Policy articulation in the institutional arrangement for implementing the pibid 2007-2013

Articulação de políticas no arranjo institucional de implementação do pibid 2007-2013

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ABSTRACT
This article is part of the debate on public educational policies in Brazil, and presents research results on the institutional arrangement for the implementation of the Institutional Program of Initiation Scholarship to Teaching, Coordination of Improvement of Higher Education, Ministry of Education. This is a program for encouraging and valuing teaching and for improving the process of teaching for Basic Education, in partnership between universities and schools, with the licensees as their target public. The main theoretical-methodological foundation of the research is from the field of Public Policies, especially the studies about the phase of implementation of policies. Based on the theoretical-analytical model of the institutional arrangements for implementation, the guiding issue of this study was: what are the public educational policies linked to the Pibid in its institutional arrangement for implementation. The results pointed to a articulation of recent public educational policies to Pibid established via LDBEN, I and II PNE, PDE and "new" Capes, regarding teacher training for Basic Education. These policies also characterized the context of the creation of the Bibid and a structure of institutional and financial incentives. Consideration of the institutional arrangement for implementing the Pibid at different scales is relevant to understand the collaborative regimes involved in its institutional-legal and institutional-academic arrangement and the respective scales of implementation in the subnational federative entities and implementation in the partnerships between HEIs, public elementary education networks and each school-field.

Keywords: public educational policies, institutional arrangement for implementation, policy articulation, scales, pibid.

RESUMO
O presente artigo insere-se no debate sobre as políticas públicas educacionais no Brasil, e apresenta resultados de pesquisa sobre o arranjo institucional de implementação do Programa Institucional de Bolsa de Iniciação à Docência, da Coordenação de Aperfeiçoamento de Ensino Superior, Ministério da Educação. Trata-se de um programa de incentivo e valorização do magistério e de aprimoramento do processo de formação de docentes para a Educação Básica, em parceria entre universidade e escolas, tendo como público-alvo os
licenciandos. A principal fundamentação teórico-metodológica da pesquisa é do campo de Políticas Públicas, especialmente os estudos sobre a fase de implementação de políticas. A partir do modelo teórico-analítico dos arranjos institucionais de implementação, a questão norteadora deste estudo foi: quais são as políticas públicas educacionais articuladas ao Pibid no seu arranjo institucional de implementação. Os resultados apontaram para uma articulação de políticas públicas educacionais recentes ao Pibid estabelecidos via LDBEN, I e II PNE, PDE e “nova” Capes, no que se refere à formação de professores para a Educação Básica. Essas políticas também caracterizaram o contexto de criação do Pibid e uma estrutura de incentivos institucionais e financeiros. Tornase pertinente a consideração do arranjo institucional de implementação do Pibid em diferentes escalas para compreender os regimes de colaboração implicados no seu arranjo institucional-legal e institucional-acadêmico e as respectivas escalas de implementação nos entes federativos subnacionais e execução nas parcerias entre as IES, as redes de ensino públicas de Educação Básica e cada escola-campo.

**Palavras-chave:** políticas públicas educacionais, arranjo institucional de implementação, articulação de políticas, escalas, pibid.

1 INTRODUCTION

The present work is part of the author's research (NASCIIMENTO COCK, 2018) developed between the years 2016 and 2018 in the Master's course in Education of the Graduate Program in Education (PPGE) of the Pontifical Catholic University of Rio de Janeiro (PUC-Rio), in the line of research Education, Social Inequalities and Public Policies. The theme of the work is part of the debate on public educational policies in Brazil, and presents research results on the institutional arrangement for implementing public policies, with the object of study being the Institutional Program of Scholarship to Teaching (Pibid).

The Pibid is part of a set of recent policies and programs of the Ministry of Education (MEC) and of the Coordination for the Training of Personnel with Higher Education (Capes) directed towards undergraduate courses throughout the country, with a focus on initial teacher education. It is a program for encouraging and valuing teaching and for improving the process of educating teachers for Basic Education.

The creation of Pibid took place in December 2007 (BRAZIL, 2007c). According to Articles 1 and 2 of Capes Ordinance No. 96/2013 (BRAZIL, 2013b),
the Pibid is based on the Law of Guidelines and Bases of National Education - LDBEN No. 9.394/96 (BRAZIL, 1996), Complementary Law No. 12.796/2013 (BRAZIL, 2013a) and Decree No. 7.21 9/2010 (BRAZIL, 2010). The program offers scholarships for students of undergraduate courses from public and private higher education institutions (HEIs) to carry out pedagogical activities in public schools of basic education, contributing to the integration between theory and practice in the initial teaching training, the approximation between universities and schools and to the improvement of quality of Brazilian education.

