

## Continuing Training Plan for Employees of the Federal Network of Professional, Scientific and Technological Education and its paths to platformization<sup>1</sup>

*Plano de Formação Continuada dos Servidores da Rede Federal de Educação Profissional, Científica e Tecnológica e seus caminhos até a plataformação*

*Plan de Capacitación Continua para Trabajadores de la Red Federal de Educación Profesional, Científica y Tecnológica y sus caminos hacia la plataformatización*

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**Abstract:** This article addresses the trajectory of the institutional policy for training employees of the Federal Network for Professional, Scientific and Technological Education (RFEPCT), called the Continuing Training Plan for Employees of the Federal Network for Professional, Scientific and Technological Education (Plafor). To do this, its political cycle, the actions carried out, as well as its dissemination and communication strategies are considered. This research is characterized as qualitative, exploratory-descriptive in nature, and its procedures have a bibliographic and documentary scope, using the Internet. Data mapping took place in the official repositories of RFEPCT institutions, in the Brazilian Digital Legislation and on the websites of the bodies mentioned in the Plafor documentation. Regarding the communication of Plafor actions, a survey was carried out in the 38 (thirty-eight) Federal Institutes of Education, Science and Technology, with valid returns from 15 (fifteen) of these institutes, which brought the amount of 31 (thirty-one) publications throughout 8 (eight) years. It is considered that this makes the dissemination of information about Plafor and the communication of its actions ineffective in terms of bringing knowledge of its existence to its target audience, which made its efficient implementation invisible until its platformization.

**Keywords:** Continuing Training Plan for Employees of the Federal Network of Professional, Scientific and Technological Education; Plafor; Platformization.

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**Resumo:** Neste artigo, aborda-se a trajetória da política institucional de formação dos servidores da Rede Federal de Educação Profissional, Científica e Tecnológica (RFEPCT), denominada de Plano de Formação Continuada dos Servidores da Rede Federal de Educação Profissional, Científica e Tecnológica (Plafor). Para isso, considera-se seu ciclo político, as ações realizadas, bem como suas estratégias de divulgação e comunicação. Esta pesquisa se caracteriza como de natureza qualitativa, de caráter exploratório-descritivo, e seus procedimentos têm escopo bibliográfico e documental, com usufruto da Internet. O mapeamento de dados se deu nos repositórios oficiais das instituições da RFEPCT, na Legislação Digital Brasileira e nos sites dos órgãos mencionados na documentação do Plafor. Quanto à comunicação de ações do Plafor, foi realizado um levantamento nos 38 (trinta e oito) Institutos Federais de Educação, Ciência e Tecnologia, tendo retornos válidos de 15 (quinze) destes institutos, que totalizaram 31 (trinta e uma) publicações ao longo de 8 (oito) anos. Considera-se que isso torna a divulgação de informações sobre o Plafor e a comunicação de suas ações pouco eficaz no que diz respeito a levar o conhecimento de sua existência a seu público-alvo, o que invisibilizou sua implementação com eficiência até sua plataformização.

**Palavras-chave:** Plano de Formação Continuada dos Servidores da Rede Federal de Educação Profissional, Científica e Tecnológica; Plafor; Plataformização.

**Resumen:** Resumen: Este artículo presenta la trayectoria de la política institucional de formación de los servidores de la Red Federal de Educación Profesional, Científica y Tecnológica (RFEPCT), denominada Plan de Formación Continua de los Servidores de la Red Federal de Educación Profesional, Científica y Tecnológica (Plafor). Para ello, se considera su ciclo político, las acciones realizadas, así como sus estrategias de difusión y comunicación. Esta investigación se caracteriza por ser de carácter cualitativo, de carácter exploratorio-descriptivo, y sus procedimientos tienen un alcance bibliográfico y documental, utilizando la Internet. El mapeo de datos se realizó en los repositorios oficiales de las instituciones de la RFEPCT, en la Legislación Digital Brasileña y en los sitios web de las organizaciones mencionadas en la documentación del Plafor. Con respecto a la comunicación de las acciones del Plafor, se realizó una encuesta en los 38 (treinta y ocho) Institutos Federales de Educación, Ciencia y Tecnología, con resultados válidos de 15 (quince) de estos institutos, lo que totalizó 31 (treinta y una) publicaciones. a lo largo de 8 (ocho) años. Se considera que estos resultados producen una divulgación de información poco eficaz tanto sobre el Plafor como sobre la comunicación de sus acciones en términos de acercar el conocimiento de su existencia a sus destinatarios, lo que invisibiliza su implementación eficiente hasta su plataformización.

**Palabras clave:** Plan de Capacitación Continua para Trabajadores de la Red Federal de Educación Profesional, Científica y Tecnológica; Plafor; Plataformización.

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## Introduction

The Federal Network of Professional, Scientific and Technological Education (RFEPCT) was regulated by Law No. 11.892 of December 29, 2008. It renamed most of the Federal Technological Education Centers (Cefets) as Federal Institutes of Education, Science and Technology (IFs) and linked them to the newly created network, along with the Federal Technological University of Paraná (UTFPR); the Celso Suckow da Fonseca Federal

Technological Education Center of Rio de Janeiro (Cefet-RJ); the Federal Technological Education Center of Minas Gerais (Cefet-MG); the Technical Schools linked to the Federal Universities; and Colégio Pedro II (Brazil, 2008).

