

NON-MANDATORY INTERNSHIP IN BRAZILIAN EDUCATIONAL POLICY: historical structure and formative function¹

ESTÁGIO NÃO OBRIGATÓRIO NA POLÍTICA EDUCACIONAL BRASILEIRA:
estruturação histórica e função formativa

PRÁCTICAS NO OBLIGATORIAS EN LA POLÍTICA EDUCATIVA
BRASILEÑA: estructura histórica y función formativa

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Abstract

This article seeks to address the historicity of the Non-Mandatory Internship, a type of internship that is often forgotten in research and scientific discussions in Brazilian educational area. Based on a survey and documentary analysis, it seeks to characterize the historical development of this practice and its consolidation in teacher training courses. With the help of references from the area of teacher training, it presents a descriptive exercise capable of indicating its historical characterization and role in the teacher training process. The analysis presents, as conclusive elements, its emergence in elite courses in the Brazilian education system, such as Law, migrating, over the years, to other higher education courses. It also presents a progressive and constant difficulty in structuring itself as a specific activity, commonly confused with the types of curricular, supervised and mandatory internships. Its legal and practical specificity appears as a recent gain that still requires studies, standards and acknowledgment.

Keywords: Education policy. Supervised internship. Teacher training.

Resumo

Este artigo busca abordar a historicidade do Estágio Não Obrigatório, modalidade de estágio que frequentemente é esquecida nas pesquisas e discussões científicas da área da educação brasileira. A partir de levantamento e análise documental, busca caracterizar o desenvolvimento histórico dessa prática e sua consolidação nos cursos de formação de professores. Com ajuda de referenciais da área de formação de professores, apresenta um

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exercício descritivo capaz de indicar sua caracterização histórica e papel no processo formativo dos professores. A análise apresenta, como elementos conclusivos, seu surgimento nos cursos elitizados do sistema de ensino brasileiro, como Direito, migrando, com o passar dos anos, para outros cursos de formação em nível superior. Também apresenta progressiva e constante dificuldade de se estruturar como atividade específica, comumente confundida com as modalidades de estágio curricular, supervisionado e obrigatório. Sua especificidade legal e prática figura como um ganho recente e que ainda demanda estudos, normatizações e reconhecimento.

Palavras-chave: Política Educacional. Estágio. Formação de professores.

Resumen

Este artículo busca abordar la historicidad de la Pasantía No Obligatoria, tipo de pasantía muchas veces olvidada en las investigaciones y discusiones científicas en el área de la educación brasileña. A partir de una encuesta y análisis documental se busca caracterizar el desarrollo histórico de esta práctica y su consolidación en los cursos de formación docente. Con ayuda de referentes del área de la formación docente, se presenta un ejercicio descriptivo capaz de señalar su caracterización histórica y papel en el proceso de formación docente. El análisis presenta, como elementos concluyentes, su surgimiento en carreras de élite del sistema educativo brasileño, como Derecho, migrando, con los años, a otras carreras de educación superior. También presenta dificultad progresiva y constante para estructurarse como una actividad específica, comúnmente confundida con los tipos de prácticas curriculares, tuteladas y obligatorias. Su especificidad jurídica y práctica aparece como una conquista reciente que aún exige estudios, estándares y reconocimiento.

Palabras clave: Política educativa. Pasantía supervisada. Formación de profesores.

Introduction

The importance of internships for the education of professionals is an indisputable topic and a field for countless studies, which generate data and statements necessary for the scientific development of the subject. However, talking about internships is easy, but when we think about a modality that is still neglected and undervalued by research, such as the Non-Mandatory Internship (NMI), we are faced with a scarcity of data production.

NMI is a modality that has become increasingly popular among students due to the need to reconcile training with an income that allows them minimum subsistence. Students' choice for NMI is correlated, in most cases, to demands arising from their socioeconomic level, as well as the need to enter the job market. Research such as that of Balderramas, Silva and Martins (2013) indicates that 83,94% of undergraduate students are workers, either with a formal contract or through internships.

In that regard, Neves (2019, p. 139) found that “[...] the non-mandatory internship is inserted in a new structure of the labor universe, engendered by the capitalist economic model, in which students who are children of the working class need to reconcile work and study”.