The grantees, who are the main target audience of the Pibid, are guided by area coordinators - teachers of public and private HEIs - and by supervisors - teachers of public schools - and carry out their activities of initiation to teaching in field schools of the municipal, state and federal public education networks, being the same school-field capacity of the supervising teacher (BRAZIL, 2013c). The nuclei formed by each area coordinator together with the supervisor(s) and the licensees of the same area or course are called Subprojects. In the design of the Pibid there is also the institutional coordinator, who is the professor of the IES responsible for the Pibid Institutional Project of the respective institution and for interlocuting with Capes/MEC. A single Pibid Institutional Project may have one or more Subprojects and one or more partner field schools.

Given the boundaries of this article, the text is organized into four sections. In this first section, the introduction, is located the research that gave rise to the work and its empirical object, the Institutional Program of Initiation Scholarship to Teaching (Pibid). The second section presents the main theoretical references of the research, the methodology and the question of research guiding the cut-off established for this work. In the third section there is the analysis of the data and the discussion of the main results. Finally, the fourth section sets out the final considerations of that article.

2 THEORETICAL FOUNDATIONS AND METHODOLOGY

The main theoretical and methodological reference used in the research comes from the field of Public Policies, especially the studies on the
implementation phase of policies, whose main references originate in the areas of Political Science, Public Administration and Political Sociology, despite currently being considered a field of multidisciplinary studies (MARQUES; FARIA, 2013). The main references used in the research were Winter (2010), Faria (2012), Lima and D’Ascenzi (2013) and Lotta (2015), works in which the authors present and discuss the process of implementing public policies in the international context and in Brazil, and Gomide and Pires (2014) and Pires (2016), which elaborated the concept of institutional arrangement of public policies, from analyzes of different Brazilian federal public policies within the scope of the Institute of Applied Economic Research (Ipea) (2).

For the authors, the institutional arrangement for the implementation of a public policy can be understood as the set of rules, mechanisms and processes that define the particular way how actors and interests are coordinated in the implementation of each policy, including the governance structure and the public policy instruments that fill them in and define the coordination of the participating actors and institutions, as well as conditioning certain technical-administrative and political state capacities to the arrangements. In addition to a concept, the authors proposed a theoretical-analytical model that allows analyzes of the arrangements for implementing public policies that are prospective or retrospective (GOMIDE; PIRES, 2014; PIRES, 2016).

Starting from the analytical theoretical model proposed by the authors (GOMIDE; PIRES, 2014; PIRES, 2016), in the cut-off established for this work, the analyzes and results presented correspond to the following guiding question: what are the educational public policies articulated to the Pibid in its institutional arrangement for implementation. The empirical data comprises the documents that regulate policies and programs to which the Pibid is articulated and the following normative documents of this program: Decree No. 7,219/2010, Capes Decree No. 96/2013 and the public notices of the Pibid published between 2007 and 2013, assumed here as materials that present the perspectives of the formulators of the policy, that is, of Capes and of the MEC. This is a qualitative approach research, in which the analytical treatment of the selected documents
took place through a thematic content analysis, based on the proposals of Minayo (2015) and Bardin (2016).

In this work, whose cutout is longitudinal, the analyzes comprise the Pibid from its beginning, through the Public Call Capes 01/2007 (BRAZIL, 2007c), implemented in federal public HEI in 2008, until the Public Notice Capes No. 61/2013 (BRAZIL, 2013c), which made eligible private HEI for profit, besides the federal, state and municipal public HEI and the private non-profit HEI participating throughout the period. The validity of this notice, which was the broadest implemented so far, took place until 31 March 2018.

3 DATA ANALYSIS AND DISCUSSION

The analyzes point to articulations referenced in the norms for the purpose of characterizing the institutional arrangement for implementing the Pibid from the perspective of the formulators. The objective link of the Pibid with the national policy of teacher training for Basic Education is expressed in Art. 62 § 5 of the current LDBEN (BRAZIL, 1996), the wording of which was given by Complementary Law No. 12.796/2013 (BRAZIL, 2013a):

§ 5 The Union, the Federal District, the States and the Municipalities will encourage the training of professionals of the magisterium to work in public basic education through institutional program of scholarship for the initiation of teaching to students enrolled in undergraduate, full degree courses in institutions of higher education (BRAZIL, 2013a, Art. 62; author’s griffins).

In addition to the objective connection of the Pibid to the current LDBEN through Complementary Law 12.796/2013, the other documents analyzed point to the creation of the Pibid as a result of a broader set of educational policies. Among these policies are specific programs and goals aimed at the initial training of teachers for Basic Education, with a focus on those that are present in the National Education Plans (PNE I and II), in the Education Development Plan (PDE) and in the "new Capes".