The RFEPCT was fundamental to the resumption of the expansion of the provision of professional education in the country, made possible by Law No. 11.195, of November 18, 2005, which revoked § 5 of Art. 3 of Law No. 8.948, of December 8, 1994, which, in turn, prohibited the creation of new federal units of professional and technological education. In 2024, this network was present in all of Brazil's states, and its institutions are references in Professional and Technological Education (EPT) in Brazil (Santos; Medeiros Neta; Silva, 2022).

With the new institutional structure and the expansion of the RFEPCT, there was an increase in the number of civil servants and we could consider that there was a need for initial and continuing training for new and old civil servants, specifically to understand the new institutional proposal, whose legal guidelines led to shared management and self-management, as well as the development of research, extension and teaching activities inextricably linked. From this point comes the question that guides this work: what paths were taken to create an institutional policy for the training and qualification of federal civil servants in an educational network with the dimensions of the RFEPCT?

By the time RFEPCT was set up in 2008, the legal bases for training federal civil servants in the Professional and Technological Education (PTE) were based on the laws aimed at training all the federal civil servants (Decree-Law No. 2.804/1940, Decree No. 95.088/1987 and Constitutional Amendment No. 19/1996).<sup>5</sup> 19/1998) and in the legislation for training public servants in Basic Education (the LDBs of 1961, 1971 and 1996, and the funding policies: FNDE funding - 2006, Observatório da Educação - 2006, Política Nacional de Formação de Profissionais do Magistério da Educação Básica - 2009 and Profuncionário - 2010), and the first effective policy aimed at training federal civil servants in Professional Education (PE) was the Pedagogical Courses for Industrial Teaching (Decree no. 36.268/1954). Even though this was a considerable amount of regulation, it did not address the specificities of the services aimed at offering PTE in the institutional mold of the new network.

It was in this context that the first discussions took place within the Forum of People Management Managers of Federal Institutions of Technical, Scientific and Technological Education (Forgep<sup>5</sup>) to draw up the Plan for the Continuing Education of Servants of the Federal Network of Professional, Scientific and Technological Education (Plafor).

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<sup>5</sup> Forgep was created in 2010 “[...] envisioning the possibility of networking, promoting the standardization of procedures, mainly to guarantee the isonomic treatment of civil servants, concentrating the exclusive understandings regarding the Federal Institutes, optimizing resources and allowing the exchange of experiences” (Forgep, n.d.).

It was in this context that the first discussions took place, within the framework of the Forum of People Management Managers of Federal Institutions of Technical, Scientific and Technological Education (Forgep), to draw up the Plan for the Continuing Education of Servants of the Federal Network of Professional, Scientific and Technological Education (Plafor).

For a better understanding of the public policy cycle, we adopted the model suggested by Wu (2014), which consists of five stages: agenda setting, policy formulation, decision-making, policy implementation and policy evaluation. With this, we explain that agenda-setting is the period in which political leaders request the entry of issues they deem relevant to the debate; in formulation, possible government action strategies are drawn up to solve the problems discussed on the agenda; in decision-making, the most viable solution for implementation is ratified; in policy implementation, the approved solution comes into force; and finally, in the policy evaluation phase, an analysis is made of the policy's ability to achieve the established objectives (Wu *et al.*, 2014).

In this way, we understand that Plafor came onto the agenda as a result of internal needs from PTE and that this was brought about by the context of a new institutional framework, which required self-management training for the network's own servants.

The formulation of Plafor began with the establishment of a Working Group (WG), through Setec/Mec Ordinance No. 28 of August 26, 2015, made up of a representative from Setec and 12 representatives from Federal Institutes. It should be noted that this is good practice for formulating public policy, and according to Wu *et al.* (2014):

Inter-institutional working groups or committees can also help in the effective formulation of public policies, especially when a problem may be the responsibility of one agency but has implications for many others with enough power to put the brakes on the proposal during decision-making or implementation (Wu *et al.*, 2014, p. 74).

The Plafor WG prepared Technical Note No. 67/2016/CGDP/DDR/Setec/MEC, dated May 11, 2016, which presents some actions promoted by the General Coordination for Personnel Development aimed at training RFEPCT civil servants. This note argues about the need to group the actions aimed at training RFEPCT civil servants into a project, it shows a list of legal apparatuses related to Plafor, proposes lines of development and program structures and, finally, presents suggestions and forms of budget availability, provision modalities and training providers institutions.

