

Procampo: Rural Education Policy

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Abstract

The article integrates researches that focus on the analysis of the Rural Education policy as an alternative to improve the quality of education and contribute to the development of rural areas, it also discusses the Rural Education as public policy and its implementation through specific programs. The empirical material analyzed is the Programme of Support to Rural Higher Education Degree Procampo/Pronacampo. The analysis focuses in reflecting on the history and definition of concepts in the discussion of Rural Education by social movements forefront State bodies represented by the Ministry of Education. In addition, it also discusses Procampo as a significant action of implementation and expansion of Rural Education as part of teacher training. The conclusions highlight advances in this implementation; it considers Procampo as an innovation in teacher training, however, to ensure the public policy challenges ahead and a long way by conflicts and clashes of intermingled divergent interests.

Keywords: Rural Education. Public Policy. Procampo

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Procampo: Política de Educação do Campo

Resumo:

O artigo integra pesquisas que têm como foco a análise da política de Educação do Campo como alternativa para melhoria da qualidade da educação e, assim, contribuir com o desenvolvimento do território rural; discute a educação do campo como política pública e analisa sua implementação através de programas pontuais. O material empírico analisado é o Procampo/Pronacampo. A análise se concentra em refletir sobre a trajetória e a definição de conceitos no debate da educação do campo pelos movimentos sociais frente às instâncias do Estado, representado pelo Ministério da Educação. Além disso, problematiza o Procampo como uma significativa ação de implementação e expansão da educação do campo no âmbito da formação de professores. As conclusões assinalam avanços nessa implementação, considerando o Procampo uma inovação na formação de professores. Há, entretanto, desafios a serem enfrentados e um longo percurso entremeado por conflitos e embates de interesses divergentes para que, por fim, possa ser garantido como política pública.

Palavras-chave: Educação do Campo. Política Pública. Procampo

Procampo: Política de Educación del Campo

Resumen:

El artículo integra investigaciones que tienen como foco el análisis de la política de Educación del Campo como alternativa para mejorar la calidad de la educación y contribuir así al desarrollo del territorio rural; se discute la Educación del Campo como política pública y analiza su implementación a través de programas puntuales. El material empírico analizado es el Procampo / Pronacampo. El análisis se concentra en reflexionar sobre la trayectoria y la definición de conceptos en el debate de la Educación del Campo por los movimientos sociales frente a las instancias del Estado, representado por el Ministerio de Educación. Además, problematiza el Pronacampo como una significativa acción de implementación y expansión de la Educación del Campo en el marco de la formación de profesores. Las conclusiones señalan avances en esta implementación, considerando el Pronacampo una innovación en la formación del profesorado. Hay, sin embargo, desafíos a ser enfrentados y un largo recorrido entremezclado por conflictos y embates de intereses divergentes para que, por fin, pueda ser garantizado como política pública.

Palabras clave: Educación del Campo. Política Pública. Procampo

Introduction

This article is part of the “Rural Education, a policy in construction: challenges to Sergipe and to Brazil,” whose implementation period was 2010 to 2013, with updates in 2015 and 2017 biennium through project that sought to establish agricultural relations measures and the curriculum in the Rural Education. Made from the Center of Transdisciplinary Studies in Education NETE/UFS.

Such researches have focused on the analysis of the Rural Education policy as an alternative to improve the quality of education and contribute to the development of rural areas. One aspect that has been prioritized is teacher training which will be carried out with a degree in Rural Education through the National Rural Education Program – Pronacampo.

This article aims to present part of the issues developed in the scope of the implementation of Rural Education policy, highlighting the trajectory traversed since its inception; concepts and principles on which it is based; objectives, as well as Procampo – Degree in Rural Education, as a relevant action to consolidate the policy.

Trajectories and Concepts in Rural Education

Adopting as its advent mark, there was the first National Encounter of Agrarian Reform Educators (ENERA) held in 1997 at the University of Brasília (UNB), also supported by the National Confederation of Bishops of Brazil (CNBB), and the United Nations Educational, Scientific and Cultural Organization (UNESCO), as well as the United Nations Children’s Fund (UNICEF).

Rural Education, in this context, arises, according to Santos (2012), with the firm purpose of striving to guarantee public schools and pedagogical school projects forged with the participation of the subjects. This was still under the impact of the tragedy that happened a year before. The escalation of violence in the countryside in the 1990s came to light through the tragedy of Eldorado de Carajás¹. From then on, contradictorily, agrarian reform entered the national agenda, forcing the government to position itself against the clash between the workers and the rural capitalist monopoly.