In legislative terms, this type of internship, which is not mandatory, began to be recognized under Law n. 11,788/2008 (Brasil, 2008), the internship Law – nomenclature adopted by article 2 of the mentioned law, which regulates the internship as a civic activity for life and work developed as an optional activity, added to the regular and mandatory workload – and has become one of the main paths that allow undergraduates to be immersed in the school environment from the first years of their education.

Unlike the Mandatory Internship, this modality often anticipates the undergraduate’s immersion in formative practices. It is therefore welcomed as a civic activity for life, which can be carried out by a student, if they are enrolled in a course and their mandatory workload is added (Brasil, 2008).

To outline its emergence and relationship with the formative process, we initially propose the construction of the historical path, which presents itself as a relevant moment, capable of elucidating the structuring of this type of internship within society and the configurations that such activity acquires over the years.

Methodology

Methodologically, the research proposes to understand the historical path of the internship, within the training courses. For this purpose, a survey of laws and decrees from 1939 to 2021 was carried out, through the website of the Planalto da República, using the descriptor *laws paid internship* (*leis estágio remunerado*, in Portuguese).

The research, for analytical exercise based on the indication of the historicity of the researched theme, after a broad survey and organization, demanded a detailed reading of each law, allowing us to understand how the NMI is designed and characterized within the scope of training courses.

This approach received input from theorists in the field of internship and teacher training, such as Demschinski (2020), Perrenoud (2002), Pinto (2003), among other authors who helped to unravel the intricacies posed by this theme.

1 Historical development of the non-mandatory internship: considerations based on Brazilian educational policy

The word internship originated from the medieval Latin *stagium*, which according to Brito (2014, p. 37),

The first record in French of the term *stage* dates back to 1930, designating the stay that a canon must make for a certain period in a place in his church before being able to enjoy the honors and income of his prebend, with prebend being the name used for the income that is paid to pastors, bishops and other clergymen. The word has mutated to *estage*, consolidating itself as *étage*: stay, delay, permanence, residence, abode. At the beginning of the 19th century, French already had the term *stagiaire*, which at the end of the same century would become Portuguese as *estagiário*, designating a student or professional who, for a certain period, provides services to adapt to new functions or learn new skills.

Historically, according to the CNE/CEB Opinion of 2003 (Brasil, 2003), the concept of supervised internship was consolidated in Brazil linked to the set of Organic Laws of Professional Education, defined in the period from 1942 to 1946. Then, internship is an activity included in the various areas of professional training, being a necessary and decisive step to establish contact with the profession and prepare the future professional for situations related to the social role that the work will require.

When we filter this view of NMI, the guidelines that govern and configure it become blurred and tenuous, since its orientation is based on a practice of mandatory supervised internship and without specific legislation for this activity.

This scenario surrounding NMI is reflected in the daily practice, which occurs when carrying out the internship within this format, and which, as mentioned by Demschinski (2020), is reflected in a field of exploitation of the weakest by strongest and the need to submit to such a relationship that is often consistent with the subsistence of the social subject.

Therefore, tracing the historical path of NMI from teacher training policies and

regulations of the union with the teaching career is the first step to interpreting and understanding its historical emergence.

1.1 From 1939 to 1996: the first signs of NMI in the training of pedagogues

The teaching profession, which has existed in Brazil since the time of colonization with the presence of the Jesuits (Silva; Giaretta, 2017), only began to have a course regulated by law from the 1930s onwards, and even though our objective is NMI, it is impossible to base the discussion on the supervised or curricular internship. The reason for this is that, up to a certain point in history, both were confused and as laws evolved, they became similar practices, but at the same time, different.

The first law to regulate the Pedagogy course for teacher training dates to April 4, 1939, with Decree n. 1190 (Brasil, 1939). In it, there is the reorganization of the Faculty of Philosophy, which began to teach other courses in addition to Philosophy and Pedagogy. In sections XI and XII, which deal with the Pedagogy and Didactics course, we notice the lack of internships as a formative factor for educational careers at that time.

The internship, synonymous with competitiveness and attention these days, was not seen as a relevant practice for the training of a pedagogue. In that regard, it is important to try to search for a logical plot, and maybe possible problems that allow us to highlight its presence underlying the social realm, since it comprises an infinity of social structures that represent practices constituted in a dialectical way (Thiry-Cherques, 2006).

