

Public policies for rural education: Pronera, Procampo and Pronacampo

Políticas públicas em educação do campo: Pronera, Procampo e Pronacampo

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Abstract

The central objective of this article is to present reflections about three specific public policies regarding Education in rural areas in Brazil: the National Education Program in Agrarian Reform Areas (Pronera), integrated into the Ministry of Agrarian Development; the Higher Education Support Program for a Graduation Course in Rural Education (Procampo) and the National Program of Rural Education (Pronacampo), all linked to the Ministry of Education. Arising from the mobilization of social movements and organizations, these policies show that the struggle for agrarian reform transcends the struggle for land, since it includes the occupation of many other spaces. Within this work, we carried out a simple approach of the context that resulted in the Rural Education, indicating the main aspects of the studied programs. We developed a bibliographical and documentary research, using among the sources of research, legislation, regulations and decrees, as well as some references recently produced in the field of education in Brazil. We conclude that the collective production of knowledge in association with students, educators, communities and social movements of struggle for land, can dialogue with stories, memories, identities, desires, values and recognition, strengthening the debate on rural education in its close relationship with the social movements, rural schools and public universities. We realized that this articulation is one of the main challenges to be faced by the Movement on rural education and in the results consolidation of Pronera, Procampo and Pronacampo.

Keywords: Rural Education. Pronera. Procampo. Pronacampo.

Resumo

O presente artigo tem como objetivo central apresentar reflexões acerca de três políticas públicas específicas de educação do campo no Brasil: o Programa Nacional de Educação na Reforma Agrária (Pronera), integrado ao Ministério do Desenvolvimento Agrário; o Programa de Apoio à Formação Superior em Licenciatura em Educação do Campo (Procampo) e o Programa Nacional de Educação do Campo (Pronacampo), ambos vinculados ao Ministério da Educação. Oriundas da mobilização das organizações e movimentos sociais, essas políticas públicas evidenciam que a luta pela reforma agrária transcende à luta pela terra, uma vez que compreende a ocupação de diversos outros espaços. Neste trabalho, realizamos uma sucinta abordagem do contexto que deu origem à Educação do Campo, indicando os principais aspectos dos programas estudados. Desenvolvemos uma pesquisa bibliográfica e documental, utilizando entre as fontes de investigação, legislações, portarias e decretos, assim como, alguns referenciais produzidos nos últimos anos sobre educação do

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campo no Brasil. Concluímos que a produção coletiva do saber em parceria com educandos/as, educadores/as, comunidades e os movimentos sociais de luta pela terra pode dialogar com histórias, memórias, identidades, desejos, valores e reconhecimento, fortalecendo o debate em torno da educação do campo na sua estreita relação com os movimentos sociais, as escolas do campo e as universidades públicas. Constatamos que essa articulação é um dos principais desafios a serem enfrentados pelo Movimento da Educação do Campo na consolidação dos resultados do Pronera, Procampo e Pronacampo.

Palavras-chave: Educação do campo. Pronera. Procampo. Pronacampo.

Introduction

Our intent with this work is to publish the first results of the Master's Thesis in Rural Education, held in PPGEA - Program Graduate Diploma in Agricultural Education UFRRJ - Rural Federal University of Rio de Janeiro. In this field of analysis, we focus on the relationship between the rural education and teacher education, through the following policies: National Education Program in Agrarian Reform - Pronera; the Higher Education Support degree Program in Rural Education - Procampo and the National Program of rural Education - Pronacampo. We focus on the relationship between the life stories of teachers and students, engaged in the struggles organized by rural social movements, as they contribute to the formation of new social subjects, from a popular and historical perspective. We believe that in this educational dimension and the educational methods of the rural schools established through the collective organization and strengthening of emancipatory pedagogical political projects (FREIRE, 1975; 1997).

In this paper we show the relevance of the principles developed by social movements regarding the fight for a Rural Education, their flags, projects, perspectives and utopias. The political education of workers and the enhancement of social awareness, are some of the challenges. The production of such knowledge can reframe memories, identities and stories lived by the subjects that are articulated to overcome oppression and various elements such as illiteracy and hunger, that affect thousands of men and women in the field. We believe that the contextualized policy formation can contribute to the reconstruction of the past, digging up memories and events.

