation cannot be simplified or reduced to a single determining factor for educational outcomes. Other elements, such as teaching methods, student-teacher relationships, adaptation to school context, socioemotional factors, and lack of infrastructure, play a significant role in the learning process.

Focusing exclusively on technical competencies may overlook the importance of human development, such as ethical formation, reflective thinking, and aesthetic appreciation. Therefore, in order to understand how regulations have been addressed over time, we sought to identify and analyze the curricular perspectives present in *Resoluções CNE/CP* from 2002, 2015, and 2019. This analysis will allow us to identify the guiding principles and directives shaping mathematics teacher education, as well as to assess whether they have responded to societal demands and the current educational landscape.

## 2 Flow of/in (Mathematics) Education: A Journey Through Theoretical Perspectives

The history of curriculum is long and complex, evolving over time and shaped by social, political, and economic changes. The word *curriculum* has its roots in Latin, meaning "career" or "course of life," but its application in formal education began at the end of the 19th century. In the early 20th century, curriculum was based on a traditional approach, teacher-centered and emphasizing the transmission of knowledge to students (Moreira, 2011).

This approach was influenced by the work of Bobbitt who, according to Silva (1999), advocated the theory of "efficiency" in curriculum, and by Tyler and Vedia (1986), who proposed an approach based on "technical rationality." Bobbitt (1918) is the main author associated with the traditional perspective of curriculum known as "efficiency-based." He argued that

The individual is educated so that they may efficiently perform the tasks of their vocation, effectively cooperate with their peers in social and civic matters, maintain their physical abilities at a high level of efficiency, be prepared to engage in an appropriate range of desirable leisure activities, and sustain all their social relationships with others in a pleasant and effective manner (p. 70).

In other words, the curriculum should be designed to prepare students for the world of work, providing them with the skills and knowledge necessary to be productive members of society, based on the understanding that “opportunity is like a high-powered engine and a straight track ahead” (Bobbitt, 1918, p. 262, our translation). We understand that the author advocated a systematic approach to curriculum planning, which involves identifying students' educational needs, selecting relevant content, and organizing that content into a logical sequence. As Bobbitt (1918) believed

Education aims at preparation for the serious duties of life: one's vocation, health care, civic cooperation and regulation, child-rearing, the maintenance of language in good form, etc. Educational experience at the level of work is intended to consciously prepare individuals for the efficient performance of these and all other serious duties (p. 273).

In this sense, the author emphasizes education as an instrument to prepare individuals to perform their duties and responsibilities in society efficiently. However, it is essential to balance the development of practical skills with the cultivation of a reflective understanding of one's social reality, so that individuals are capable of facing life's challenges in a responsible manner. This perspective has influenced, and continues to influence, many schools and universities in the design and implementation of curriculum.

Nonetheless, this approach has been criticized by authors such as Apple (2006), Freire (1971), and Giroux (1997) for its lack of attention to students' cultural and social diversity and for its limited emphasis on creativity and the development of critical thinking.

Still within the discussion of key curriculum theories, we must also mention the concept of “technical rationality,” an educational approach whose main goal is to provide efficient and effective education, emphasizing the importance of standardization and control over the educational process. In this way,

If the school's philosophy conceives democracy as an appropriate form for all aspects of life, then it will be necessary to give preference to objectives that aim to promote [...] democratic knowledge, techniques, and skills, addressing not only political democracy, but also [...] all of its vital aspects (Tyler & Vedia, 1986, p. 15).

From this perspective, the school should prioritize objectives aimed at stimulating the development of knowledge, techniques, and skills related to democracy. According to Silva (1999), this approach is based on a scientific view of education, in which the curriculum is designed to meet the needs of society and the labor market through clear and measurable objectives and the continuous assessment of student performance.

Traditional curriculum perspectives, such as efficiency and technical rationality, share some common characteristics. Firstly, they emphasize the importance of formal education, focusing on the transmission of knowledge and skills to students. Secondly, they prioritize the organization of knowledge through the systematic selection and arrangement of curricular content. Thirdly, these theories are centered on the teacher as the main agent responsible for the “transmission” of knowledge to students. Fourthly, they stress the importance of evaluation to ensure the efficiency and effectiveness of the educational process.

Over time, the traditional perspective of the curriculum has been challenged by progressive theorists, such as Dewey (1971), who advocated a student-centered approach and emphasized the importance of practical experience and active participation in the educational

process. The progressive theory of curriculum was influenced by the belief that education should be directed toward solving social and personal problems. However, this approach has been criticized for its lack of emphasis on the construction of basic knowledge and skills.