It was in the meantime, according to Santos (2012), that this meeting was able to add support to produce a more offensive action on the State with respect to education, generating:

An articulated action between the social movement and universities represented at the Third Forum of Higher Education Institutions, was also scheduled for the federal government the need to create a specific program to meet educational requirements in the areas of agrarian reform (SANTOS, 2012, p. 46, our translation).

In the following year, 1998, the government created the first Rural Education program – the National Education Program for Agrarian Reform (PRONERA). In the same

¹ The massacre of Eldorado de Carajás was how it became known worldwide the murder of nineteen workers of the Landless Movement by the military police of the State of Pará on April 17, 1996.



year, the First National Conference for a Basic Rural Education (CNEBC) was held in Brasilia. In this conference, in addition to issues related to agrarian reform, other rural subjects such as “small farmers, women, *quilombolas*², those affected by dams, rural youth” (SANTOS, 2012, p. 48, our translation) would fill the working Rural framework. It was also attended by representatives of the educational system, and the increasement in participation of universities.

The conference posed as a great challenge: “to think and to make an education linked to development strategies. And, in our opinion, the human development of the entire Brazilian people” (CNEC, 1998, p. 6, our translation). The conference produced a broad debate on Rural Education, as well as the definition of principles and concepts for its schools. In addition, it required urgency in the definition of policies such as:

Literacy programs or initiatives for youth and adults. Access of the entire population to a public, free and quality school, from kindergarten through high school. Democratic management at the various levels of the school system, including the participation of families, communities, organizations and social movements in decision-making on action policies at each level and on monitoring school resources. Support for innovation initiatives in school structures and curricula at the various levels of basic education. Creation of regional technical schools. Specific programs of continuing education of Rural educators. Inclusion of specific qualifications or, at least of specific subjects to this training in the Teaching courses and in the Higher education courses of Pedagogy and other bachelor's degrees ... (CNEC, 1998, p. 32-33, our translation).

The following years had a lot of mobilization of the social movements in order to put pressure on the State to guarantee the implementation of Rural Education as a public policy. The result of this mobilization, according to Santos (2012), led to the approval of the Operational Guidelines for Basic Education in the Rural Schools.

Such intensity, mobilization and protagonism in the action led to the National Education Council approving, on April 3rd, 2002, Resolution No. 01/2002, of the Basic Education Chamber, called Operational Guidelines for Basic Education in the Rural Schools. Result of a broad participatory process, which involved the diversity of subjects in several public hearings, recognizes the legitimacy of peasants in their various Rurals – landless, small farmers, artisanal fishermen, *quilombolas*, coconut crackers, *caïçaras*³, require an education with their own parameters and elicit a series of recommendations to the public agents regarding educational policies for the Rural population (SANTOS, 2012, p. 49-50, our translation).

The achievement of the guidelines was an important milestone in the history of Rural Education as an educational policy. Its approval – the result of a diversity of pedagogical practices that have multiplied from one country to another, especially those developed

2 Black people living in quilombos, which are communities formed between the sixteenth and nineteenth centuries in Brazil by enslaved people who fled, mainly, from farms and mills. Currently inhabited by descendants of the enslaved their remnants and inhabitants are called: *quilombolas*.

3 Artisanal fishermen, farmers, extractivists and artisans who live in small communities on the coast of the southern and southeastern states of Brazil.



through PRONERA – demonstrated the legitimacy of the social movements’ struggle for an education that was opposed to rural education.

It is also important to point out that this achievement can only take place as a result of the intense participation of peasants in the most varied spaces of discussion such as local, regional and national education meetings; in public hearings; among others. From then on, the peasants had a legally institutionalized instrument recognizing Rural Education as a possible right to be carried out.

With the approval of the guidelines, a phase of Rural Education ends. Within the State, a change of government is also underway, a factor that will change the course of the Rural Education and of agrarian reform. Santos (2012) names those first years of:

The cycle of affirming the right to education of peasants, of the struggle for legitimacy of the achievements of Rural social movements within the state, which is understood to have occurred between the late 1990s and the early 2000s, with the I ENERA, followed by I CNEC and the creation of PRONERA (SANTOS, 2012, p. 51, our translation).

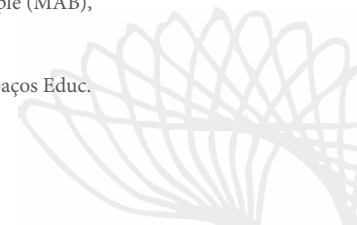
Another significant milestone in the Rural Education course was the National Seminar for a Rural Education at UnB in 2002. In this seminar⁴, in addition to the increase in the participation of movements beyond the MST and CONTAG, the “conception of the right of peasants to education” (SANTOS, 2012, p. 51-52, our translation) was extended, which until then was restricted to basic education, and now defends all peoples from the Rural to the universalization of education at all levels.