These experiences may also contribute to gestational democratization embryos, socialization of power, overcoming challenges, affirmation of identities and human beings concerned with the strengthening of collective environments. MST (1999). There is now in the formal and informal spaces of knowledge production, an urgent need for intervention, proposing reflections whose goal problematize the difficulties presented as the theoretical and methodological issues in rural education, critical perspective, dialogic and historical knowledge (ANTUNES -ROCHA, 2010). Such aspects extol the identity processes linked to the hegemony of vision in the agricultural field, and reconfigured the political actors (MOLINA, 2010).

The Rural Education expression identifies a pedagogical reflection germinating the numerous educational practices developed by the individuals living in the countryside. It is a reflection that considers the field as space which produces pedagogies. It is also a project that reaffirms the most significant purpose of educational practices developed in the field, contributing to the fullest development of the human being and its his conscious integration in the social context of which

it forms he is a part (CALDART, 2002). The reality of intense dehumanization that historically characterizes the life of the peasant population, generated this movement for Basic Rural Education. A reality that even marked by oppression and injustice, still has deep social, and immediate impacts in the Brazilian countryside.

The process of social exclusion, (both economic and political) accompanies the history of Brazil since its inception, as if it were a condition inherent in this its society as it were a part of its elitist character. However, the struggle of the social movements for the right to education has produced numerous achievements in favor of the development of the Brazilian countryside. According to Caldart (2002), the movement for rural education is linked to other struggles in favor of changes to ensure better living conditions for the rural population. This connection is justified by the impossibility of educating the people without changing the conditions that dehumanizes.

Among the achievements by this movement are the following policies: National Education Program in Agrarian Reform (Pronera) Program to Support Higher Education Degree in Rural Education (Procampo) and the National Program Field Education (Pronacampo). These policies represent the joint capacity of social movements and point out the growing need to ensure popular projects for the field whose organization references the culture and the work of social groups.

The debate about rural education must therefore understand the complexity of the Brazilian countryside, consisting of landscapes, fights, organicity, stories, memories, identities and ways of life. In this context, public policies reaffirm this space and legitimize the struggles that arise. It is therefore necessary for the consolidation of a popular project for the whole country. The achievements resulting from the Pronera, Procampo and Pronacampo as public policy, will only be understood if interpreted within the context of the tensions established in relations between the peasant social movements and the state. The clash between these two categories resulted in historical experiences for popular organizations, and lead to other forms of struggles and positions, such as subjects of rights.

Rural Education Public Policy: Pronera, Procampo and Pronacampo

In recent years many educational practices have been realized in all regions of the country, that originated within organizations and social movements in the countryside. In order to guarantee basic education in rural communities and to form guiding frameworks, many of these actions, although isolated, have had concrete results. They have Served even for the organized social movements to face the conservatism of the Brazilian society. Pressured by popular organizations, it fell to the state to recognize some experience and develop specific policies to for the field, so that these educational practices could be expanded and recognized by society. Under this scenario, the National Education Program in Agrarian Reform – Pronera, was instrumental in promoting improvements in the lives of the peasants.

The Pronera arose as a result of discussions in I ENERA – National Educators Meeting on Agrarian Reform in 1997, in recognition of the need to meet the challenge of increasing the schooling of workers and rural workers. At that meeting it was identified that many genuine experiences to promote rural t education were being developed by various social organizations and universities. In this sense, it was necessary to articulate such actions. From this point numerous demonstrations

were organized that resulted in the creation of Pronera. According to Molina (2003) this program was fraught with a lot of fights and disagreements, being decisive to pressure from the Landless Workers' Movement - MST, both for its structure, and to release abudget.

After several negotiations, the then Extraordinary Ministry of Agrarian Policy, instituted by Ordinance No. 10/98 on 16 April 1998, the National Education Program in Agrarian Reform, being incorporated into the National Institute of Colonization and Agrarian Reform (INCRA) in 2001. Hage (2012) states that to be gathered to INCRA, the program depends on the support of the highest instances of the same and no longer on the special projects department of the Superintendence of Agrarian Development. Such modification regulated the Pronera once it had state support. However, this new configuration has weakened the participation of social movements and universities. In 2004, because of the need to adjust the Pronera within the policy guidelines for the government of President Luiz Inacio Lula da Silva, (who had education as a priority social right in his proposal to the government,) the Operations Manual was prepared. According to this document, the Pronera aims to:

Strengthen education in the areas of agrarian reform, stimulating, proposing, creating, developing and coordinating educational projects, using methodologies geared to the specific nature of the field, and to contribute to the promotion of sustainable development. (BRAZIL, 2004, p. 17).