Plafor was instituted by MEC Ordinance No. 15/2016, of May 11, 2016, accepting most of the WG's proposals described in Technical Note No. 67/2016 already mentioned. Article 3 of the Ordinance contains recommendations for implementing the plan, as transcribed below:

Art. 3 PLAFOR shall be implemented by government schools and/or by Federal Teaching Institutions, subjected to approval by the Secretariat for Professional and Technological Education - SETEC:

**I - Professional Training Program** (Courses of up to 360 hours)

1. Initiation to public service
2. General training; and
3. Technical training (specific to each area of activity).

**II - Management Training Program**, divided into two axes:

1. Management development (administrative and educational)
2. Managers training

**III - Qualification Program**

1. High-school Technician (mid-level)
2. Graduation
3. Lato and stricto sensu postgraduate degrees (Specialization, Master's, Doctorate and Post-Doctorate) (Brazil, 2016, emphasis added).

The intention inferred from the structure of execution in lines, programs and modalities proposed in the ordinance creating Plafor, with emphasis on three programs, was to train civil servants from their entry into the civil service to their maximum qualification at doctoral level, with further training in post-doctoral research, presupposing high-cost resources, when analyzing the size of the RFEPCT.

However, in a more in-depth analysis of the Ordinance creating Plafor, we identified in the description of its purposes the use of terms such as “rationalization of spending on training and qualification” in Art. 2, item 8, thus demonstrating an alignment with the neoliberal gospel principle of reorienting public expenditure (Vitullo, 2011). It is noteworthy, within this discourse, that the normative document makes no reference to public-private partnerships to offer those training. However, when we put this purpose in the context of technological transformations, we can see its use in training aimed at civil servants already part of the RFEPCT.

We stress that it is important to consider, during the formulation of a policy, that it

is a key stage in the creation of public policy, in which perspicacious public managers can find their greatest opportunity to affect decision-making and policy implementation. It is a complex phase, involving a range of actors with different ideas and interests in promoting specific solutions to policies problems. Public managers need to ensure the appropriate levels of analytical, administrative and political knowledge, and capacity to adequately carry out the various tasks involved in policy formulation and evaluation. Once this is done, they can be more confident that the proposals that go to decision-makers for judgment and decision will be able to “do their job” and will not make the situation worse (Wu *et al.*, 2014, p. 74, original emphasis).

In this sense, the creation of the WG for the creation of Plafor can be considered appropriate from the perspective that its actions would guarantee the institutionalization of a policy that would respect essential aspects of the RFEPCT, according to Saravia and Ferrarezi (2006, p. 31), who consider that public policies can be characterized by the following aspects:



**a) Institutional:**

It is drawn up or decided by a legally constituted formal authority within the scope of its competence and is collectively binding.

**b) Decisional**

It is a set and sequence of decisions relating to the choice of ends and/or means, long or short range, in a specific situation and as a response to problems and needs.

**c) Behavioral**

It implies action or inaction, doing or not doing anything; but a policy is, above all, a course of action, not just a single decision.

**d) Casual**

These are the products of actions that have effects on the political and social system.

These aspects can already be observed in its journey from being put on the agenda to their formulation. However, Plafor has some characteristics linked to the decision-making aspect that indicate, in perspective, a move towards the use of the Internet as a means of action. This refers to the issue of “rationalizing spending on training and qualification” and government schools as spaces for implementing the plan, according to Article 3 of the Ordinance which created it.

This perception can be understood when we look at what the Brazilian Internet Steering Committee says (CGI.org, 2020, p. 7):

In a context of political pressure to reduce state investment in infrastructure, corporate actors have imposed themselves, both because they are technically more capable and because they own the servers and software used to platform educational services.

From the structural context of the RFEPCT, we can consider that platformizing the training of its civil servants could help make its actions more effective, based on what Poell, Nieborg and Van Dijck (2020) propose about the use of platforms.

[...] as (re)programmable digital infrastructures that facilitate and shape personalized interactions between end-users and complementors, organized through systematic collection, algorithmic processing, monetization and circulation of data. Our definition is a nod to software studies, pointing to the programmable and data-driven nature of platform infrastructures, acknowledging insights from the perspective of business studies, including the main stakeholders or “sides” in platform markets: end users and complementors (Poell; Nieborg; Van Dijck, 2020, p. 5).

In light of what the authors have defined, we believe that Plafor's trajectory thus far has already provided substantive indications that it could be on its way to becoming a user of the Internet on digital platforms.

We can also consider that, since 2018, there has been a concern with the continued training of civil servants in virtual schools. An example of this is the presence of the National

School of Public Administration (Enap), which created the Virtual School of Government that year and has since been implementing platform-based training initiatives for civil servants.

In view of the above about the strategies for formulating Plafor and its implementation, as well as what we understand about public policies and the platformization of training, we asked ourselves how Plafor's managers have conducted the actions of its implementation, and how this has been disseminated/communicated in the RFEPCT up to the moment of its platformization.

In search of answers to this question, this article is structured around this introduction, as well as the topic “Implementation of Plafor in an evaluation of the communication of its actions”, in which we make a brief analysis of the publications referring to Plafor in the RFEPCT institutions until we reach its platformization. Finally, the study's conclusions are presented.

With this in mind, our aim is to look at the trajectory of the institutional training policy for RFEPCT civil servants in force, known as Plafor, considering its political cycle and the actions it has taken, as well as its dissemination and communication strategies. We hope to broaden the discussion on the training of RFEPCT civil servants through the evidence and debates raised in this article.