One of the demands of the seminar, which was attended by the government the following year, was the creation of an agency in the structure of the Ministry of Education to deal with Rural Education. In 2003, it was created on MEC the Permanent Group of Rural Education Work in high school. This Rural Education WG was set up as a seminar with the participation of universities, UNDIME – Union of Municipal Education Officers and CONSED – National Council of Secretaries of Education and resulted in the publication of the book “References to a Public Education Policy in the Rural” (SANTOS, 2012, p. 53, our translation).

Second Conference for a Rural Education (CNEC) is prepared with the objective of implementing the struggle for the construction of a public policy of Rural Education. The movements understood that to consolidate the universalization of Rural Education, public policies linked to the public education system would be necessary. In this sense, the final text of the aforementioned conference emphasized the need to transform Rural Education into public education policy. Providing its specificity:

We defend public education policies linked to a set of policies aimed at guaranteeing the social and human rights of the Brazilian people living in and the Rural. The right to education will only be guaranteed if it is articulated with the right to land, water, permanence in the countryside, work, different forms of production and social reproduction of life, culture, values, identities and diversities. We defend that this right

⁴ Participating in the seminar are the Small Farmers Movement (MPA), the Movement of Dam Affected People (MAB), the Rural Youth Ministry (PJR) and the Rural Women Workers Movement (MMTR).



be assumed as the duty of the State. We defend a specific treatment of Rural Education with two basic arguments: 1. the importance of including the Rural population in the Brazilian educational policy, as a condition of construction of an education project, linked to a national, sovereign and fair development project; in the current situation this inclusion can only be guaranteed through a specific public policy: access and permanence and political-pedagogical project; 2. the diversity of the productive and cultural processes that are the trainers of the human and social subjects of the Rural and that need to be understood and considered in the construction of the Rural Education project (II CNEC, 2004, p. 5, our translation).

A theme that stands out in the discussion of the Rural Education, as well as in the II CNEC, is the question of teacher training, understood as the primordial one to guarantee the Rural school with quality. The participants of the II CNEC list seven points of claim to the State related to the valorization and training of teachers, they are:

1. Professional and political training of Rural educators, free of charge;
2. Work training based on the reality of the Rural and the political-pedagogical project of Rural Education;
3. Professional incentives and differentiated competition for educators working in rural schools;
4. Definition of the professional profile of the Rural educator;
5. Guarantee of national professional minimum wage and career plan;
6. Forms of work organization that qualify the work of the Rural Education professionals;
7. Guarantee of networking: schools, educators and social organizations of workers and workers in the Rural, for the construction and permanent reconstruction of the political-pedagogical project of rural schools, linking these networks to policies of professional training of educators (II CNEC, 2004, p. 6-7, our translation)

It was up to the government of the former President Luis Inácio Lula da Silva to continue in Brazil the neoliberal policy in its most advanced stage at the time, however, it is in this government that the Rural Education gains more expressiveness and guarantees relevant achievements in the state scope. Santos (2012) highlights some of the most expressive and significant events in the period between 2003 and 2008, which can be considered very significant in the Rural Education trajectory, namely:

The II Rural Education Seminar (2002); to II CNEC (2004); the creation of the General Coordination of Rural Education at MEC (2005); the creation of a general coordination in INCRA/MDA (2006); the State Rural Education seminars promoted by MEC in all Brazilian states in 2005 and 2006; the two research seminars in Rural Education (2005 and 2008); the creation of the *Saberes da Terra* program (2005), and the creation of the PROCAMPO program Graduation in Rural Education (2006) to cite the most significant events (SANTOS, 2012, p. 59, our translation).

In this trajectory, an issue that is being questioned concerns what is understood as Rural Education. A concept still in formation that intends to represent a dynamic reality, of resistance, of contradiction, and cannot, therefore, be fixed, closed, pre-defined. However, this does not mean that it is ambivalent or random, or that it can be conceptualized according to the understanding of each individual. Caldart helps us in this sense when he says:

By our theoretical reference, the concept of Rural Education is rooted in its materiality of origin and in the historical movement of reality to which it refers. This is the concrete basis for discussing what Rural Education is or is not. Rural Education is a moving concept just as all concepts, but even more because it seeks to apprehend a phenomenon in the phase of historical constitution; in turn, the conceptual discussion also participates in this movement of reality (CALDART, 2008, p. 69-70, our translation).