NMI is, therefore, a practical conception of the formative process and which distances itself, to a certain extent, from the curricular scheme, as it is not part of it. On the contrary: from the beginning it is seen as a practice beyond the formative process, since it considers the need for students in training to be part of something and not just be a mere spectator (Czekalski, *et al.*, 2021). Therefore, the internship was established as an action capable of overcoming the objective of the subjective, since it is through the knowledge acquired in the execution of this activity that it is

possible to enhance the analysis of social space. With it, it is possible to understand the teaching function in everyday life, the understanding of how the school institution works and the intricacies and challenges that teaching brings to the pedagogue in their practice.

However, before moving on to the analysis of internship in teacher training, it is worth pointing out that, in Higher Education, the internship appeared for the first time in 1963, within the Law Course, linked to Law n. 4215, of April 27 of the same year, which establishes the statute and the Order of Lawyers in Brazil – OAB in its Portuguese acronym (Brasil, 1963). In Article 47, the internship is required as a prerequisite for registration as a lawyer by the order, which, at the time, could be replaced by the qualification exam. The same law presents the internship/traineeship as a permanent function of OAB staff, a practice that could be carried out between the 4th or 5th year of faculty or after completion of the course, as a type of traineeship, for a maximum period of two years.

It is understood here that the body that regulates the legal profession in Brazil, OAB, has established the internship as mandatory for future professionals to be able to be part of its registered staff, thus leaving room for the practice to be carried out within its own scope, if the student so wishes. It can also be inferred that there is a relationship between dominated and dominant. When the body began to establish the internship as a necessary practice for the lawyer to be part of those qualified to practice the profession (which otherwise would prevent professional activity), there was the construction of a social relationship of subordination, inferred in the need to comply with a hierarchical relationship imposed.

Because it imposes itself as a practice, which is the case of the internship, we can affirm that it is historical, and just like us, historical beings, it brings marks, contradictions and even inequalities, since it exists within a certain social context and has a causal role in the social life of the subjects.

Despite this, it was only in 1976 that the internship appeared as a practice to be carried out also in teaching courses. Through Law n. 6,366 of October 15 of the same year (Brasil, 1976), the Teaching Statute in the Distrito Federal was organized, indicating the internship as a requirement for higher remuneration. It became a practice required by the Ministry of Education for teachers living in the Distrito

Federal, which would guarantee higher pay based on better qualifications in training courses and internships undertaken by teachers, even during the teaching graduation process. Then the internship became a condition for pursuing a career.

As an appropriate response, the pre-established schemes in another field (Law) begin to influence the education field, that is, the internship is shaped as an activity independent of the will and desire of certain groups. Therefore, it is indispensable, since the very assumptions that constitute pedagogical teaching, for instance, express the need for practice before acting as a teaching professional.

Similarly, having, having the internship as a necessary formative practice is becoming increasingly consistent within the processes of constructing educational legislation. Then, it is a product of history, which helps in the production of professional practices, whether individual or collective, according to the schemes that are generated in the historical process.

In 1977, the internship appears in Law n. 6,494, December 7, which provides for internships for students at higher education institutions and vocational education institutions of the equivalent to the High School/secondary education, including in the supplementary modality, and provides other measures (Brasil, 1977). Therefore, it is considered necessary practice during the training of technical-professional courses taken during secondary/technical education. A specific law then emerged that sets out to configure this practice in a technical manner based on legislative standards.

Because it was a period of great need for educational development in the early years and for reformulation of undergraduate courses, which began to adapt to market needs in the developmental race that Brazil was in, the internship needed a law that would outline it and define its execution even during training, considering that such practice would provide better qualification of the professional, and of course, their inclusion in the job market, to understand the functioning of the capitalist mass.

In its Article 2, the mentioned law classifies the internship as an extension activity, to mediate the student's participation in enterprises or projects of social interest, which built the organization of internship based on the student's interest,

introducing, for the first time, the internship commitment term, which governs the organization of this activity in training to this day (Brasil, 1977). It should be noted that the student enters into an agreement with the place where he intends to carry out the internship through a term signed by the granting party with the mandatory intervention of an educational institution. Community action internships are exempt from the use of the commitment term.