## **2. Implementing Plafor and communicating its actions**

The search for documents and news published about Plafor's actions was carried out on the digital platforms of the Ministry of Education's (Mec) Department of Professional and Technological Education (Setec), which is the body responsible for managing this policy, the official portals of the 38 Federal Institutes, as well as institutions involved in carrying out activities related to the policy studied, such as Enap and the Coordination for the Improvement of Higher Education Personnel (Capes).

The initial search was based on an analysis of Technical Note No. 67/2016, item 2, sub-item 2.5, which states that between 2013 and 2015, the General Coordination of Personnel Development at Setec/Mec promoted actions aimed at training RFEPCT civil servants and then lists these actions, which served as the basis for the arguments used to put Plafor on the political agenda.

For this reason, an investigation was carried out on the Mec platform, as well as other digital platforms already mentioned, between June 20 and 24, 2022, using the “Exactly” option in the “Type of search” filter, which returns only the results that contain the exact words of the descriptors entered. These results are listed in Table 01, along with the search *loci* and additional descriptors.

Table 01 - Search descriptors x research *loci*

Nº	MAIN DESCRIPTORS	LOCI	ADDITIONAL DESCRIPTORS
1	Management Training Course	Mec Enap EG.V	1. Plafor 2. RFEPCT 3. Continuing Education Plan for Servants of the Federal Network of Professional, Scientific and Technological Education 4. Federal Network of Professional, Scientific and Technological Education
2	PRONATEC Public Services	Mec Forgep	Public Management Course Plan Project
3	Practical Classes Course	Mec	
4	Information Technology Training	Mec ESR/RNP	
5	Language without Borders	Mec	1. English language training 2. <i>My English Online</i> Course 3. English Proficiency Test
6	Specialization in Professional and Technological Education	Mec e-Mec	1. Lato Sensu Postgraduate Course in Pedagogical Training for Teaching in Professional and Technological Education 2. Pedagogical Training for Teaching in Professional and Technological Education
7	Master's programs	Mec Sucupira- Capes	1. Professional Master's in Education; 2. Professional Master's Degree in Public Management; 3. Professional Master's Degree in Information Technology.

Source: Own elaboration, based on data collected in the survey (2022)

In order to achieve more comprehensive results on the platforms searched and for further refinement and analysis of the data, we used the additional descriptors shown in Table 01. These descriptors are related to the data reported in sub-item 2.5 of Technical Note No. 67/2016, which deals with the actions promoted by Setec/Mec's General Personnel Development Coordination.

Thus, based on this survey, we believe that the legal documents that underpin Plafor are available in a satisfactory manner in the *loci* we researched, the main ones as: Ordinance No. 28/2015, which set up the WG to draw up Plafor, Technical Note No. 67/2016, presented by the WG, and Ordinance No. 15/2016, which sets up Plafor.

To search for publications that reported on Plafor actions, we used the descriptor Plafor, without quotation marks, on the official websites of the 38 Federal Institutes. This search returned 31 valid publications, which were then categorized and analyzed. The survey was restricted to the Federal Institutes due to their greater numerical and geographical representativeness, thus providing us with a national overview of the visibility of the policy under study.

In 23 of the 38 FIs, there were no direct and explicit references to the plan or to the offer of training linked directly to the institute surveyed: Instituto Federal do Acre (IFAC), Instituto Federal do Amapá (IFAP), Instituto Federal Baiano (IF Baiano), Instituto Federal  
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da Bahia (IFBA), Instituto Federal de Brasília (IFB), Instituto Federal Catarinense (IFC), Instituto Federal do Ceará (IFCE), Instituto Federal de Goiás (IFG), Instituto Federal de Mato Grosso (IFMT), Instituto Federal de Minas Gerais (IFMG), Instituto Federal do Pará (IFPA), Instituto Federal do Paraná (IFPR), Instituto Federal do Piauí (IFPI), Instituto Federal do Rio de Janeiro (IFRJ), Instituto Federal de Pernambuco (IFPE), Instituto Federal do Rio Grande do Norte (IFRN), Instituto Federal do Rio Grande do Sul (IFRS), Instituto Federal de Rondônia (IFRO), Instituto Federal de São Paulo (IFSP), Instituto Federal do Sudeste de Minas Gerais (IFSUDESTEDEMINAS), Instituto Federal Sul-rio-grandense (IFSUL), Instituto Federal do Tocantins (IFTO) and Instituto Federal do Triângulo Mineiro (IFTM). This denotes and connotes low communication/visibility of Plafor as a specific training policy for the RFEPCT, making one of its aspects of political categorization, i.e. causal, inefficient, or not fully contemplated in its execution.