The birth of Rural Education results from a process of pressure from society over the State to guarantee rights to the peasant population. It is urgent in the bosom of the struggle for land, work, and dignity. It was born “needing to take a stand in the confrontation of Rural projects against the logic of the Rural as a place of business” (CALDART, 2008, p. 71, our translation). For the Rural as a place of business does not need education because it is a Rural without people, without workers, it is the Rural of agribusiness. It is important to point out that the birth of Rural Education represents a critique of the education that existed in the countryside. An abstract education that was not related to peasant’s reality, a fundamental element for this Education. In its brief history, Rural Education has been forced to understand itself and to make itself understood in order to guarantee the legitimacy of its existence – a fact that has led it to face some controversial issues.

An issue that has been delicate for Rural Education is related to the defense of its specificity. According to Caldart (2008), at times the specificity of Rural Education has been problematized, in the sense of non-fragmentation of the struggles of the working class, however, it is not a matter of proposing educational isolation, reductionism, but specificity “of their subjects and of the formative processes in which they are socially involved” (Caldart, 2008, p. 73, our translation).

This is because the homogenization of education and teaching presupposes that universal knowledge, produced by the modern world, should be extended to all, according to the “capacity” of each. This proposition has served to disguise the right to an education that promotes access to citizenship and economic and social goods, respecting the ways of living, thinking and producing of the different peoples of the countryside. Instead, they offered a small portion of the peasant population an instrumental education, reduced to meeting elementary educational needs and labor training. To Caldart:

The real contradiction that this specificity has sought to make explicit is that historically certain particularities were not considered in the intended universality. The Rural, from the perspective of the working class of the countryside, has not been a reference for thinking about a nation project, just as it does not exist in the definition of education policies or other policies. The subjects who work and live in the countryside and their processes of formation through work, through the production of culture, through social struggles, have not entered as parameters in the construction of pedagogical theory and are often treated in a discriminatory and prejudiced way. The reality of these subjects is not usually considered when projecting a school design. This is the denunciation made by the specificity of Rural Education: the universal has been little universal (CALDART, 2008, p. 73, our translation).



Another point of tension concerns the conception of education adopted. For Rural Education, the human formative process is linked to cultural, social, and identity processes that have work as an educational principle (TEODORO, 2011; FRIGOTTO, 2005).

This conception, at the same time as linking Rural Education to the pedagogical conception of an emancipatory matrix, also brings it closer to the liberal conception that has work and development as foundational categories for the educational process. However, for each of these conceptions the work assumes different forms in the subjects formation.

While for the former, work as a principle guarantees dignity, (dis)alienation, emancipation and autonomy, for the second, labor is a generator of capital, and subjects must be able to meet the demands of the market, being education a simple instrument of preparation of the individual to guarantee the full attendance of what is demanded by the labor market. Therefore, not to confuse the two conceptions is a care that the Rural Education must have permanently.

The democratization of access to knowledge is also recognized by Rural Education as a strategic issue, since it considers that knowledge empowers the popular classes in the search for alternatives for a more dignified and humane life. However, the struggle for access to knowledge cannot be separated from the debate about what knowledge is deemed necessary to know, who has an interest in the socialization of certain knowledge, and who produces such knowledge.

In this way, Rural Education is interested in including its subjects as producers of knowledge.

If it is faithful to the social movements of its constitution, Rural Education will combine the struggle for universal access to knowledge, culture and education with the struggle to recognize the legitimacy of its subjects also as producers of knowledge, culture, education, thus intending some dominant conceptions (CALDART, 2008, p. 82, our translation).

This Rural Education posture, as opposed to production and access to knowledge, can also produce misunderstanding or confusion, since there is a tendency in the pedagogical debate to replace praxis and work with education. It is increasingly stronger in education the discourse that gives centrality in the educational process to methods and forms, methodologies, as if education could be summarized to this. The issue is treated as something that happens completely without interests or consequences, as if it were a neutral and a political process. For Rural Education, this is an issue that has been problematized and not accepted.

Another controversial aspect in the Rural Education concerns the issue of plurality. Rural Education does not commune with the liberal conception of homogenization, or individual equality between individuals, on the contrary, for it “the other exists and he must be respected” (CALDART, 2008, p. 84, our translation). Fernandes et al helps us to understand this issue well when they say that:

Another important aspect in the processes of globalization is the naturalization of differences and inequalities between classes, gender and ethnicity, because it comes

from the difference to legitimize inequalities. In Rural Education it is proposed to problematize differences and inequalities, because it understands that differences are also the fruits of inequalities and, therefore, they need to be understood to be overcome (FERNANDES et al, 2009, p. 251, our translation).

There is a diversity of subjects in the Rural, and an education that meets this diversity cannot disregard it. For this, it is necessary to seek to untangle the understanding of this diversity, from the dominant conception that conceives it as producer of political relativism and, consequently, weakens the collective subject.