On the other hand, critical curriculum theory, which developed from the Frankfurt School in the 1960s, presents a more critical and reflective approach to the role of the curriculum in society. This theory highlights the need to consider the power relations that permeate education, questioning the social and political structures that influence the construction and implementation of the curriculum. Unlike traditional curriculum theories, critical theory views knowledge as socially constructed and historically situated, emphasizing the importance of cultural diversity and students' perspectives in the construction of the curriculum. Furthermore, critical curriculum theory underscores the importance of social transformation and social justice as fundamental educational goals, seeking to promote student emancipation and the overcoming of social inequalities (Libânio, 1991 & Saviani, 2018 & Silva, 1999).

Among the main theorists of critical curriculum theory, Bourdieu et al. (1975) stand out for their criticism of meritocracy and their advocacy of a critical analysis of the social and cultural structures that influence education. In line with these authors, Støer (2008) argued that "critical sociology theories assign a fundamental role to the concept of relative autonomy precisely to recognize a structural determination or a structural limitation in the face of policies" (p. 152). In other words, the understanding of educational policies must take economic factors into account, while also allowing space for the analysis of political and ideological aspects that influence the educational field. Additionally, Young (2010), in his work on educational justice, emphasizes the need for a democratic and participatory approach to curriculum. Complementing this perspective, Apple (2006), one of the leading figures in this theory, highlights the importance of a critical analysis of the curriculum in relation to power and ideology.

Likewise, Freire (1971), one of the most influential authors in critical pedagogy, advocates for the importance of education as a tool for social transformation and political awareness. In this way, these theorists offer different contributions to a critical understanding of the curriculum, highlighting the need to analyze social structures, promote democratic participation, question power, and use education as a means for transformation. Apple (2006), Freire (1971), and Young (2010) share a common emphasis on the importance of critically analyzing the curriculum in relation to power and ideology, underlining the need for social transformation and educational justice. They argue that education is not neutral and that the curriculum is constructed based on social power relations and the interests of the dominant class. Critical curriculum theory, therefore, seeks to analyze and question these social and political structures, aiming toward a more just society.

In this regard, curriculum theories highlight that the curriculum is not a neutral entity but rather a social and political construct that reflects power relations and the interests of the dominant class. Similarly, the resolutions for teacher education are documents that reflect political, ideological, and social views on education. In this context, the analysis of *Resoluções CNE/CP* proves to be highly relevant in the context of teacher education.

### 3 (In)visible Landscapes

Based on the discussions about the importance of curriculum theories in the analysis of educational policies, this section aims to present a qualitative approach to analyze Resolutions CNE/CP Nos. 1 of 2002, 2 of 2015, and 1 of 2019, which regulate the *Diretrizes Curriculares*

*Nacionais* (DCN). According to Poupart et al. (2008), the epistemological approaches of qualitative research highlight subjectivity and the social construction of reality. They recognize that knowledge is influenced by individual perspectives, social interactions, and cultural contexts. Moreover, qualitative research tends to adopt an interpretative view, seeking to understand and assign meaning to social experiences and phenomena.

Thus, for this study, three CNE/CP Resolutions that regulate the DCNs for the initial training of teachers were selected: Resolução CNE/CP 1/2002, Resolução CNE/CP 2/2015, and Resolução CNE/CP 1/2019. The selection of these resolutions was based on the fact that they represent the most comprehensive normative frameworks for teacher education at the national level, as justified in the initial considerations. For the constitution of empirical information, digital copies of the selected CNE/CP resolutions were obtained directly from official government websites. The choice of digital copies allowed for a more precise textual analysis, as it enabled the use of search tools and textual approximation.

In the analysis, we sought to understand how curriculum theories are manifested in educational policies, allowing us to reflect on the conceptions of curriculum and education present in these regulations. For the analysis, we based our approach on *Análise Textual Discursiva* (ATD), which, according to Moraes and Galiazzi (2016), “operates with meanings constructed from a set of texts” (p. 35). In other words, it is an approach that seeks to understand the complexity of discourses present in texts, considering the linguistic, social, and cultural aspects involved. ATD, according to Moraes and Galiazzi (2006), is a process that encompasses four fundamental focuses, notably the dismantling of texts, the establishment of relationships, the emergence of the new, and a self-organized process, with the first three forming a cycle. Initially, the dismantling of texts, also known as the unitarization process, involves a detailed analysis of the texts, fragmenting them into constituent units related to the phenomena under study.