The 15 FIs that returned information on Plafor are: Instituto Federal de Alagoas (IFAL), Instituto Federal do Amazonas (IFAM), Instituto Federal do Espírito Santo (IFES), Instituto Federal Fluminense (IFF), Instituto Federal Farroupilha (IF Farroupilha), Instituto Federal Goiano (IFGoiano), Instituto Federal do Maranhão (IFMA), Instituto Federal do Norte de Minas Gerais (IFNMG), Instituto Federal da Paraíba (IFPB), Instituto Federal de Roraima (IFRR), Instituto Federal de Santa Catarina (IFSC), Instituto Federal de Sergipe (IFS), Instituto Federal do Sertão do Pernambuco (IF Sertão PE), Instituto Federal do Sul de Minas Gerais (IFSULDEMINAS), Instituto Federal de Mato Grosso do Sul (IFMS). Although the latter had results for Plafor, its links were incomplete, and its publications were not included in the analysis. For supplemental information, there were 3 results from the IFMS: a news item entitled “Continuing Education Plan for Federal Network employees established” and the files for Ordinance No. 15/2016, page 01 and page 02.

The remaining 14 institutes returned a total of 31 news items/publications, and these were categorized by year of publication, type of information, whether there was explicit mention and whether they were part of Plafor's actions.

It's worth noting that the publications that mentioned Plafor were distributed as follows: 16 in 2014, 1 in 2015 (years when Plafor was entering the agenda), 11 in 2016 (the year its formulation began and its regulation was completed), 2 publications in 2017 and 1 in 2018 (years when Plafor was already in its implementation phase).

It was also noted that most of the PLAFOR actions published predate its regulation by Ordinance 15/2016 of SETEC/MEC, which demonstrates the possibility of articulation for network training, which would standardize quality leveling for all institutions belonging to the network, regardless of whether these institutions are traditional, such as those that originated in the

EAs more than 100 years ago, or have started their work in recent decades, such as the Federal Institute of Education, Science and Technology of Roraima (IFRR, 2014), which was set up as a Technical School in 1986 and began its activities in 1987 (Santos, Silva, 2022, p. 221-222). 221-222)

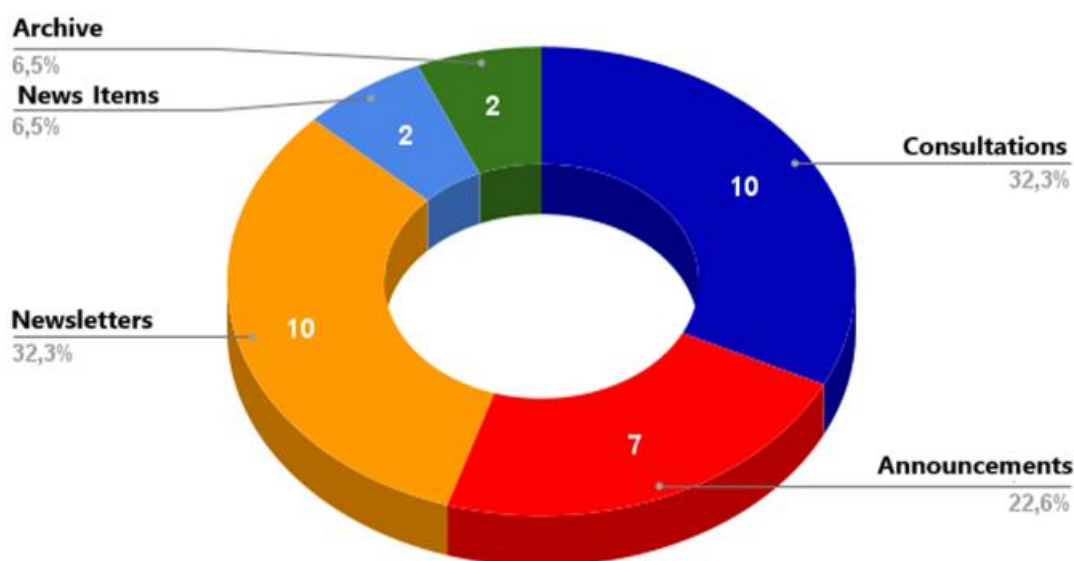
As you can see, the annual breakdown of the publications found shows that there was greater activity in 2014, during the stage of getting on the agenda, prior to the creation of Plafor, and in 2016, the year Plafor was formulated and instituted. However, the plan had less visibility afterwards, or rather, it was made invisible after its creation, as there are only 3 publications. This invisibility demonstrates inaction regarding the behavioral aspect of the policy under analysis.

In the “Type of information” categorization, the following specifications were made:

- a) **Informative** - for information aimed at informing about events and activities that refer to Plafor in some way;
- b) **Consultation** - for announcements of consultation or research activities with RFEPCT civil servants, for the preparation and implementation of training actions and courses;
- c) **Disclosure** - for announcements of enrollment, selection or results of training courses on offer;
- d) **News** - for general announcements that mentioned Plafor, but were not part of the plan's actions; and
- e) **Archive** - for links to archives with Plafor legal documents.

The news items categorized are: 10 newsletters, 10 consultations, 7 announcements, 2 news items and 2 archives (Graph 01).