Thus, the process under construction of the Rural Education, it is worth highlighting to the reader some more significant aspects of the course/trajectory that has contemplated/produced Rural Education as an area of Brazilian educational policy.

Procampo: Degree in Rural Education

Born and implemented in the context of neoliberalism through mobilization and pressure from social movements, the Rural Education has its own characteristics that reflect this process of confrontation of workers *against the State*. Meeting some demands of the countryside social movements in this context was fundamental so that the federal government at that time, could give continuity to the neoliberal project for the current Rural, agribusiness.

Education as a right had entered the ranks of Rural social movements along with other social rights such as health, housing, and credit. Among the demands that the government admits to attend, there was education, however, during the whole period of the government of the former President Fernando Henrique Cardoso, only two programs were created for the countryside education: the National Program for Education in Agrarian Reform – PRONERA, from the claim of social movements; and the Active School Program for mixed-grades classes, with funding and guidance from the World Bank (NETO, 2005; GONÇALVES, 2009). Other programs and actions related to Rural Education were created and implemented in the following period of Lula's administration, like the Procampo – Degree in Rural Education, object of this article.

The accomplishments in Rural Education in President Lula's administration were both within the scope of normative regulation, with the publication of Guidelines for the creation of bodies responsible for its consolidation, such as WGs, centers, secretariats, among others, creation of programs that aimed to disseminate the concept of Rural Education in the state and municipal spheres through their educational systems.

Because it is a policy in the process of implementation, the Rural Education is carried out in a universe of very diverse programs and projects. This condition constitutes one of the main reasons that lead to a suspicion about the nature of public policy of Rural Education, since at the end of each project, there is no guarantee of continuity. Hence, organized workers struggle to secure the status of state public policy. This is not yet a reality within the scope of Brazilian education, even with specific guidelines, Rural Education is restricted to specific programs and projects.



It is important to note that we understand “program” as a set of homogeneous, integrated and temporary projects with a primary purpose. The programs generally refer to non-perennial actions, such as social programs, educational programs, politicians, institutions, among others, that lend themselves to a unique and single attempt.

In the educational Rural, the programs are defined to draw the profile of the subject who will be involved with work, behavior, administrative posture, as well as diagnose the situation, and elaborate the actions and measures that should be taken. The programs relate to restricted areas of activity. The projects refer to how the activities related to the programs and plans will be executed. They specifically address who, how, when and where the involved subjects will act. The project is a temporary effort undertaken to achieve a specific and unique objective, motivated by the particular demand of a community and/or institution.

The Rural Education as a State policy to guarantee rights to the citizen, has its existence until now structured from a set of programs, a factor that we understand to make such a policy very fragile with respect to the individuals who are entitled to it. In this section we present one of the main educational programs that constitute this group, the Procampo – Degree in Rural Education.

The Higher Education Support Program in Rural Education – Procampo was created in 2009 through Resolution/CD/FNDE nº 06 of March 2009, linked to the Ministry of Education, intermediated by the Secretariat for Continuing Education, Literacy and Diversity (SECAD then SECADI), in fulfillment of its responsibilities to respond by formulating public policies to combat the historical educational disadvantages experienced by rural populations, and by valuing diversity in educational policies.

In 2012, the Ministry of Education implements the National Rural Education Program – Pronacampo. A program that:

Aims to provide technical and financial support to the states, Federal District and municipalities for the implementation of the National Policy for Rural Education, and to attend Rural and *Quilombola* Schools, based on four axes of action: 1. Pedagogical Management and Practices; 2. Training of Educators; 3. Professional and Technological Education; and 4. Infrastructure (MOLINA, 2015, p. 147, our translation).

Procampo was incorporated into the new program as a subproject in the education axis of educators. Its main objective is:

To support the implementation of regular undergraduate courses in rural education in public higher education institutions throughout the country, geared specifically towards the training of teachers for teaching in the final years of elementary education and secondary education in Rural schools (MEC/SECAD, 2011, our translation).

The courses related to Procampo must adopt methodologies that contemplate the creation of theoretical, methodological and practical conditions for the educators to act in the construction and reflection of the political-pedagogical project of the Rural schools. The curricular organization by physical stages, equivalent to terms of regular

courses, alternating between school time and community time, should also include the training by areas of knowledge provided for multidisciplinary teaching, with definition by the university of the respective area of empowerment, in line with the specific social and cultural reality of the rural populations to be benefited.