Unitarization, according to Moraes and Galiazzi (2006), “is a process of placing oneself within the movement of the collective consciousness's thoughts, of reconstructing socially shared meanings from the researcher’s personal perspective” (p. 124). To this end, it is essential to select excerpts relevant to the research context and objectives, developing codes and assigning titles to each unit. From this dismantling of the texts, *Unidades de Significado* (US) emerge, representing the selected excerpts and being coded through keywords and titles. These titles act as statements that represent the discussion of each US, enabling the identification of similar discussions and, consequently, the emergence of initial categories. According to Moraes and Galiazzi (2006, p. 125), “categories represent the nodes of a network. The researcher, when weaving their network, must be especially concerned with the nodes, that is, the cores or centers of the categories.”

The third focus of ATD consists in communicating the understandings constructed and emerging from the analysis process, culminating in the construction of the *metatexto*. This *metatexto*, according to Calixto (2019), is composed of the anchoring of the US, emerging theories, and the researcher's understandings, using partial and unifying arguments that connect the category discussions. This analysis process is considered self-organized, as it is creative and original, with unpredictable results.

After conducting the analysis based on the procedures described above, the results are presented in the following section. The identified analytical categories are described, as well as the meanings of the text and the relationships found among them. Additionally, the implications of the results for understanding educational policies and the curriculum theories present in Resoluções CNE/CP of 2002, 2015, and 2019 are discussed.

#### 4 Turbulent Crossings through Resoluções CNE/CP of 2002, 2015, and 2019

The process of analyzing the empirical material through Resoluções CNE/CP of 2002, 2015, and 2019 regarding teacher education was structured in several stages to delineate a systematic analysis. Initially, we conducted the selection of the corpus and the unitarization of the content, using articles and subsections present in the three Resoluções as a basis. Subsequently, we developed relevant keywords and headings. Next, we proceeded to categorize the content, bringing discussion contexts closer together and identifying initial, intermediate, and final categories.

The analysis, grounded in the Resoluções, served as the foundation for the construction of the metatext. Each code consists of the abbreviation of the Resolução (RES), followed by the year and a representative numeral of the *unidade de significado* (us). For example, the code “RES-2002-1” refers to the 2002 Resolução and its first *us*, derived from the first article.

In the process of coding the *us*, the data were thoroughly examined to identify parts of the text that presented relevant information for the research. The identified *us* were numbered according to their order of appearance in the text. The next step involved categorizing the *us* according to the themes that emerged from the analysis. The aim of the categorization was to group the *us* into initial categories that represented the main ideas or concepts present in the data. The categories were constructed based on themes related to teacher education, and each one was named according to its content.

From the analysis process, one hundred and seventy (170) *us* emerged, which were grouped by similar themes and then clustered into nine (9) initial categories, coded with the letter A followed by a numeral (A.1, A.2, ..., A.11). For each initial category, a partial argument was developed, representing the *us* that comprise that category. Again, through thematic approximation, four (4) intermediate categories emerged; these are detailed in **Table 1**, which explains how the initial categories were clustered to give rise to the intermediate categories.

**Table 1:** Clustering of the *us* for the development of initial categories

Initial category	Argument	Intermediate category	Argument
A.1 – Assessment in Teacher Education: Dimensions for the Development of Teaching Practice	This theme reveals itself as a deep and dynamic exploration of the various facets of assessment in teacher education. It highlights not only the fundamental importance of this process but also points to the ongoing need for reflection to prepare educators for the ever-changing challenges of the educational context. (11)	A.1.1 – Weaving Knowledge through Continuous Assessment of Professional Practice (A.1 + A.2 + A.3 + A.7 = (11 + 13 + 35 + 19) = 78)	In the educational context, the process of teacher education is like weaving a complex tapestry, where each thread represents an experience, knowledge, or skill acquired along the way. In this
A.7 – Mobilization of Knowledge for the Use of Teaching Strategies	The mobilization of knowledge fosters a dynamic and enriching teaching environment, involving the selection and application of strategies that align with educational objectives, student characteristics, and specific teaching contexts. (13)		