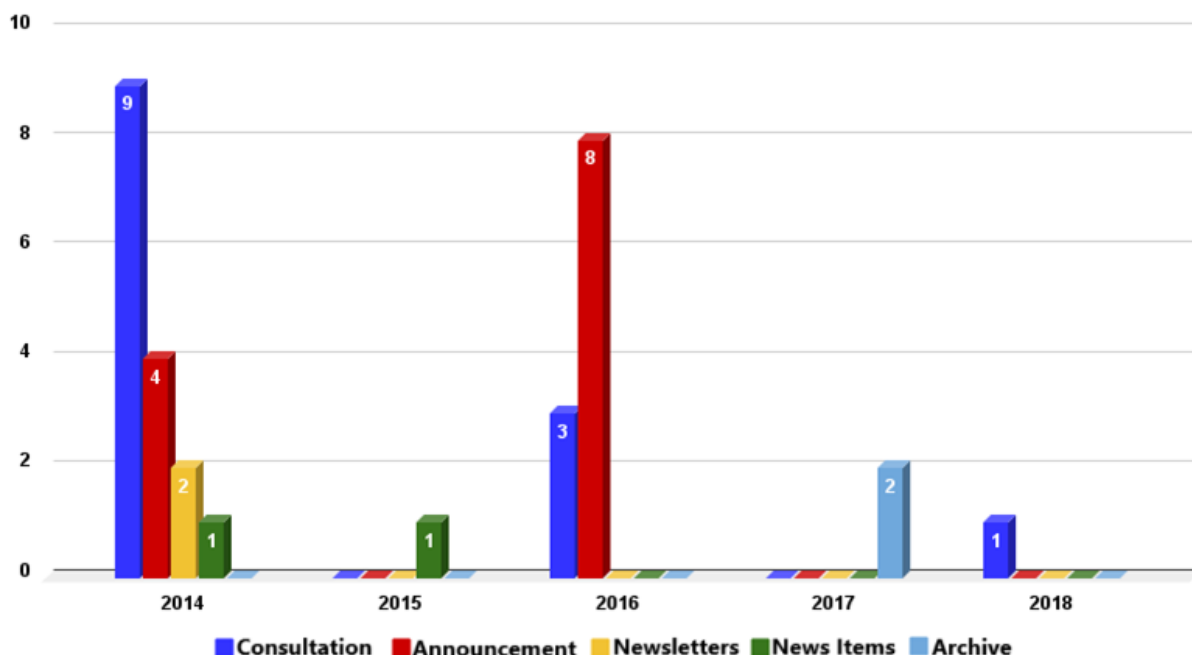
**Graph 01** – Publications on the official websites of the Federal Institutes about Plafor by Type (2014-2022)



Source: own elaboration based on research carried out on Plafor.

The “consultation” type publications indicate that there was some coordination to recognize the training needs of RFEPCT civil servants, while the “information” type publications indicate some level of feedback on the progress of the policy, while the “dissemination” type publications indicate that civil servants were invited to take part in Plafor's training activities. However, considering the period of 8 years and a universe of 644 FI units, this volume of publications is tiny, and by distributing them over the years surveyed, the dissemination of Plafor seems even smaller (Graph 02).

Graph 02 – Publications on the official websites of the Federal Institutes about Plafor by Type and Year (2014-2022)



Source: prepared by the author based on the research carried out on Plafor.

Graph 02 shows that during and after the establishment of Plafor, there were 8 publications of the “dissemination” type in 2016, 3 publications of the “consultation” type in 2016, and 1 in 2018. However, there was no communication of Plafor actions beyond these.

Regarding the category of “explicit mentions”, 5 contained no explicit references and 26 made direct reference to the Continuing Education Plan for Servants of the Federal Network of Professional, Scientific and Technological Education or Plafor.

Regarding the information in the “Plafor Actions” category, which informs whether the listed news item mentions direct actions of the plan, the data reveal that 20 publications fit this definition, with only 5 referring to registrations and course offerings, which confirms the low effectiveness of the implementation of Plafor, or at least of the communication of its actions, since, if we consider the information from 2018, base year 2017, from the Nilo Peçanha platform, which reports that there were more than 78,000 servers in the RFEPCT, the representation is low. Still regarding “Plafor Actions”, 9 of the 31 improvements were activities, events or actions that involved the Plafor theme, however, they did not fit the description of the category.

We believe it is relevant to point out the time gap in Plafor's actions after its formalization in 2016, because the last registered action was in 2017.

When searching for the state of knowledge about PLAFOR in the Capes Theses and Dissertations Catalog, the only return was the work “The organization of pedagogical work at the

Instituto Federal do Paraná - Palmas Campus: implications for teaching work”, by Peratz (2019). Peratz's research (2019) focuses on the Organization of Pedagogical Work (OTP) at the Instituto Federal do Paraná (IFPR) and has teaching work as its object, specifically regarding the implications of OTP. This indicates little resonance of the plan in academic circles.

In view of the above, until this moment, the study leads us to state that, until June 2022, the invisibility of the plan under analysis is a reality, given that the provision of initial and continuing training for RFEPECT civil servants should be done in a planned and accessible manner through Plafor promotion actions, and widely publicized on the official digital platforms of all institutions belonging to RFEPECT, which according to this survey, did not occur to the expected extent.

