



DEPLOYMENTS IN TEACHING AND PUBLIC-PRIVATE VALUATION POLICIES AFTER THE STATE REFORM

DESDOBRAMENTOS NAS POLÍTICAS DE VALORIZAÇÃO DOCENTE E PÚBLICO-PRIVADAS APÓS A REFORMA DO ESTADO

DESARROLLOS EM LAS POLÍTICAS DE VALORACIÓN DOCENTE Y PÚBLICO-PRIVADA DESPUÉS DE LA REFORMA DEL ESTADO

Deise Maíra Silveira Moreira¹
Berta Leni Costa Cardoso²

Abstract: The presente text is a bibliographic review and has the purpose of discussing about the role played by the State since the 1990 reform and the implications for education. In view of the reform, changes were made, such as the decentralization of functions that were exclusive to the State, a transition from the welfare state to the minimum State and the approval of laws that provide public-private partnerships, which may contribute to the expressive entry of capitalist ideologies in public education. These partnerships are peculiar to neoliberal policies originating in the capitalist system. In this context, the teaching class has suffered consequences such as the devaluation of the profession and, even in recent years, educational policies have been implemented that address teacher appreciation, these policies are not achieving fully satisfactory results for not achieving what is determined. Thus, measures such as collaboration between the Union, states and municipalities are necessary to implement the policies.

Keywords: Public Policies. State reform. Teacher appreciation.

Resumo: O presente texto do tipo revisão bibliográfica tem o propósito de discutir sobre o papel desempenhado pelo Estado a partir da reforma de 1990 e as implicações na educação. Diante da reforma foram realizadas mudanças como a descentralização das funções que eram exclusivas do Estado, uma transição do Estado de bem-estar para o Estado mínimo e aprovações de leis que proporcionam as parcerias público-privadas, podendo contribuir para a entrada expressiva das ideologias capitalistas na educação pública. Essas parcerias são peculiares das políticas neoliberais originárias do sistema capitalista. Nesse contexto, a classe docente sofreu consequências como a desvalorização da profissão e, mesmo ocorrendo, nos últimos anos, implementações de políticas

¹ Universidade Estadual do Sudoeste da Bahia (UESB). Vitória da Conquista, Bahia, Brasil.

² Universidade do Estado da Bahia (UNEB). Guanambi, Bahia, Brasil.



educacionais que abordam a valorização docente, essas políticas não estão conseguindo resultados totalmente satisfatórios por não concretizar o que é determinado. Desta forma, medidas como a colaboração entre União, estados e municípios são necessárias para efetivação das políticas.

Palavras-chave: Políticas Públicas. Reforma do Estado. Valorização docente.

Resumen: El presente texto de revisión bibliográfica tiene como objetivo discutir el papel desempeñado por el Estado desde la reforma de 1990 y las implicaciones para la educación. A la luz de la reforma, se hicieron cambios, como la descentralización de funciones que eran exclusivas del Estado, una transición del estado de bienestar al Estado mínimo y la aprobación de leyes que proporcionan asociaciones público-privadas, que pueden contribuir a la entrada expresiva de las ideologías capitalistas em la educación pública. Estas asociaciones son peculiares de las políticas neoliberales que se originan en el sistema capitalista. En este contexto, la profesión docente sufrió consecuencias como la devaluación de la profesión, a pesar de que en los últimos años se han implementado políticas educativas que abordan la apreciación de los maestros. Sin embargo, estas políticas no están logrando resultados totalmente satisfactorios porque no logran lo que se determina. Por lo tanto, medidas como la colaboración entre la Unión, los estados y los municipios son necesarias para implementar las políticas.

Palabras clave: Políticas Públicas. Reforma del Estado. Valoración del Profesor.

1 INTRODUCTION

Education throughout its historical process goes through changes in the objectives established for its realization as well as in its social role. Such changes can be justified by the political context experienced in each historical period. When considering the relevance present in the educational sphere and the power to change reality, it is subject to constant transformations to adapt the best possible way to the interests of capitalism to the detriment of civil society.

These changes are consistent with the proposals of the ruling class, that is, the bourgeois class that has greater purchasing power and intellectual power over the proletariat, the dominated class. Commonly, training objectives are geared towards preparing the individual to work in the labor market. In this sense, Santos (2017) points out that education is an instrument of usefulness and subtlety used by capitalism in domination and cultural and social reproduction, in addition to producing workers with capacities consistent with the technical development of capitalism intertwining elementary education and factory work.