Procampo works in the area of teacher education to attend mainly to the second phase of Elementary School (grades 6-9) and Secondary Education, since the training of teachers of Early Childhood Education and the first phase of Primary Education (1st to 5th year) had been contemplated through “Pedagogy of Land” courses financed by PRO-NERA. Its creation took into consideration the need to act in a supplementary way in the initial formation of teachers for basic education, and seeking to improve the quality of education in diversity according to SECAD’s justification:

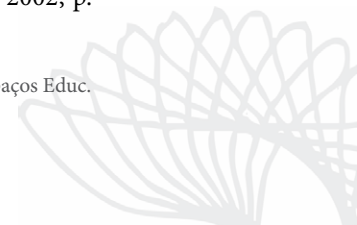
Whereas the need to promote supplementary actions for the progressive correction of disparities in access to initial higher education and continuing education of teachers working in basic education; whereas the firm intention of the government to provide society with the improvement of the quality of teaching promoted by teachers of the education networks related to the specificity of diversity themes (SECAD/FNDE n. 06, 2009, p. 1, our translation).

The program is in agreement with the one that decides the Operational Guidelines for the Basic Education in the Rural Schools concerning the teacher training. This has been one of the demands of the peasant population through the social movements that represents them within the public power.

Considering that teacher action has a fundamental role in educational processes, and that teacher training in universities has traces of technical rationality that separates theory and practice, which guarantees absolute priority to the knowledge of academic science, it becomes imperative to require that training of teachers, who will be responsible for the development of an educational policy identified with the issues of the Rural, contemplate knowledge and specificities related to such cultural and social reality.

In this sense, it was necessary to guarantee in the Operational Guidelines for Basic Education in the Rural Schools, teacher training identified with the specific characteristics of peasants through the inclusion in the curriculum of knowledge and practices that reflect the peasant culture. Thus, in Article 13, the Guidelines provide that:

Teaching systems, in addition to the principles and guidelines that guide Basic Education in the country, will observe the following components in the process of complementary normatization of teacher training for teaching in Rural schools: I - studies on diversity and the effective role of children, young people and adults in the countryside in building the social quality of individual and collective life, the region, the country and the world; II - pedagogical proposals that value, in the organization of teaching, cultural diversity and the processes of interaction and transformation of the Rural, democratic management, access to scientific and technological advancement and respective contributions to the improvement of living conditions and fidelity to ethical principles that guide solidarity and collaborative coexistence in democratic societies (SECAD, 2002, p. 3, our translation).

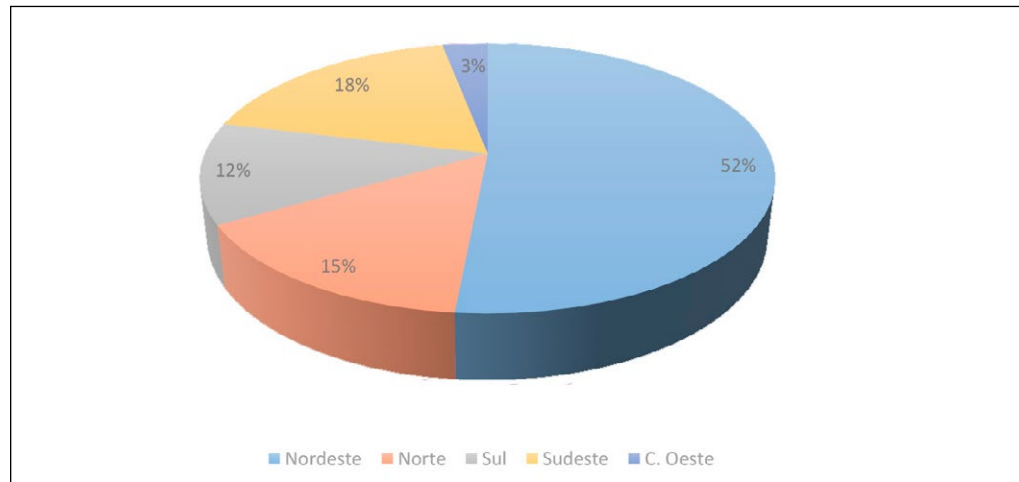


The demand for teacher training in the Rural is historical. Social movements have denounced the precariousness of teacher training in the Rural and the need for State policies to address such context, at various times in its trajectory. The first Conference for a Basic Rural Education already denounced that,

In the present situation, many of the rural teachers are often part of a vicious and perverse circle: they are victims of an educational system that devalues their work, which places the rural environment as a penalty and not a choice that does not their professional qualification, which lowers their self-esteem and their confidence in the future; as victims they then become provocateurs of new victims, the average who carry out disinterested, disqualified and moodless work. It is urgent to break this chain by establishing new links, new conditions and new identity for educators in the Rural [...] The qualification of educators is urgent, giving priority to the school education of lay teachers. It is also important to re-discuss the teacher training proposals of the current courses, both at the intermediate and higher levels (I CNEC, 1998, p. 40, our translation).