However, not everything was invisible, and, during Plafor execution, actions were not widely publicized in its implementing institutions, which can be explained by the behavioral and causal aspects of a policy, according to Saravia and Ferrarezi (2006). In April 2022, PlaforEdu was launched, a digital platform created in collaboration with three FIs from which no publications about Plafor were returned (IFRN, IFCE and IFSul).

### **The platformization of Plafor**

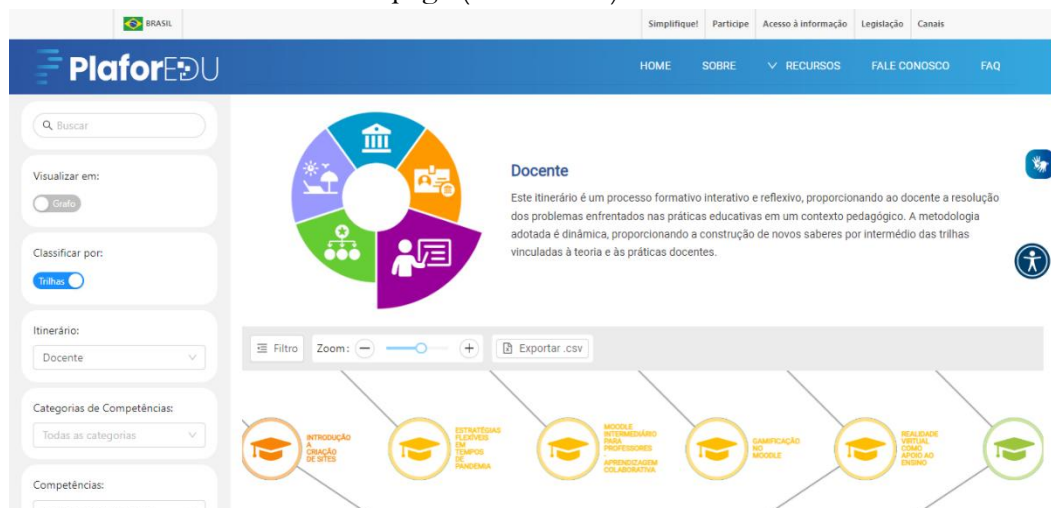
Platformization, to Poell, Nieborg and Van Dijck (2020) can be defined as:

[...] the penetration of platform infrastructures, economic processes, and governmental structures into different economic sectors and spheres of life. And, drawing on the tradition of cultural studies, we conceive of this process as the reorganization of cultural practices and imaginations around platforms (Poell; Nieborg; Van Dijck, 2020, p. 5).

Therefore, and considering that Plafor's actions were not effective in the context of practice, the creation of PlaforEdu occurred to reorganize these practices, and its launch was carried out by the Ministry of Education, with a ceremony broadcast on YouTube, on April 13, 2022. Its creation was made possible through a project executed among IFRN, IFCE and IFSul partnership, and the development of the digital platform was carried out by IFRN and IFSul. “Made on the Web, by the Web, with the Web and for the Web” is the slogan. Although PlaforEdu is the platformization of Plafor, a policy aimed at the initial and continuing training of RFEPECT civil servants, anyone, anywhere in the world, can take advantage of the 283 free courses offered on the website. These courses are divided by competencies and distributed in 5 training itineraries, namely: Introduction to Public Service; Technical-Administrative in Education; Teaching; Management; and Preparation for Retirement.

The platform functions as a catalog of courses presented in a clean layout, concentrating the necessary information with easy usability (Figure 1). On its main screen, a mandala is presented for selecting itineraries. Below, a series of graphs are displayed, divided by competence category, with the courses of the chosen itinerary, and it is possible to use some filters to facilitate the search.

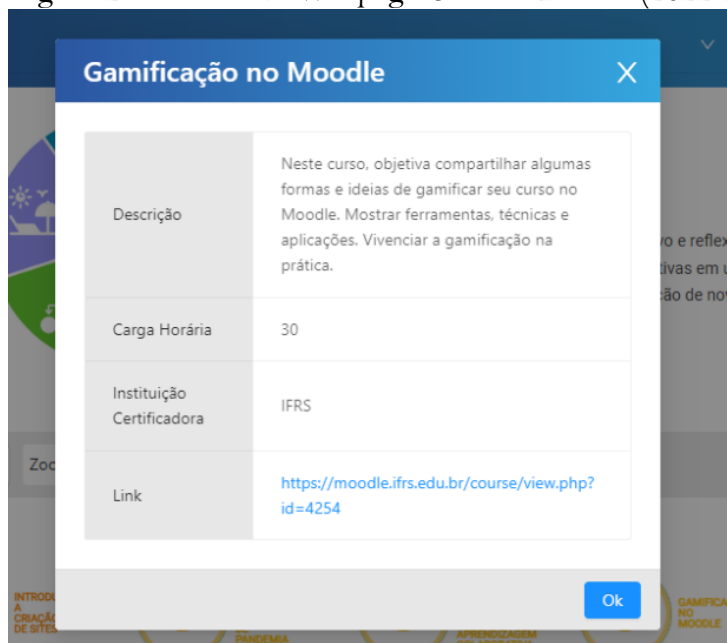
Figure 1 – PlaforEdu Courses Webpage (2022-2023)



Source: <https://plaforedu.mec.gov.br/> (2023).