In this perspective, Piana (2009) approaches that education has gained a prominent position in terms of political, cultural and economic aspects, moreover, in recent times it has been characterized as a space of tension motivated by disputes between projects of society and, mainly



with the aim of conquering cultural and political hegemony in society by different groups and social segments. These aspects can be influenced by a model of capitalist society.

In a capitalist system that has profitability as one of the main objectives and social inequality as one of the consequences, the set of factors such as the teaching work permeated by the valuation that encompass elements necessary for positive results in a quality education are subject to precariousness. Therefore, it is essential to design, implement and implement public policies that enable adequate conditions in the execution of educational services by professionals in the field.

When dealing with quality in education, among the issues discussed for satisfactory performance is teacher appreciation, which is one of the highlights in the themes discussed in educational public policies and the agenda of union struggles in the category for greater professional recognition. As Fernandes et al. (2014) highlight, the teaching working class, as well as those in other areas, face working conditions of a capitalist model in which human valorization is mitigated to the detriment of productivity and quality. However, they are intertwined aspects, if there is no teacher appreciation, productivity will consequently be affected.

When considering teacher appreciation four categories are highlighted, namely, teacher training, career, salary and working conditions and health as discussed at the National Conference on Education in 2018. Therefore, this text will seek to address some of the policies that deal with teacher appreciation. For greater understanding, the discussion will be guided in three moments, the first has the purpose of discussing the neoliberal state, punctuating the emergence, the objectives and the consequences, the second of considering Brazilian education in a neoliberal context and, finally, score teacher appreciation. In this sense, the objective of the work is to address the reform of the state and the delineations of education in the context of the reform.

2 BRIEF CONSIDERATIONS ON NEOLIBERALISM

The State emerges from the antagonism between classes. In society there are antagonistic classes and, for this reason, opposing objectives such as economic ones prevail. Therefore, it was necessary to establish a force that would visibly position itself above society so that these classes would not swallow each other and society in an unproductive struggle. Thus, in order to alleviate conflicts, this force that is the State arises, however, it has been increasingly leaving and moving away from society (LENINE, 1918).



This class division can be characterized as a result of a capitalist system that “having” exercises dominion over “being” in all fields of life, as Mészáros (2011) points out. Thus, those who have greater purchasing power use this tool to exercise dominion over those who have less financial condition, triggering exclusion and social inequality. In five centuries, this domination of capital on a global level has resulted in a miserable existential condemnation, indisputable to a large part of humanity, however, individuals with greater financial acquisition live in total comfort, while the less favored classes suffer the consequences of this modern capitalist society. (MÉSZÁROS, 2011).

According to Lenine (1918), in Marx's conception the State is configured as an instrument for class domination, it is an organ that establishes the submission of one class over the other, the invention of an “order” to legitimize and concretize this submission in addition to reducing the clash between classes. However, the understanding of the politicians of the petty bourgeoisie in relation to the State is contrary to that of Marx, for them, the order is exactly to reconcile the classes, since easing the collision constitutes conciliation instead of removing the elements of struggle from the oppressed classes. against oppressors. But Burton (2014), also emphasizes that according to Marxist theories about the state, power was very well guarded by elites and kept out of reach of the people.

In this context, the welfare state had the role of controlling economic cycles, combining monetary and fiscal policies. The policies were directed towards full production and consumption, through guarantees, security, housing and, among other duties, the State complemented the population's salary. However, this strategy did not develop equally in all countries, with variations in segments such as administration, labor relations and monetary policy. In this way, the state of well-being did not affect everyone, which led to a group of inequality (PERONI, 2003). Consequently, forces opposed to this model of state questioned its ability to govern and gave rise to the minimum state with neoliberalism.

It was in the region of Europe and North America, where capitalism was prevalent, that neoliberalism emerged after the Second World War, its birth is characterized as a theoretical and political reaction contrary to the welfare state. As Peroni (2003) says, neoliberalism is the ideology proper to capitalism. The author adds that the defenders of neoliberalism, among them, Friedrich Hayek, had as main targets the welfare state and the socialist countries, therefore, they preached inequality as a positive point. For them, the crisis experienced at that time centered on too much



power of the unions and in general on the workers' movement, unleashing forces on demands for better wages, which corroded the capital accumulation base (ANDERSON, 1996).

In addition to blaming the unions for unemployment, Hayek considered that democracy only has convenience in protecting property and individuals, in his perspective, one of the main responsible for the crisis of capitalism is inflation, which commonly comes from a context based on democracy. In this conjuncture, the government in order to meet the demands of voters, causes a destabilization in the economy, which causes unemployment (PERONI, 2003).