The main objective of Pronera is constituted as a mechanism in favor of the democratization of education for workers / the land reform, respecting the particularities of social subjects and at the same time contributing to the permanence of the farmers in the field, taking sustainable development as the main outcome of this process. The manual also under the principals of inclusion, interaction, participation and multiplication, skills of social movements, governments and public universities, giving priority to the following projects:

- Literacy and education of youth and adults in basic education and training and education of educators (as) for elementary schools in areas of Agrarian Reform;
- Continuing training and education of teachers in the areas of Agrarian Reform (average level in the normal mode or at a higher level through the degree);
- Professional training combined with education at secondary level through vocational education courses in technical or higher level (of state, regional or national) in different areas of knowledge aimed at promoting sustainable development in the field. (BRAZIL, 2004, p. 21).

Since its inception, thousands of workers have been schooled at different levels of education: literacy, primary and secondary education, technical courses, vocational and higher education. The program advocated access to higher levels of schooling and possivel agreements with the public universities, given the plurality of areas offered by the courses, in order to boost the development of rural settlements. It gave priority to the vocational, technical courses in management of cooperatives and agro-ecology, contributing to agricultural production. In education prevailed pedagogy courses of the Earth and the Magisterium. These courses formed educators in the communities, expanding access to the field of Basic Education (MOLINA; JESUS, 2010).

A key feature of this program is facing the cultural unification and the affirmation of the right to diversity. In this sense, the Pronera establishes as public policy design, the participation of collective subjects capable of universalizing new rights grounded in promoting diversity. This diversity was recognized through the publication of Decree No. 7352 of November 4, 2010, in which the Brazilian State integrates Pronera public policy Field Education (art.11º). Decree 7352 is a milestone in the history of rural education as it conceptualizes the peasant populations and defines rural school. It also establishes the principles covering the processes of teaching, considering the specificities of the subjects involved in it:

Art. 6 The didactic, pedagogical, technological, cultural and literary resources for rural education should meet the specific and present content related to knowledge of the populations of the field considering their own knowledge of the communities, in dialogue with the academic knowledge and construction education proposals in contextualized field.

Although Pronera, like any public policy in Brazil, has difficulties with its execution, it legitimizes the dialogue between reality and the educational process, recognizing the accumulated knowledge, symbols of the communities and the stories of social subjects. Respect for social movements and the appreciation of the peasants, made the Pronera an important reference for understanding the debate about rural education in Brazil, based on the autonomy of workers and the necessary links between universities and social and trade union movements.

Regarding the contributions that Pronera brought to rural education, it is emphasized, according to Molina and Jesus (2010), the results obtained through the education projects. These results Hélder many workers and students, as well as over two hundred agreements among approximately sixty universities. However, it is worth considering that the Academic space also features much resistance to such interaction. Many universities have difficulties to accept the presence of students linked to social movements. This territory has historically been institutionalized to serve the economic and intellectualized elite. On the other hand, the contribution of public universities to the program reveals that many teachers and students have sought new guidelines for higher education in the country with a view to meet the interests of those who are socially excluded. According to Gadotti (2003):

The university must constantly think in that direction. That's how it educates. Students, teachers, surpassing the established limits to learn from the people, not by intellectual curiosity, but because they learn by teaching. As Darcy Ribeiro says, "to guide the young university students to live with the disinherited of their own generation is also a way to give them back to the real country, for the student to gain a more cohesive experience through immersion in living conditions of the total population that he is intended to serve. " This university would be doing popular education (GADOTTI, 2003, p. 120).