PNE is a planning instrument that guides the implementation and improvement of public policies in the Brazilian educational sector. The first PNE
was published in 2001 with effect until 2010 (BRAZIL, 2001) and had the objective of complying with the goals established in the Federal Constitution of 1988, which provided for the establishment of a National Education Plan by law. In 2014, the second NSP was published, valid until 2024. In the new text, objectives and targets were defined for Basic Education, at all its levels, to be carried out during the ten years. The new PNE brings ten guidelines, among them the valuation of education professionals, conceived as one of the biggest challenges of educational policies (BRAZIL, 2014).

The EDP was created in 2007 as a set of plans and programs aimed at an instrumental translation of the first NSP. These plans and programs derived from the EDP are organized around four guiding axes: Basic Education, Higher Education, Professional Education and Literacy. The topic of teacher training is related to the guiding axis Basic Education (BRAZIL, 2007a). The "new Capes", in turn, an expression that refers to the reformulation suffered by Capes in 2007 (BRAZIL, 2007b), is also related to the set of EDP plans.

The "new Capes" began to subsidize the MEC in the formulation of policies and in the development of activities to support the formation of teaching professionals for Basic Education. This restructuring made Capes responsible, until then directed towards the training of teaching staff for Higher Education, for the induction, encouragement and articulation of actions aimed at the training of teachers of Basic Education (SCHEIBE, 2011), in addition to the support for the National Graduate System (SNPG) and the scientific and technological development of the country (BRASIL, 2013c; NASCIMENTO COCK et al., 2018).

The "new Capes" has added to its organizational structure another collegiate body, the Technical-Scientific Council of Basic Education (CTC-EB), made up of the Directorate of Present Basic Education, which from 2012 was called the Directorate of Teacher Training of Basic Education (DEB), and the Directorate of Distance Education (DED). Alongside the National Institute of Educational Studies and Research Anísio Teixeira (Inep), the National Council of Education (CNE) and the Ministry of Education's Secretariats, the function of the
"new Capes" began to be complementary to the regulation of the training of teachers of Basic Education (SCHEIBE, 2011).

Another articulation observed in the rules of the Pibid concerns the programs of the Ministry of Education directed towards the Secretariats of Education of the municipal, state and Federal District entities, taken as prerequisites, although not decisive, for the choice of the partner schools of the HEIs that participate in the Pibid. The normative documents of the Pibid in force until then (BRAZIL, 2010; BRAZIL, 2013b; BRAZIL, 2013c; CAPES, 2013), indicated as priorities the schools in which the Index of Development of Basic Education (Ideb/MEC) was below the national average, recommending that the HEI develop Pibid Subprojects in these schools. Paragraph II of Article 8 of the Capes Ordinance No. 96/2013, for example, recommended that the partner schools be those that had already joined other programs of the Secretariats of Education of the states, municipalities or of the Federal District and of the MEC itself, such as: Full-time Schools, Innovative High School and the More Education Program, thus fostering a linkage with other educational policies that take place at sub-national levels.

In this sense, the analyzes carried out in the research also present as a result the characterization of the institutional arrangement for the implementation of the Pibid, between the public notices from 2007 to 2013, structured on a national scale in collaborative regimes between the federative entities, from the public and private Higher Education networks and the public Basic Education, with the Federal Government as financier and coordinator. They also point to a collaboration structure on a regional and local scale between HEIs, public networks of Basic Education and partner field schools directly involved in the realization of the programs. In this context, the Federal Executive became the formulator of the policies, establishing the rules for the redefinition of responsibilities among the federative entities, expanding their functions of regulation, evaluation and financing of the policies.
4 FINAL CONSIDERATIONS

Considering the cutoff established for this article, the analyzes pointed to a articulation of recent public educational policies to Pibid established via LDBEN, I and II PNE, PDE and "new" Capes, regarding teacher training for Basic Education. These broader policies also characterized the context of the creation of the Pibid and a structure of institutional and financial incentives, since an increasing amount of resources was directed to the implementation of teacher training programs derived from these policies. For the implementation of the Pibid specifically, the fact that grants were awarded to teachers of higher education, teachers of basic education and graduates, characterized direct incentives to participants.

Another articulation observed in the rules of the Pibid concerns the programs of the MEC aimed at the Secretariats of Education of the subnational federative entities taken as prerequisites, although not decisive, for the choice of partner schools of the HEIs that participate in the Pibid, thus fostering an articulation with other educational policies that take place at subnational levels. In this sense, it is pertinent to consider the institutional arrangement of implementation of the Pibid on different scales to understand the collaborative regimes involved in its institutional-legal and institutional-academic arrangement and the respective scales of implementation and execution in the partnerships between HEIs, the public education networks of Basic Education and each school-field.

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