<p>A.2 – Professional Development in Teacher Education</p>	<p>Continuous reflection is a cornerstone of professional development in teacher education. Encouraging educators to analyze their practices and identify areas for growth fosters a culture of ongoing learning. This practice contributes not only to individual growth but also to the continuous improvement of the educational system. (35)</p>		<p>scenario, the continuous assessment of professional practice emerges as a fabric that unites and strengthens these threads. Educators, by undergoing constant evaluation of their practices, have the opportunity to reflect on their teaching.</p>
<p>A.3 – Development of Competencies and Skills for Professional Practice</p>	<p>Professionals with updated competencies and skills are more valued in the labor market, which broadens their employment opportunities and enables career advancement. However, by pursuing a standardized approach, competency-based teaching may overlook the cultural, socioeconomic, and geographical nuances that influence local communities. (19)</p>		
<p>A.4 – Collaboration for Pedagogical Reflection on Teaching in Basic Education</p>	<p>Pedagogical reflection, when nurtured by collaboration, becomes more contextualized and aligned with the specific needs of the school community. Ongoing dialogue among educators allows for the adaptation of practices according to student characteristics, the local environment, and social demands. (7)</p>	<p>A.1.2 – Education Networks: Integrating Knowledge and Valuing Diversity in Teaching Practice (A.4 + A.9 = (7 + 16) = 23)</p>	<p>Educators, by recognizing the diversity of knowledge present among students, are challenged to create strategies that not only respect but also value different perspectives.</p>
<p>A.9 – Diversity and Social, Cultural, and Economic Challenges</p>	<p>Diversity, whether ethnic, cultural, socioeconomic, or related to abilities, enriches the educational environment by providing opportunities for the exchange of experiences. However, it also presents challenges, as social and economic disparities can impact access to education, making it essential to adopt inclusive policies and measures aimed at promoting equity. (16)</p>		
<p>A.5 – Interdisciplinary Articulation in Teacher Education</p>	<p>By incorporating interdisciplinary articulation in teacher education, the aim is for educators to develop a broader and more contextualized understanding of topics, connecting different areas of knowledge in a more meaningful way. (16)</p>	<p>A.1.3 – Broadening Horizons: Interdisciplinary Articulation in Teacher Education (A.5 + A.6 = (16 + 41) = 57)</p>	<p>Interdisciplinary articulation in teacher education is like exploring a vast territory of knowledge,</p>

A.6 – Dimensions of Knowledge for Teacher Education	A formação de professores deve abranger diversas dimensões do conhecimento para preparar educadores problematizadores. Além do domínio disciplinar, é essencial desenvolver conhecimentos pedagógicos, compreensão curricular, habilidades de articulação entre teoria e prática, sensibilidade socioemocional e consciência cultural e contextual. (41)		uncovering connections among diverse disciplines.
A.8 – Institutional Organization and Legislation in Teacher Education and Practice	The structure of higher education institutions, teacher education curricula, and pedagogical practices are shaped by guidelines and regulations established by regulatory bodies and educational laws. Furthermore, these regulations influence the creation of educational policies, impacting school management, teacher-student relationships, and pedagogical approaches. (12)	A.1.4 – The Influence of Institutional Organization and Legislation on Teacher Education and Practice A.8 = 12	Each teaching strategy, methodological approach, and classroom interaction is shaped by the synergy between institutional and legal spheres.

Source: Produced by the authors.

Based on the arguments from the intermediate categories, we then perceive the emergence of the final category, which we have named “Intertwining Knowledge: The Complex Journey of Teacher Education in the Education Network,” as detailed in Table 2.

**Table 2:** Continuation of the Grouping of Units of Meaning for the Development of Initial Categories

Final Category	Final Category Argument
A.1.1.1 – Intertwining Knowledge: The Complex Journey of Teacher Education within the Education Network	The journey of the mathematics teacher is a trajectory that goes beyond the mere transmission of knowledge. Along this path, the educator faces daily challenges, transforming into a dedicated guide who enables students to confront real-world problems with confidence and mathematical skill. This journey proves rewarding as one witnesses the intellectual growth and overcoming of barriers by the students, thereby contributing to the construction of a solid foundation not only in the present but also for the academic and professional future of each learner.

Source: Produced by the authors.

In the next section, we problematize the final category by grounding our analysis in theorists who discuss the units of meaning that were most significant to us.

#### 4.1 Intertwining Knowledge: The Complex Journey of Teacher Education within the Education Network

In the context of teacher education, the understanding and intertwining of knowledge constitute a complex and multifaceted journey. This journey transcends the mere transmission of disciplinary knowledge, embracing the interconnection of diverse knowledges that shape pedagogical practice. From this perspective, teacher education becomes an intricate fabric of experiences, theories, and practices, where teachers are challenged to integrate academic knowledge, classroom experiences, socio-emotional sensitivities, among other virtues. This

intersection of knowledges does not occur linearly, but rather through a constant process of dialogue, reflection, and adaptation. Teacher education within the web of education is not simply an accumulation of information, but an intertwined set of virtues, values, and understandings that come together to forge educators better prepared to face the dynamic challenges of the contemporary educational environment. In this vein, the importance of considering the diversity present in the school community is recognized, valuing the plurality of perspectives, cultures, and identities. The curriculum is designed to promote respect for individual and cultural differences, seeking to provide inclusive education that meets the needs and realities of students, as reflected in several Articles present in the Resoluções CNE/CP of 2002 and 2015.