When clicking on one of the points with the shown in Figure 1, an overlay window is displayed with the details of the selected course, as can be seen in Figure 2.

Figure 2 – PlaforEdu Webpage Courses Details (2022-2023)



Source: <https://plaforedu.mec.gov.br/> (2023).



The course offerings presented on PlaforEdu can be accessed by the link found in the course details (Figure 2).

As a brief comparison of Plafor's communication scenario after the launch of PlaforEdu, we conducted a quick search for publications on the platforms of the Ministry of Education, the IFRN campus Zona-Leste and IFSul, which are two of the institutions involved in the development of the platform, with the description PlaforEdu, without double quotation marks. We could observe that, with the creation of PlaforEdu, in the space of 11 months, there were 13 publications in 4 entities involved. In addition, the creation of Ordinance No. 633, of November 7, 2022, which updates Plafor and establishes the Digital Platform for Continuing Education (PlaforEdu) was verified.

Among the news items found, there was one related to the PlaforEdu Programming Competition, in which the documentary part of the historical data would be prioritized, in addition to presenting the policy that gave rise to PlaforEdu and the impacts of the actions of this policy, which would help its communication to society and to the RFEPCT civil servants themselves.

In a brief analysis of the coverage of the PlaforEdu platform, of the programs declared in the ordinance creating the plan, we verified the existence of courses that fit the descriptions of the Professional Training Program and Management Training Program, with no coverage in relation to the Qualification Program. However, this program involves longer courses (Middle-Level Technician, Undergraduate and Postgraduate *lato and stricto sensu*), in order to differentiate itself from the others in the form of offering, justifying its absence on the platform.

We infer that the platformization of Plafor is positive in terms of communicating the policy's actions and results and can offer the necessary visibility intended in its formulation and, thus, contribute to raising the quality of professional training offered to young Brazilian workers.

## Final discussion

In creating Plafor, we consider that its main legal framework is Ordinance No. 15/2016 of Setec/Mec, which brings elements from which we can understand that this plan was drawn up observing the demands of the context experienced by RFEPCT, that is, that of the technological revolution experienced across the planet, and which brought, along the way, the need for scientific and technological training of the civil servants of the aforementioned network to meet, among other interests, those linked to neoliberal principles for education in Brazil.

However, given the survey and analysis carried out in this study, we conclude that Plafor was designed beyond the merely neoliberal capitalist logic, which presents itself as a contradiction when interpreting the context using a historical-dialectical approach.

From this perception, we understand that the implementation of the program was hampered by the return to power of governments committed only to neoliberal principles. This accelerated the implementation of a different approach from that formulated by the previous government. In this scenario, the PLAFOR could become an important tool to combat neoliberal attempts to transform the PTE into a factory of obedient button-pushers who are alienated from the social interactions that condition their work, life and the materiality of their existence.

In short, the creation and expansion of the RFEPCT gave rise to a demand for initial and ongoing training of its civil servants (old and new) to qualify them to provide services within the scope of PTE within the restrictions of the new institutional framework. This demand was taken to the areas of involvement of the network's management groups, resulting in the policy being included on the agenda and formulated by a group of subjects that were part of the reality of the locus of application of the policy, enabling a closer approach to the needs of the network. However, its implementation was affected by changes in the political scenario, making the policy invisible for a long time. However, in 2022, a platform called PlaforEdu was launched, which allowed for greater visibility and dissemination, so that greater access to knowledge of its existence by its target audience is expected.

Regarding the assessment of the visibility of Plafor's institutional actions developed in this research, it was found that most of the publications about its actions are from 2014, the period in which it was formulated. However, after 2016, the year in which the policy under investigation was instituted, its actions were practically made invisible, demonstrating that Plafor is still an incipient policy, since no information indicating significant continuity was found, considering the great capacity for information and technological communication existing in RFEPCT.

We concluded that the dissemination of information about Plafor and/or its actions was ineffective in raising awareness and engaging the target audience and, consequently, affected the success of its implementation up to the time of the evaluation carried out in this research. However, at the end of the research, we became aware of the existence of PlaforEdu, developed for the implementation of Plafor. After analyzing the platform, we propose that new research be developed in other areas of knowledge, with a view to expanding its functionalities, in order to increase its informational potential.

Considering that RFEPCT practices network governance, we believe that the involvement of the personnel responsible for communication and training of civil servants of RFEPCT Institutions is essential, in order to have the visibility necessary for the success of Plafor, publicizing the offers and actions carried out through the policy on the official

platforms of these institutes and moving the institutional means of communication and social networks, in order to increase familiarity with the policy.

Finally, we can state that Plafor, despite being a fundamental policy for the preparation, training and continued qualification of RFEPT civil servants, did not have, between 2017 and 2021, significant actions being carried out, or the communication/dissemination of these actions was inefficient. It is expected, however, that with the launch of the PlaforEdu platform, there will be more visibility for the issue.

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