The experience that Pronera accumulated in various areas, influenced the design and development of new public policies with a view to developing the rural areas through educational activities that contributed to the formation of the *propõe*. The

Higher Education Support Degree Program in Rural Education - Procampo - was created in 2007 by the Ministry of Education, which was at the time, the initiative of Department of Continuing Education, Literacy and Diversity - SECAD. It came through partnerships with public institutions of higher education and its goal is to enable the creation of Rural Education Degree courses in order to promote the training of teachers (by knowledge area), to work in the rural schools with basic education.

Procampo recognizes and supports the need for initial training for educators who work in rural schools. This program, being a public policy, contributes to the debate on educational issues that should be seriously widely discussed by the Brazilian government. As seen in the history of the country, the education policy applied to rural so far, has considered This area only as an extensions of the city, so that the school, curriculum, histories, identities and educators memories were constantly disregarded.

The program was initially implemented at the Federal University of Minas Gerais (UFMG), Federal University of Bahia (UFBA), Federal University of Sergipe (UFS), and the Federal University of Brasilia (UNB). As the proposal of alternate pedagogy represented a huge challenge, these Universities worked along with representatives of other Universities, and social movements to prepare the initial Education program. The work was also enriched with discussions with political militancy of each federal state. For Antunes-Rocha (2010) articulated training between TE - School and TC Time - Time Community, shows possibilities of dialogues between temporality and spatiality. It helps to overcome one of the most significant challenges in training of rural educators: the conditions of the educational process in dialogue with the culture, leisure, religion and work.

Procampo intends to strengthen the trainings in Rural Education, integrating teaching, research and extension, and it treasures issues that are significant for the autonomy and recognition of peasant populations. Its principle objective is the formation of educators through the areas of knowledge, breaking the fragmented and disciplinary knowledge, which is common in most Brazilian higher education institutions.

This training by knowledge area can meet the needs and commitment to the emancipation of the peasant people, creating organizational alternatives of school work as a social practice. It can contribute to the changes that the school system so badly needs, taking into account the wishes and aspirations of the people in the countryside and social movements struggling for land. In this sense, the rural educator is not just an educational agent but also It is an essential component in the transformation of society. According to Caldart (2002, p.36):

That's why we defend so insistently the need for policy and training projects for the rural educators. We recognize that much of this mindset that we are building is something new in our own culture however there is a new teacher identity that can be grown from this movement for rural education.

Specific training of rural educators can assure practices consistent with the values and principles of rural education and recognize the established social relations and so many other aspects that are important to the rural territory not as an extension of the city, but rather as recovery of life stlyes, desires and trajectories. On the other

hand, one can not analyze such training only in valuation perspective of community knowledge. You have to understand it, especially in the dimension of autonomy and organization of another community that faces any form of oppression. In this sense, the demands that are present in rural schools, require educators whose trainings would enable them to understand the current reality of the countryside. A countryside oppressed by the exclusionary economic model and demands of its people, educators and leaders of social movements, intense resilience. This is another one of Procampo objectives in defense of rural education.

Finally, the National Rural Education Program (Pronacampo). Created by Decree No. 7352 and established by Decree No. 86 of February 1, 2013, was launched by President Dilma Rousseff, in March 2012, with the purpose to offer financial and technical support for the feasibility of public policies in the countryside. According to the document, the Pronacampo is:

A set of coordinated actions to ensure the improvement of education in existing networks, as well as teacher training, production of specific teaching materials, access and recovery of infrastructure and quality of education in the countryside in all stages and types. (BRAZIL, 2012, p. 04).

The program is structured in four areas: Management and Pedagogical Practices, Teacher Training, Youth and Adult Education, Professional and Technological Education and Axis Physical Infrastructure and Technology. The first axis comprises the provision of specific teaching materials to the Maranhão and the Piauí, having as reference the National Program of School Library - PNBE and the National Textbook Program - PNLD; promotion of comprehensive education with curriculum expansion, support to schools with multigrade classes and maroon communities schools. The initiatives envisaged in this axis meet historical demands of the social movements in the countryside, encouraging the permanence of rural young people in school and the development of their knowledge and Schools with appropriate operating conditions, including those with multigrade classes. In most cases, these schools are located in rural communities, far from the headquarters of the municipalities. Usually they have quantitative students not reaching the quota established by the municipal education departments to form a class by series, running precariously on makeshift sites.