*Art 2. The curricular organization of each institution shall observe, in addition to the provisions of Articles 12 and 13 of Law 9.394, dated December 20, 1996, other forms of guidance inherent to teacher education, including preparation for: I – teaching aimed at student learning; II – welcoming and addressing diversity; III – performing activities for cultural enrichment; IV – improvement in investigative practices; V – the development and implementation of projects for curricular content; VI – the use of information and communication technologies and innovative methodologies, strategies, and support materials; VII – the development of habits of collaboration and teamwork. (RES-CNE-2002-2)*

*[...] The training of teaching professionals (both trainers and students) is a commitment to a social, political, and ethical project that contributes to the consolidation of a sovereign, democratic, just, and inclusive nation, promoting the emancipation of individuals and social groups, attentive to the recognition and appreciation of diversity and, therefore, opposed to all forms of discrimination. (RES-CNE-2015-5)*

It is important to highlight that references to the treatment and appreciation of diversity are more explicitly outlined in the 2002 and 2015 resolutions. These resolutions emphasize the preparation for welcoming and addressing diversity as one of the crucial aspects of teacher education, taking into account the diversity present in the school community and promoting respect for individual and cultural differences. However, upon examining the 2019 resolution, it is noticeable that the text does not present attention to diversity as explicitly, representing a step back compared to the previous guidelines. This lack of specific emphasis can be interpreted as a gap that deserves attention to ensure that teacher education remains committed to the principles of respect for diversity and the promotion of inclusive education.

Freire (1971), Gadotti (2012), Libâneo (2017), and Saviani (2018) have contributed significantly to the reflection on curriculum, teacher education, and the construction of an education that promotes citizenship, diversity, and social inclusion. Their diverse perspectives intertwine around the need for education that engages with the student's reality and seeks to confront the social, cultural, and economic challenges of the country.

Therefore, the promotion of diversity stands out as a positive aspect, recognizing the relevance of inclusion and respect for differences. This focus significantly contributes to building a richer and more inclusive educational environment. Another positive strand is centered on stimulating cultural enrichment, encouraging activities that broaden students' cultural understanding. At the same time, the promotion of investigative practices is emphasized, fostering the development of critical thinking and analytical skills among students.

The approach based on curricular projects represents an extension beyond the traditional model, encouraging the practical application of acquired knowledge. The importance of

integrating technologies in education is also recognized, promoting the use of innovative tools to contribute to the teaching and learning process. Moreover, the focus on developing social skills such as teamwork and collaboration prepares students not only academically but also for future social interactions.

However, the implementation of these guidelines is not without challenges. The possibility of curricular overload is a valid concern, considering that including so many elements may hinder the practical execution of these guidelines. Furthermore, the integration of technologies faces obstacles such as resource limitations and insufficient training, presenting additional challenges.

The scope of educational work, in this sense, encompasses all aspects of education, from curriculum planning to lesson execution and student monitoring. It is a complex and comprehensive process aimed at forming more critical individuals, capable of acting more consciously in the world, as mentioned in Article 12 of the 2015 resolution

*Art 12. Initial teacher education programs, respecting the national diversity and the pedagogical autonomy of institutions, shall be composed of the following cores: [...] a) principles, conceptions, contents, and criteria derived from different areas of knowledge, including pedagogical, specific, and interdisciplinary knowledge, as well as the foundations of education, aimed at the development of individuals, organizations, and society; b) principles of social justice, respect for diversity, promotion of participation, and democratic management; c) knowledge, evaluation, creation, and use of texts, teaching materials, procedures, and teaching and learning processes that consider the social and cultural diversity of Brazilian society; d) observation, analysis, planning, development, and evaluation of educational processes and educational experiences in educational institutions; e) multidimensional and interdisciplinary knowledge about the human being and educational practices, including knowledge of children's developmental processes [...] in the physical, cognitive, affective, aesthetic, cultural, playful, artistic, ethical, and biopsychosocial dimensions [...] (RES-CNE-2015-17).*