As a result, with the growing popularity of internships, the emergence of this law led to its regulation to meet the needs of the training process, but without confusing it with work that falls within the Consolidation of Labor Laws. In other words, Pinto (2003) points out that, during this period, there was great progress brought about by internship legislation in Brazil, and that despite numerous frauds in hiring and distortions of the nature of the internship relationship over decades, rights were granted to the category of interns.

In the law mentioned above, the internship did not yet have a minimum or maximum workload to be completed by the student, and the organization would occur based on the compatibility of schedules between the grantor and the intern, as well as the compensation. Furthermore, vacations were not yet covered by legislation, which once again, placed the organization of situations in agreement between the three parties: company, student and university.

This leads us to think of a movement based on objective and dialectical relations that, in the case of the internship, imposes the social structures that are established around it, since, in order not to lose its space and stop meeting higher demands, it began to constantly update itself and reproduce whatever was necessary to maintain its social status. This ensured its continuity and allowed it, based on dominant forces, such as the market, to adapt to the needs imposed on it in the context in which the practice found itself (Demschinski, 2020).

The internship, as a theoretical-practical field, needs to be understood from the context that surrounds it, and the influence of a capitalist race guided by a dictatorial government regime, which leads to its use as a way to inflate the job market with students, but without taking into account whether the legislation was being respected and complied with in its entirety (Pinto, 2003).

During this period, the internship, which was not yet presented in a

non-mandatory format, was called curricular. However, in fact, there was no monitoring that ensured the rights of students. This can also be observed in current research, especially when we look at the NMI.

On August 12, 1982, Decree Law n. 87,497 (Brasil, 1982) was enacted, organizing and regulating Law n. 6,494, December 7, 1977 (Brasil, 1977), which provides for internships for students at Higher Education institutions and regular and supplementary Secondary Education institutions. In a period of political openness and democratic reorganization, actions such as internships were not left out of the positivist organization that has guided Brazil since its beginnings. Therefore, with its own decree, the internship began to be linked to the curricular context, and consequently requiring the participation of a student to receive such nomenclature.

Through this action, the internship began to be seen as a didactic-pedagogical part of educational institutions, with them being responsible for defining it as a subject to be studied with the participation of legal entities under public and private law, offering opportunities, internship fields, other forms of assistance, and collaborating with the educational process of students. However, its new condition correlated with the work field and the training courses field, which led the curricular internship to develop from this new idea.

This objective structuring delimited the field of internship as the responsibility of training institutions and tasked them with overseeing it and adapting it in accordance with the documents issued by them, based on what was defined by higher bodies, such as the Ministry of Education and the Education Council. The decree also provided that the term of commitment used as a contract for the provision of an internship would become proof of the non-existence of an employment relationship. The document therefore became a means for the grantor to protect itself from possible situations of irregularity in the development of the activity by the student. However, according to Demschinski (2020), the universe of supervised internship presents deviations in the operationalization of students since the beginning of their insertion in student practice.

It is important to highlight that, with Decree n. 87.497/82 (Brasil, 1982), the internship became linked to training through curriculum, which made it a subject to

be taught and taken by students in training. Until the period prior to this decree, the internship was optional and was constructed from the perspective of not being mandatory for obtaining a diploma (in the Law course, for example, it was necessary to be part of OAB, but it did not prevent training in the course). However, it was seen as part of a training that contributed to a qualified professional.

The next law regarding internships came into effect only 12 years after Decree 87,497 (Brasil, 1982), in 1994. Law n. 8,859 modifies the provisions of Law n. 6,494 (Brasil, 1977), the first internship one. From the perspective of the inclusion, the internship was extended to special education students. With the inclusion, Article 1 came into force with the terminology special education students/special education school, together with regular students, if the student had the conditions to carry out the internship (Brasil, 1994).

What can be understood from this process is that, wherever there are social relations between different agents, there will be a search for monopoly, and here, this is no different. Within the internship, even if the barriers are not clearly defined, sooner or later they are exposed. However, it is important to seek to regularize these disparities in favor of equality in meeting the needs of the subjects involved in the process.