After a period of about 20 years on paper, neoliberal ideas gained strength in 1973 with the postwar period. In the 70s, mainly in the end, the ideas of neoliberalism began to be put into service by its defenders, when governments of this ideology started to assume power (ANDERSON, 1996). In the regions of advanced capitalism such as North America and Europe, places that originated the neoliberal ideology, they could see their triumph in the 1980s, Latin America is characterized as the third in the conversion of the great scenes of neoliberal experiments, however, as well as in other parts of the world, his triumph was slow to be felt (ANDERSON, 1996).

In Brazil, as Bresser Pereira (1998) mentions, from the 70s onwards, the crisis started due to globalization and distorted growth, which resulted in rising rates of inflation, unemployment and lower rates of economic growth. But according to Peroni (2003), it was in the 1980s that the crisis raged with greater aggressiveness, in this scenario, the response to the crisis consisted of a neoconservative wave and economic reforms aimed at the market, reforms seen by neoliberals as the possibility of a minimum state. However, this State was minimal only for social and income distribution policies that were achievements resulting from the period of social well-being, at the same time that for the capital it was configured in maximum state (PERONI, 2003).

In this perspective, the capitalist system was experiencing a structural crisis and neoliberalism was characterized as a strategy to overcome it. When analyzing neoliberal policies, it is consistent to consider them as an easing of the role played by the state in the creation of so-called markets, or almost markets in traditionally public sectors, such as education, transport and health (BARROSO, 2005). In this sense, the next topic will address notes on education in the context of neoliberalism.

3 EDUCATION FROM POLICIES WITH NEOLIBERAL CHARACTERISTICS

With the ideological shift of the welfare state towards neoliberalism, political procedures became more conflicted, there was a minimization of the participation of those who act effectively



in the practice and expansion of economic groups in the formulation, implementation and evaluation of the policies that were established from top to bottom. Literatures indicate that the influence of actors considered 'traditional' in education, following the example of teachers and students, declined after the 1970s in the process of formulating policies linked to the educational field (BURTON, 2014).

In the 90s, with the government of Fernando Henrique Cardoso (FHC), the State reform took place, for that, the Ministry of Administration of State Reform (MARE) was instituted with Bresser Pereira as minister. With the reform, the State ceased to be directly responsible for functions previously attributed to it as economic development, to become merely the regulator, a typical characteristic of neoliberalism that provides for the privatization of services before the State is responsible. In this segment, Anderson (1996) highlights that, among other specific measures of neoliberalism, privatization is the most audacious in countries with advanced capitalism.

In this political context, according to Carvalho (2009), it is possible for the State to effect external contracts, transferring services to public non-state institutions or to private ones as service providers in functions that were traditionally exercised by it. In countries that are guided by this policy, the main highlight is not the change in the state's regulation mode, but the partial replacement of state regulation with private regulation, through the creation of quasi educational markets, a condition that the government stops producing goods to preferentially regulate the production and distribution of goods and services (BARROSO, 2005). As Carnoy (2013, p.60) points out, "the change in the economy is associated with the change in political structures".

Therefore, for this system of government with neoliberal policies, the evils that involve education emerge from public services, while privatization is the alternative to such problems (BARROSO, 2005). Education along this path has been consolidating, through the capitalist system, into an instrument for capital accumulation, in addition to establishing a consensus that enables the continuous reproduction of social injustices when it could be used as a tool for changes (MÉSZÁROS, 2005).

One of the characteristics of education as a commodity is the privatization of educational systems, transferring to private institutions the elaboration of contents, coordination and organization of the school, taking from teachers and the school locus the autonomy to plan activities considering the reality present in each school. These partnerships are established through laws that were created from the reform of the State as a way to legalize public-private partnerships, both in education and in other sectors.



Among these laws, there is Law No. 9,790, of March 23, 1999, which provides for the qualification of legal entities of private law, non-profit, as Civil Society Organizations of Public Interest, institutes and disciplines the Term of Partnership, and other measures (BRASIL, 1999). Law 11.079, of December 30, 2004, which regulates public-private partnerships, establishes the general rules for bidding and contracting public-private partnerships within the scope of public administration (BRASIL, 2004). Law No. 13,019, of July 31, 2014, which establishes the legal regime for partnerships between the public administration and civil society organizations, involving or not transfers of financial resources (BRASIL, 2014).