The importance of including principles of social justice, respect for diversity, promotion of participation, and democratic management is highlighted. Furthermore, the text emphasizes the need for future teachers to develop knowledge related to the creation and use of teaching materials that take into account the social and cultural diversity of Brazil. By integrating different disciplines and areas of knowledge, we can foster an understanding of the interrelationships between contents, enabling students to perceive the relevance of what they are learning for their lives and the challenges faced in social, cultural, and economic contexts. In this way, learning becomes more meaningful and stimulating, driving the development of critical and analytical skills which, according to Gadotti (2000, pp. 2–3), underscores

The process of globalization is changing politics, the economy, culture, history... therefore also education. It is a topic that must be approached from multiple perspectives. To think about the education of the future, we need to reflect on the process of globalization of the economy, culture, and communications [...] the issue of participation, education for and through citizenship. Educating for active citizenship has today become the project and program of many schools and educational systems.

In light of the challenges and opportunities brought by globalization, the education of the future needs to be broadly and multidimensionally rethought. It is essential to consider the impact of globalization on educational systems, seeking an approach that promotes active

citizenship, intercultural dialogue, and the formation of individuals prepared for the challenges of the contemporary world. Reflection on the globalization of the economy, culture, and communications must be present in educational discussions and decisions, aiming for a more comprehensive and meaningful education for students. Moreover, Libâneo (2017, p. 10) emphasizes that it is through

Educational action that the social environment exerts influences on individuals, and these, by assimilating and recreating such influences, become capable of establishing an active and transformative relationship with the social environment. These influences manifest themselves through knowledge, experiences, values, beliefs, ways of acting, techniques, and customs accumulated by many generations of individuals and groups, transmitted, assimilated, and recreated by new generations.

Therefore, we understand that the approach to diversity and social, cultural, and economic challenges also seeks to promote equality of opportunity, ensuring that all students have access to quality education regardless of their backgrounds and socioeconomic conditions. This includes adapting pedagogical practices and providing resources that meet the specific needs of each student, enabling equitable education. This is a highly relevant theme in the field of education, as it aims to understand how the teacher education process can be rethought to promote a more inclusive education, capable of addressing the demands of diversity present in the school community.

The concept of teacher education has been widely discussed in the educational literature, and authors such as Freire (1971), Nóvoa (1992), and Tardif (2002), among others, have contributed to the debate. According to Tardif (2002), teacher education is a complex process that requires the integration of different types of knowledge, such as pedagogical knowledge, knowledge of specific disciplines, and knowledge of the social and cultural realities of students. In this sense, it is essential that teacher education programs are structured to develop skills and competencies that allow future educators to understand and act in a contextualized and sensitive manner regarding the particularities of their students, as observed in the CNE/CP resolution of 2015

*II – the construction of knowledge, valuing research and extension as essential pedagogical principles for the exercise and improvement of teaching professionals and the enhancement of educational practice; III – access to national and international research sources, quality pedagogical support materials, study time, and academic-professional production, enabling research funding programs focused on basic education; IV – pedagogical dynamics that contribute to the professional exercise and development of teaching professionals through a broad view of the formative process, its different rhythms, times, and spaces, considering the psychosocial, historical-cultural, affective, relational, and interactive dimensions that permeate pedagogical action, enabling conditions for the exercise of critical thinking, problem-solving, collective and interdisciplinary work, creativity, innovation, leadership, and autonomy; V – the elaboration of teacher education processes in harmony with educational and social changes, keeping pace with the gnosiological and epistemological transformations of knowledge [...] (RES-CNE-2015-10).*

The promotion of spaces for critical reflection on different languages, incorporating them into the pedagogical process, is a crucial skill to develop students' critical thinking and creativity. Consolidating inclusive education, respecting and valuing ethnic-racial, gender, sexual, religious, generational, and other diversities, is a fundamental responsibility that enables

an inclusive education recognizing and valuing the diversity present in the school community, including students with different abilities, cultural backgrounds, and life experiences.

To achieve this goal, it is necessary that teachers are prepared to deal with heterogeneity in the classroom, promoting pedagogical practices adapted to the individual needs of each student. According to Nóvoa (1992), teacher education should be anchored in a critical perspective that considers the social and educational reality in which the school is inserted. In this way, teachers can develop a more open and receptive attitude towards diversity, seeking to build a more welcoming educational environment.