The second axis refers to initial and continuing training of teachers working with rural and maroon communities. Such training is developed within Procampo, Renafor - National Network of Professional Training Education and the Open University of Brazil - UAB. Currently under discussion is the viability and relevance of blended or distance Rural Education. Many criticisms are being built around this methodological guidance.

The third axis concerns the expansion of youth and adults education provision through the educational proposal of the earth's knowledge. It considers the social inclusion of young people and rural workers through the strengthening of professional and technological education of state and federal network. This document includes the initial and continuous training of workers, considering the local clusters. In many Brazilian states the education for young people and adults has been offered through discrete programs and compensatory policies. Therefore, recognizing the need to include workers under specific educational practices, was a

response to the historical demand of the social movements.

The last axis addresses one of the biggest challenges of rural schools notadas, and one of the main demands of social organizations and peasant movements. Among these demands, we have: the financial and technical support to guilda schools, digital inclusion, improving the operating conditions of the maroom communities schools and countryside schools, and the offer of school transport (BRAZIL, 2013). Ensuring adequate physical infrastructure and technological resources to schools in rural áreas and Maroons communities can ensure quality education and prevent evasion of considerable numbers of students unmotivated in such precarious spaces.

Because it is a very new program, Pronacampo needs to be better discussed in the framework of Rural Education. The restriction on the role of trade union and social movements in the preparation of the actions of this policy is far from the scenario in which previous policies were prepared. In this context, we have identified actions that involve, for example, agribusiness in competition for public resources. Evidence of this dispute is the incorporation of vocational training designed by industrial agriculture, represented by Pronatec countryside. Despite this contradiction in the program, we see significant achievements regarding the training of educators in the countryside, by expanding policies for this purpose. The relevant axis to the formation of educators considers the conception presented by social movements, translated by the Support Program for Higher Education Degree In Rural Education - Procampo. (FONEC, 2012).

Final considerations

The Rural Education can not be understood apart from the public policies for the formation of the subject and the organization of another society. However, in building a popular project for the countryside, the development of such policies reveals a major challenge for social movements: the need to dialogue with the government agencies. Historically, the Brazilian state waived any representatives of the peasants people in the idealization and consolidation of its policies and programs.

When the peasants main subjects have very little representation in the preparation of such policies usually they become homogenized and their goals incompatible with demands of the peasants. This is an unacceptable situation. At the current juncture, it emphasizes the importance of popular organization to charge the state of the realization of historical commitments with peasant people. The Movement for Rural Education can not ignore the state organization structure, even to continue existing in reality as dynamic and contradictory.

The sense of organization occurs when we recognize it as a key component in the structure of public policy, as long as there is no gap between the institution of the decrees and the practical affirmation of the same. The organization presents itself, then, as a transforming force, maintaining the balance between the movement and the achievement of established goals. According to Bogo (2010, p.181):

In any exercise of analysis we do, we will find the organization as a central pillar establishing the benchmark for the behavior of its members. It is not enough that they have a high level of information and knowledge, it is necessary to transform this knowledge into guidelines that match the “desires and motives” of the masses in concrete actions. Other than that, all political knowledge is useless.

Dialoguing with the quote from Ademar Bogo, it is noteworthy also that the Movement for Rural Education claims specific public policies and has its genesis in the role of social movements and organizations in which they hold. To the extent that it raises the awareness of the people about their rights, new public policies are required, justifying the organization and engagement of social movements in this fight.

I want to point out that the production of knowledge guided by the data collected and observations made are not value-free. Criticism and consistent construction of knowledge is not neutral. Thus, the personal history of the authors permeated throughout the development of this work. We hope, therefore, to stimulate the production of readings and reflections that include the training of rural teachers. In this historic building process prevailed respect for differences and appreciation of cultural identity of the peasant people and their social movements, proposing an inclusive, questioning and democratic Education, present in many schools in the countryside and several popular education experiences linked to social movements struggle for land and are spread all over Brazil.

It is important to point out that the studied programs - Pronera, Procampo e Pronacampo - have been contributing to the formation of educators for the rural schools in Brazil. I suggest that these studies continue to be done in order to fully understand the relevance of such Programs as public policies and the strengthening of the relationship with the social movements.

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