When these partnerships are established within the scope of education, Vizzotto et al. (2017) point out that the service is outsourced because third parties are contracted through companies, often for profit, which are complementary to educational services. The authors consider that, even when hiring these services, the responsibility for their management lies with the public administration, however, the companies end up directing and situating the conceptions that will guide the services, it is at this point that partnerships become even more worrying when one thinks about which educational project certain policies are committed to.

In this perspective, when considering that these private interest companies defend an education according to their interests, such as preparing for the job market, based on their ideologies, they are services offered by a dominant class that determines an alienating education to exercise your domain. In this sense, Mészáros (2005), contrary to this dominant education, defends a liberating education, which turns the worker into a political agent, being able to challenge the reality of a capitalist system characterized by social inequality, which in many cases use education as a tool to maintain your interests.

Therefore, on a world scale, neoliberalism with its ideologies is a movement that capitalism had never produced before. Economically, it is possible to say that he failed, while in the social domain many of his goals were achieved, such as the inequality created in societies, in addition to achieving political and ideological success (ANDERSON, 1996).

3.1 THE TEACHER'S VALUATION POLICIES

With the change from an expansive state to a minimum state, it starts to hire private services for education, imposes goals, performance measures and establishes indicators to increase educational “standards” (BURTON, 2014). Based on these changes, teachers are directly



affected by high charges for positive results in education and are often held responsible for educational failure. However, these professionals are not offered basic conditions for work that involves teaching valorization, such as training, career, salary and working and health conditions.

With regard to teacher appreciation and the quality of education, both are factors that, according to Aranda et al. (2016), they need to go together considering that an influence on the performance of the other, therefore, the salary floor is characterized as a fundamental aspect in the valuation, in addition to the salary being the guarantee of material sustenance. In this perspective, public policies that address the valuation of teachers are indispensable for an educational context with satisfactory results, in addition to professional recognition. But as Lenine (1918, p. 19) points out,

The modern representative state is an instrument for the exploitation of wage labor by capital. The State was the official representative of the whole society, its synthesis in a visible body, but it was only as a State of the class itself that represented in its time the whole society: State of citizens who owned slaves, in antiquity (sic); State of feudal nobility, in the Middle Ages; and the state of the bourgeoisie of our day.

With the Reform of the Brazilian State, the working class, like that of teachers, was directly affected by neoliberal policies. Through the National Education for All Agreement, the class had won some rights that would take effect from 10/17/1995, however, due to the privatization of part of education, which no longer fit into the strategic activities of the government or the state, the valorization of this working class no longer made sense (VIEIRA, 2016). Thus, the teachers lost rights already won.

When considering the terms government and state, there is a distinction between them, Peroni (2003) addresses this difference according to the public choice, the government is fleeting, therefore, it does not think about consequences when it causes inflation and public deficit with the purpose of sustaining the state on the political scene and to remedy the demands of voters, while the State is permanent, it maintains its general rules guaranteeing freedom and property. So when it comes to state policy and government policy there is also a difference.

Government policies are decided by the executive in an elementary process that formulates and implements measures and programs with the objective of meeting the internal political demands even if they involve complex decisions, since State policies cover more than one State agency, generally it goes through the parliament and results in the preexisting modification of other rules and provisions, focusing on sectors with greater coverage in society (OLIVEIRA,



2011). In addition, policies can be characterized as public or private, in the educational sphere as well as in social policy in general, public policies are more pronounced, they receive this name because they encompass a set of actions developed by the State, however, it is constituted by different actors, in the public as well as the private dimension, which can sometimes generate disputes (BURTON, 2014).

In the public sphere, when considering expenses that are indispensable for teacher appreciation, Gatti et al. (2012) highlight the need for a process with greater efficiency in the articulation between the Union, States and municipalities with the objective of guaranteeing improvements in educational financing and signing political agreements in a broad view. For, as Oliveira (2011, p.327) points out, “administrative, financial and pedagogical decentralization was the hallmark of these reforms, resulting in a significant transfer of responsibilities to the local level, through the transfer of shares”.