Therefore, when the federal government makes Procampo available, there has been a great proliferation of course proposals presented by the training institutions. Thus, in 2010, SECAD/MEC registers the opening of 56 Undergraduate Courses in Rural Education, in 33 universities, institutes and municipalities, distributed in the five Brazilian regions, as shown in graph 1.

Graph 1 – Institutions with Procampo/2010



Source: SECAD/MEC. Own Elaboration.

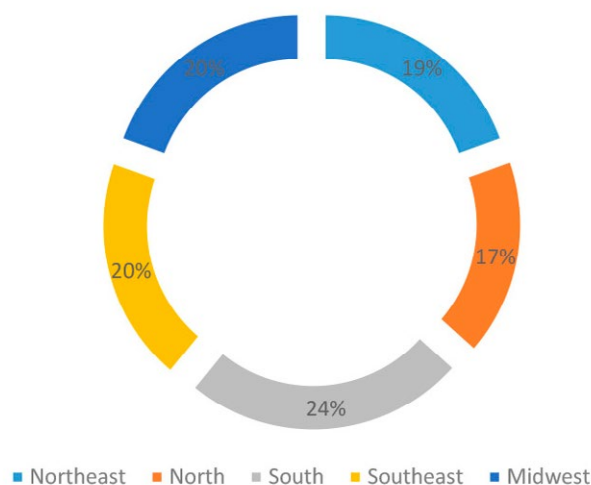
The graph shows the predominance of the Northeast region at the beginning of the implementation of Procampo and the low participation of the Midwest region that only had Brasília joining the program. It is important to note that prior to the implementation of Procampo at the national level, MEC invited four universities for a pilot project with four classes of Degree in Rural Education.

The implementation of this policy starts with a pilot experiment, with the construction of four courses that were carried out as a result of the invitations made by

the Ministry of Education, based on nominations from university institutions by the social movements linked to Rural Education (UFMG; UnB, UFBA and UFS) (MOLINA, 2015, p. 151, our translation).

This was the case of the Federal University of Sergipe – UFS, which held a special entrance exam in 2008, offering 50 vacancies for a Degree in Rural Education – PROLEC. Candidates should meet certain criteria, among them, to prove some kind of involvement with Rural Education (BRETAS, 2013) through social movements, trade unions or the educational systems of Sergipe and Alagoas. PROLEC in Sergipe was restricted to a single class. However, Procampo continued to expand through notices for the creation of new Bachelor’s degree courses in Rural Education until 2012 when it reached the total number of 42.

Graph 2 – Institutions With Procampo/2012.



Source: SECADI/MEC. Own Elaboration.

In 2012, Procampo’s regional representation is more balanced and brings as a relevant differential the fact that the courses are permanent and not only “special groups”, a situation that represents achievement, but of great challenges for the Rural Education policy. Procampo, both in its elaboration and in its expansion, resulted from the pressure of social movements and the support of institutions of teacher training in relation to the State, for the implementation and subsequent consolidation of a policy for the training of teachers in the Rural of basic education (second stage of Elementary and High School). When proposing politics, the movements define criteria and profiles that in the structure of the State cannot always be guaranteed. The profile of the newcomers and the alternating methodology are examples of the challenges that have been placed for both the social movements and the training institutions.

According to Santos (2012), the committee formed at MEC, with the responsibility of presenting a proposal for a Degree in Rural Education, was composed by the Rural Education coordinator of SECAD/MEC; by the pedagogical coordinator of a school linked

to the Technical Institute for Training and Research in Agrarian Reform (ITERRA), of the MST; by the representative of CONTAG; by a professor representing UFMG; by a teacher representing UFSC/ANFOP; and a teacher representing the UNB.

For the author, one of the main impasses that the group had to deal with was the fact of defining the proposal as a continuous or initial formation. The undergraduate experiences in “Pedagogy of Land” courses with several universities through PRONERA are the main reference for the team that elaborated the proposal of Rural Education Degree. The proposal was submitted to MEC early in 2006 and the pilot project with the four institutions began in 2008.

According to Santos (2012), LEDOC is a project of rupture of instrumental rationality, mainly for adopting the principle of transdisciplinarity in curricular conception.

The proposition of LEDOC brings with it two materialities: on the one hand, the need to train educators to work in the Rural schools; on the other, the possibility of forming them in a new political-pedagogical perspective, articulating the disciplinary teaching with the knowledge by area of knowledge. According to the discussions of the focus group involving educators and students of the Degree implemented by the UnB/ITERRA partnership, this proposal aims to enable them to take a new position in relation to science and knowledge, facing this conception of fragmented science, inheritance of the twentieth century (SANTOS, 2012, p. 83, our translation).