The contextualization of teacher education is also a relevant aspect to be considered. Education should not be thought of in isolation, detached from the reality in which it is embedded. Training programs must be committed to the demands and challenges of contemporary society, preparing teachers to act reflectively in the transformation of educational reality. In this regard, internship practices and school experiences are essential for future teachers to get to know and understand the context in which they will work.

In this direction, when well-conducted, evaluative practice not only measures progress but also drives continuous improvement, fostering an educational environment centered on learning and reflective development of educational practices. Before we begin discussions on the topic, it is important to clarify what we understand by "assessment," based on Gatti (2002) definition

Educational assessment today is not only a field with specific theories, processes, and methods, but also a broad domain that encompasses subareas with distinct characteristics: assessment of educational systems, classroom performance evaluation, school achievement assessment aimed at macro-analyses, program evaluation, institutional evaluation, and self-assessment. It also admits different theoretical approaches such as systemic evaluation, illuminative or comprehensive evaluation, and participatory evaluation (p. 17).

We understand that the author addresses the complexity and diversity of the field of educational assessment today. She emphasizes that educational assessment is not limited to specific theories, processes, and methods, but rather is a broad field encompassing various subareas, each with distinct characteristics. Among the subareas mentioned, there is the assessment of educational systems, which aims to analyze performance at a macro level, enabling the identification of potential issues and the formulation of more appropriate educational policies. Another important subarea is the evaluation of school performance in the classroom, which focuses on analyzing students' achievement in the school environment, providing information for teachers to adapt their pedagogical practices and monitor students' progress.

*Art. 8. The professional competencies to be developed by teachers in training, according to the present Guidelines, must serve as the reference for all forms of course evaluation, which shall be: I - periodic and systematic, with diversified procedures and processes, including the contents covered, organizational model, and performance of the training staff; II - conducted through internal and external procedures that allow for the identification of the different dimensions of what is being evaluated; III - focused on both processes and outcomes (RES-CNE-2002-8).*

Additionally, evaluation also encompasses the analysis of academic performance with the aim of macro-level analyses, that is, a broad and comprehensive view of educational

outcomes to assess the education system as a whole. Other aspects addressed include the evaluation of educational programs, institutional evaluation, and self-evaluation. The evaluation of educational programs aims to analyze the effectiveness and impact of specific projects and initiatives in education. Institutional evaluation seeks to assess the functioning of educational institutions, while self-evaluation refers to the process in which the institutions or educators themselves assess their own practices.

*Art. 6. The offering, development, and evaluation of activities, courses, and programs for initial and continuing teacher education, as well as specific, interdisciplinary knowledge, the foundations of education, pedagogical knowledge, teaching methodologies and practices, and the pedagogical experiences of teaching professionals in both face-to-face and distance learning modalities, must comply with the legislation and regulations in force for the respective levels, stages, and modalities of national education. This compliance must ensure the same workload and establish an effective process of organization, management, and student/teacher interaction, as well as a systematic process for monitoring and evaluating the course, faculty, and students (RES-CNE-2015-11).*

Each theoretical approach offers different perspectives on how to understand and apply educational assessment. This diversity of subfields and theoretical frameworks within educational assessment reflects the complexity and importance of this area. Educational assessment plays a fundamental role in contributing to the quality of teaching and providing information that supports appropriate political and pedagogical decisions, with the goal of promoting a more critical education. Therefore, understanding the breadth and diversity of educational assessment is essential for its continuous development and relevance in the contemporary educational context.

#### **4.2 Floating Along the Currents of Curriculum Theories: A Unifying Argument on the Dimensions of Teacher Education**

Teacher education is understood as a complex journey that goes beyond the mere transmission of disciplinary knowledge, embracing the interconnection of diverse knowledges that shape pedagogical practice. Regarding the theory of efficientism and technical rationality, there is a connection when the metatext addresses the importance of teacher education in developing specific skills and competencies, aiming to prepare teachers to act effectively. Additionally, the perspective of evaluation is emphasized, relating to the efficiency proposed by Bobbitt (1918) and the technical rationality of Tyler and Vedia (1986), seeking measurable results to improve the quality of teaching.

Concerning progressivism, the reference to Dewey (1971) highlights the importance of transformative action in education. This perspective aligns with the idea of teacher education that is sensitive to diversity, engages with students' realities, and confronts the social, cultural, and economic challenges of society.

The critical theory of curriculum is also mentioned, especially when addressing the network of integration among Teaching, Research, and Extension at the University, aligning with the proposal of a systemic and complementary role of the University, enriching the academic experience and promoting a continuous learning and development environment.