However, through constant struggles for improvements in the teaching profession, some public policies are emerging. Thus, the valuation of teachers has been addressed in several documents such as the Federal Constitution (CF) of 1988, the Law of Directives and Bases of National Education (LDB) regulated by Law No. 9,394, of December 20, 1996, in the Fundo de Maintenance and Development of Elementary Education and Appreciation of Teaching (FUNDEF) Law No. 9,424, of December 24, 1996, in the Fund for Maintenance and Development of Basic Education and Valorization of Education Professionals (FUNDEB) Law No. 11,494, of 20 of June 2007, in the National Education Plan - PNE (2001- 2010) approved through Law nº 10,172, of January 9, 2001 and the second phase of PNE (2014-2020) instituted through Law nº 13,005 of 25 June 2014, in CNE / CEB Resolution No. 2 of 2009, which sets out the National Guidelines for Career and Compensation Plans for Public Basic Education Teachers and Law No. 11,738, of July 16, 2008, which instates the National Professional Salary Floor - PSPN for professionals in the public basic education system.

In the CF, the content is addressed in article 206, item V, by means of Constitutional Amendment No. 53 of 2006, the wording determines the guarantee of career plans and exclusive admission by public tender (BRASIL, 1988). In the LDB, valuation is established in article 67, items I to VI, which determines:

- I. Admission exclusively by public competition of tests and titles;
- II. Continued professional improvement, including paid periodic licensing for this purpose;



- III. Professional salary floor;
- IV. Functional progression based on qualification or qualification, and performance evaluation;
- V. Period reserved for studies, planning and evaluation, included in the workload;
- SAW. Adequate working conditions (BRASIL, 1996a).

In 1996 FUNDEF was also approved, which came into force in 1998 for a period of 10 years. Among its determinations, it contemplated the teacher appreciation through Article 9, which determined that the State, Federal District and municipalities should have new career plans and teaching remuneration. ensuring I- the decent remuneration of elementary school teachers, in effective exercise in teaching, II- the stimulus to work in the classroom and III- the improvement of the quality of teaching (BRASIL, 1996b). In 2006, close to the expiration of FUNDEF, the government instituted FUNDEB to replace it, with a term of 14 years.

The substitution enabled mechanisms to establish what should be preserved or avoided in the new fund (SENA, 2017). When considering teacher appreciation, progress was made in including basic education professionals in the resources allocated to the fund with a minimum of 60% designated for the remuneration of teaching professionals and for continuing education, in addition to establishing the creation of a specific law for the PSPN for professionals in the teaching of public basic education, with a deadline to be met by August 31, 2007 (BRASIL, 2007).

In 2001, the first PNE with effect from 2001-2010 was implemented, as stated by Sena (2017, p. 280) “the PNE, like any plan, aims to articulate the efforts of different agents and federative spheres, organize their actions and avoid administrative discontinuity ”, it emerges as the main instrument for the development of Brazilian education, organized by goals and strategies for improving the quality of education. Among these goals, teacher appreciation is highlighted with objectives for the teaching career plan, initial and continuing education, in addition to full-time work hours, however, many of them have not been achieved.

In this perspective, teacher appreciation is also present in the new PNE (2014-2024), however, once again, deadlines that were to be met have passed and many goals, as in the first PNE, have not been achieved. Among the 20 goals and 254 strategies, goals 15, 16, 17 and 18 of the second cycle address teacher appreciation, they highlight:

Goal15: ensure, in a collaborative regime between the Union, the States, the Federal District and the Municipalities within 1 (one) year of the validity of this PNE, a national policy for training education professionals referred to in items I, II and III of the caput of art.61 of Law no. 9394, of December 20, 1996, ensured that



all teachers of basic education, have specific higher education, obtained in a degree course in the area of knowledge in which they work.

Goal16: to train, at the postgraduate level, 50% (fifty percent) of basic education teachers, until the last year of this PNE, and to guarantee basic education professionals in their area to all performance, considering the needs, demands and contextualization of the education systems.

Goal 17: to value the teachers of public schools in basic education in order to match their average income to that of other professionals with equivalent education, by the end of the sixth year of validity of this PNE.

Goal 18: ensure, within 2 (two) years, the existence of career plans for professionals in basic and public higher education in all education systems, and for the career plan of professionals in public basic education, take as a reference the national professional salary floor, defined in federal law, under the terms of item VIII of art.206 of the Constitution (BRASIL, 2014).

Goals 15 and 16 deal with teacher training, one of the valuation categories that can directly contribute to the advancement of quality in education. According to Saviani (2014), when he understands that teaching work is instructed by training, it leads to the result that, by logic, good training establishes the premise for a good development of work with satisfactory quality. Goals 17 and 18 consider valuation with a focus on compensation and career plan, Oliveira (2016) points out that currently the career plans of basic education professionals are dispersed and variable due to the organization of the Brazilian State and inequalities, mainly regional.