In practice, the implementation of Procampo through the courses Rural Education occurred very unstably, especially for the institutions that integrated it in the pilot project and those resulting from the 2008 and 2009 calls for proposals, according to Molina:

With these pilot experiments still underway, based on the immense demand for training of rural educators and the pressure of social movements, the MEC launches calls for proposals in 2008 and 2009, so that new institutions can begin to offer a Degree in Rural Education, that from the competition to these Edicts, 32 universities started to offer the course, but without any guarantee of its continuity and permanence, since this offer through Edicts is made through the approval in the higher education institutions of special projects, processed and authorized only to offer a class (MOLINA, 2015, p.151, our translation).

In an interview with the coordinator of LEDOC at UnB, he stated that: “Although the Degree comes institutionally by the MEC, the Ministry does not guarantee the budget for the whole year. The release of resources was done in stages, with negotiations at each stage, which generates great instability” (SANTOS, 2012, p. 97, our translation). In Sergipe, at various times, PROLEC students were obliged to create committees that represented them in hearings with the rector to guarantee continuity of the course while the resources were not released by MEC.

A Research conducted in 2011 on Rural Education in Sergipe, showed that in a single PROLEC group, Procampo was present in 37.5% of the Sergipe municipalities participating in the research (SANTOS, 2013, our translation). In 2017, 340 teachers from Rural schools who work in mixed-grade schools in 14 municipalities in Sergipe participated in the Improvement Course School of the Land, a subprogramme of Pronacampo for the

continuing education of teachers from the early years of elementary education (mixed-grade and *quilombolas*' schools).

The representation of the program in 37.5%, in the universe of 21.33 of the state in a pilot project, is significant of the deficiency of teacher training at the beginning of the implementation of the policy. Likewise, the participation of more than three dozen teachers in a six-month course, ten years after the implementation of the Procampo, demonstrates the repressed demand and the need for permanent teacher education policies that serve different perspectives of the concept rooted in the educational processes, which adopt as an absolute priority the development of skills and abilities in teacher training.

Final Considerations

The creation of PROCAMPO cannot fail to be considered an innovation in the teachers' training. At the same time, the conception of a degree course solves the issue of guaranteeing professionals in sufficient quantity to meet the need of teachers, ensuring a high level of schooling in the Rural; as well as training teachers in a Rural Education degree, strengthens the struggle of the social movements to give the peasant population an education identified with the principles and conceptions established in the Operational Guidelines for Basic Education in the Rural Schools.

A project of this magnitude is still the conquest of the peasant working class in a time of neoliberalism in which the priority is neither the worker, nor the conditions of work demanded by him. The priority is, within the scope of public policies, "to act in the loopholes of the system, in the Rural of contradiction" (SANTOS, 2012, p. 110, our translation).

Therefore, in the time of Neoliberalism of the Third Way, which invests in the emptying of the functions of the State, propositions of this nature will consequently suffer a retraction of the State itself, which makes it impossible to meet its most central objectives. The Procampo, even though it is created within the Ministry of Education, presents clues to constitute a punctual action of the block in power to conform the social movements (Poulantzas, 1985). Some of these clues are evident when we find that Procampo funding is from the National Education Development Fund – FNDE and not from the Secretariat of Higher Education; in addition to the fact that the program is not tied to any secretariat in the MEC structure, that is, it is a pilot project (SANTOS, 2012, p. 114-116).

Evidently, these clues do not take away from the Program the protagonism of being a viable alternative to guarantee teacher training allied to the interests of the working class, nor the protagonism of social movements as proponents of public policies also viable. However, in order to guarantee ourselves as a public policy, we believe that there is still a long journey between conflicts of divergent interests.

There is currently at the macro level of the federal government a ready policy of Rural Education, but it is recognized that its implementation in the other administrative areas still takes time. It is a policy that is only designed in the sphere of the federal government, its decentralization to the states and municipalities has happened in a punctual way through some discontinuous programs to the point that in 2016 only Pronacampo constitutes the Rural Education within the scope of the SECADI.



It is necessary to emphasize that the reality of programs does not constitute a policy of Education for the Rural, however, having the programs represents a significant advance in the fight for Rural Education as opposed to rural education.

The Research also indicates that this is a policy in the process of consolidation. That Procampo, especially since its expansion (42 permanent courses), represents one of the first steps towards the consolidation of a policy of teacher training with specificity for Rural Education, therefore it should be analyzed considering these aspects.

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