When discussing the resolutions on teacher education, the text highlights the importance of inclusion, respect for diversity, and the promotion of inclusive education. These elements are fundamental to building a richer and more inclusive educational environment, connecting with

the principles of critical theory (Freire, 1971 & Gadotti, 2012 & Libâneo, 2013 & Saviani, 2018).

Educational assessment, in turn, is approached comprehensively, considering different subfields such as evaluation of educational systems, classroom performance, educational programs, institutional evaluation, and self-assessment. This reflects the diversity of theoretical approaches in assessment, such as systemic, illuminative or comprehensive, and participatory evaluation. Such diversity highlights the complexity and importance of this field to support appropriate political and pedagogical decision-making.

Therefore, the metatext presents different curricular perspectives, ranging from more standardized and efficient approaches to reflective, critical, and contextualized ones, evidencing the diversity of theories permeating the educational field and their implications for teacher education and pedagogical practice.

The analysis of the CNE/CP resolutions from 2002, 2015, and 2019 allowed us a more grounded reflection on educational practices. It is important to emphasize that the discussions presented in the metatext, grounded in theoretical frameworks, do not always reflect the real objectives of the documents in their articles and paragraphs. Although the themes appear flexible, current, and inclusive, they may in fact conceal a curriculum aimed at mass training to meet labor market demands and qualify the workforce through diplomas that sometimes guarantee only low-paid jobs. The intentions behind these seemingly inclusive items may be more complex than what is explicitly stated in the official documents.

## 5 The Landscapes before the Polysemy of the Resolutions

In this study, we explored various analytical categories that provided insights into the implications and limitations of the CNE/CP resolutions. Through the analysis of Units of Meaning (US), we identified and described the main characteristics and implications of each category, as well as interpreted their relationships with education, curriculum, and pedagogical practices.

Curricular documents, in their essence, should play a crucial role as instruments guided by public policies aimed at promoting quality education. Ideally, these documents are designed to steer the direction of teaching, reflecting best pedagogical practices and the real needs of the educational system. However, it is often observed that this fundamental purpose becomes distorted. Do these documents transcend merely technical aspects and include an analysis of the social, political, and economic structures that shape individuals' lives? Reflecting on these questions may help better understand the role of the curriculum in teacher education and the promotion of social change.

Unfortunately, reality often diverges from this ideal conception, as curricular documents are sometimes interpreted and employed as tools of partisan politics. Rather than genuinely reflecting the pursuit of quality education, these documents are at times shaped by temporal political agendas, disconnected from the actual needs and challenges faced by the educational system.

This deviation from the initial purpose of curricular documents toward partisan objectives carries harmful consequences for education. Such practices compromise the integrity of the educational process, undermining the objectivity and impartiality that should be inherent to these instruments. The tendency to politicize curricular documents can result in frequent and disruptive changes to the education system, harming the continuity and effectiveness of educational policies.

The different CNE/CP resolutions reflect not only distinct approaches to teacher education but also differing curricular conceptions. The 2002 Resolution, by valuing the holistic formation of teachers (Scheibe; Bazzo, 2013), can be associated with a progressive perspective that emphasizes the importance of the educator's integral development and recognizes the complexity of educational practice. In contrast, the 2015 Resolution, which prioritizes diversity, inclusion, and sociocultural awareness, reflects an approach close to critical curriculum theory, aiming to promote reflection on power structures and social inequalities.

However, the 2019 Resolution, criticized by Militão (2021) for emphasizing isolated competencies and skills, may be linked to technical rationality and efficientism, characterized by a search for efficiency and standardization of educational processes, often prioritizing preparation for the labor market to the detriment of broader and more critical training.

These divergent perspectives reveal a tension between more traditional approaches focused on the transmission of specific content and skills and more progressive and critical approaches that value reflection, diversity, and the autonomy of subjects. This diversity of conceptions highlights the importance of critical analysis of educational policies and the need to promote a curriculum that fosters not only efficiency but also equity, inclusion, and civic education.

Nevertheless, the different perspectives present in the CNE/CP resolutions are not necessarily mutually exclusive and may coexist within the same educational policy. It is possible that a single resolution incorporates elements of technical rationality, efficientism, progressivism, and critical curriculum theory, reflecting a variety of views and interests present in the formulation of educational policies. However, it is important to consider that some of these perspectives may contribute more or less effectively to certain educational objectives.

In this vein, it is imperative that future resolutions incorporate a broader and more contextualized perspective, recognizing the need for updated teacher education committed to transformative education, capable of addressing the challenges and demands of contemporary society.

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