Following the line of appreciation, Law No. 11,738 / 2008 determines and regulates the National Professional Salary Floor for Public School Teachers in Basic Education. While in the CNE / CEB Resolution No. 2 of 2009, the National Guidelines for the Career and Compensation Plans of the Professionals of Public Basic Education Teachers are established, according to article 6 of the PSPN and based on points pasted in articles 206 and 211 of the CF articles 8, 1 and 67 of the LDB and article 40 of the FUNDEB (BRASIL, 2009).

Through these policies, it is possible to consider that in the last two decades, teacher appreciation is being instituted in public policies, however, in general, many of the goals have not been achieved or implemented, which leads to the precariousness of teaching work, results unsatisfactory in education and in the constant struggle of the teaching class for valorization. In this sense, Saviani (2014) points out that Brazilian educational policies have characteristics that consist of the words delay, philanthropy, fragmentation and improvisation, which can result in the precariousness of education, visible in the equipment, in the pedagogical theories of teaching and learning, in the conditions of teachers' work and salary, in curricula and evaluation of results.



4 FINAL CONSIDERATIONS

The reform of the Brazilian State with policies of a neoliberalist nature provided policies for the privatization of sectors that until then were the primary responsibility of the State, with the changes, its function restricts only regulation. In this context, education became one of the sectors that ceased to be a priority in government services and, therefore, negative consequences started to gain prominence such as the lack of teacher appreciation and the entry of private institutions in the planning of public education.

By establishing and regulating public-private partnerships in the educational sphere, the State provides the entry of ideologies of a capitalist class that saw education as a valuable tool for the accumulation of wealth, thus, education has become a growing commodity in recent years. Instead of fulfilling the social function, in many situations the state may be serving the interests of a minority that has the greatest wealth in the country. Through partnerships with private institutions, public schools use education systems developed by such institutions, the contents offered when they do not have joint planning with school institutions or are not supervised, can influence the achievement of the objectives defended by a minority, the class dominant.

In addition, the changes in state regulation directly affected the teaching working class, especially with regard to the valorization of these professionals. However, some achievements were achieved through struggles and demands that resulted in some public policies with a focus on valuing teachers for training, career, salaries and working conditions. However, the implementation of these policies through laws has not had or is not having fully satisfactory results, goals and strategies have not been achieved, as in the case of the current PNE.

With the decentralization of the State resulting from the reform, the success in implementing certain policies is hampered. Thus, for there to be egalitarian conquests, it is essential that there is collaboration between the Union, the States, the Federal District and municipalities in the elaboration and implementation of actions in education such as teacher appreciation, after all, the quality of education must not be dissociated from teaching work. Therefore, valuation is an essential factor in the advancement of education, even though there are policies in this sphere, there is still much to be done, such as fulfilling what is already established and planned in the goals and laws, in addition to considering all aspects that encompass teacher appreciation, career, salary, training and working and health conditions.



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ABOUT THE AUTHORS

Deise Maíra Silveira Moreira

Master's student in the Graduate Program in Education at the State University of Southwest Bahia (UESB). Graduated in Physical Education at the State University of Bahia (UNEB / Campus XII). Member of the Group of Studies and Didactic Research, Training and Teaching Work (DIFORT / CNPq), of the Research Group in Physical Education, Sports and Leisure (AGENTE / CNPq) and researcher of the Study, Research and Extension Line in Physical Activity and Health (LEPEAF).

E-mail: deise-maira17@hotmail.com

ORCID: <https://orcid.org/0000-0003-1209-887X>

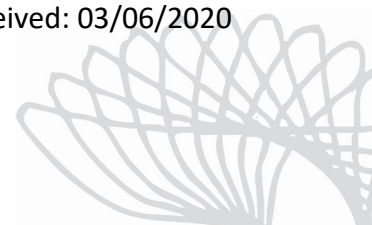
Berta Leni Costa Cardoso

PhD and Master in Physical Education from the Catholic University of Brasília (UCB). Post-doctorate in Education from the State University of Southwest Bahia (UESB). Adjunct professor at the State University of Bahia (UNEB). Professor in the Graduate Program in Education at the State University of Southwest Bahia (UESB). Member of the Group of Studies and Didactic Research, Training and Teaching Work (DIFORT / CNPq) and researcher of the Line of Study, Research and Extension in Physical Activity and Health (LEPEAF).

E-mail: bertacostacardoso@yahoo.com.br

ORCID: <https://orcid.org/0000-0001-7697-0423>

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