In 1996, Decree n. 2,080, November 26 (Brasil, 1996a), reworded Article 8 of Decree n. 87,497 (Brasil, 1982). With this change, it became required by law that the institution granting the internship opportunity, directly or through joint action with integration agents, should provide personal accident insurance in favor of the student. An achievement for the time, because until then the insurance should have existed, but it was no one's responsibility, and now it is the responsibility of the institution granting the curricular internship.

Given the breadth of the redemocratization process and the creation of a new Law of Guidelines and Bases for Brazilian Education (LDB in its Portuguese acronym), considered a document committed to a more humanizing and egalitarian education, the internship itself was not left out, and began to point to minimum rights. For Silva (2009), when we look at educational policies in Brazil, especially those that refer to internships, it is possible to see that there are disputes over assertions by the dominated over the dominant. Actions such as the approval of personal accident

insurance, have the effect of sweetening the situation so that they legitimize, in a social world, the will of the power that flows from a certain field.

Subsequently, on December 20, 1996, the Ministry of Education enacted LDB n. 9.394/96, which includes, in its Article 65, the responsibilities necessary for Basic Education teachers to practice teaching (Brasil, 1996b). In the mentioned article, it is clarified that “[...] teacher training, except for higher education, will include teaching practice of at least three hundred hours” (Brasil, 1996, p. 21). Therefore, based on the inclusion of a minimum workload for teaching practice, the Ministry of Education, together with the National Education Council (CNE in its Portuguese acronym), decides that the education systems themselves will establish the standards for carrying out internships for regularly enrolled students.

The law also reinforces the idea that the internship does not establish an employment relationship, and the intern may receive an internship grant, be insured against accidents and have social security coverage provided for in specific legislation. However, its standardization is the responsibility of the educational systems themselves. Therefore, interns are subject to the organization and bureaucratization of the hiring and educational institutions.

Furthermore, Law n. 9,424, December 24, 1996 (Brasil, 1996b), in turn, established the Fund for the Maintenance and Development of Elementary Education and the Enhancement of Teaching (FUNDEF in its Portuguese acronym), and in its Article 13, it provided for the responsibilities of Basic Education teachers, explaining aspects related to their training and the valorization of teaching, among them, the necessary practice of at least 300 hours.

If there is an interest in elucidating teaching practices, it is necessary to understand the dynamics of structuring this activity, since it contributes to the initial/continuing training process and to the field of activity of these professionals, as indicated by Perrenoud (2002), when recognizing that the choices that constitute the professional practice of teachers are the result of knowledge arising from the experiences of these subjects.

Then, it is believed that the practice, in this case, promoted by FUNDEF itself, is a reflective process that allows the reconfiguration of the formative development of

teachers, based on the awareness of their action schemes so that, possibly, they can be changed to positive actions and contribute to their teaching performance.

1.2 From 1997 until 2008: consolidating a practice up until its own legislation

In this section, an inconsistency in issues related to the internship is observed, which culminated in the creation of a law to appease and alleviate doubts and concerns regarding this activity, which is of interest both to the LDB (Law n. 9,424/96) and to the extinct FUNDEF, the current National Fund for the Development of Basic Education and the Appreciation of Teaching (FUNDEB).

With Opinion n. 744, December 3, 1997, issued by the National Education Council/Higher Education Chamber, it was established that “[...] teaching practice constitutes the space par excellence for the link between theoretical training and the beginning of professional experience, supervised by the training institution” (Brasil, 1997, p. 1). It is instructed that the internship be organized from the perspective of integrating theory with practice, already in a context of supervised professional action.

Teaching practice began to be seen by the opinion as one of the opportunities in which the student-teacher is faced with the concrete problems of the teaching-learning process and the dynamics of the school space. With the organization of the opinion, the internship field becomes necessary in at least 25% of the total course workload, involving, in addition to classroom teaching, other dynamics that involve the school dimension.

The internship now has a minimum workload from a curricular perspective, which expands its actions to spaces that are not limited to the classroom. This required Higher Education Institutes to develop a new nomenclature for the subjects that would develop teaching practice and the applicability of standards established by the opinion of the National Chamber of Education and the Higher Education Council - CNE/CES - 744/97 (Brasil, 1997), reshaped the following year.

When thinking about the internship from this context of teaching practice, we can consider that its inclusion, as a way of bringing theory and practice closer

together in the subjects, which are then restructured to reach this context, promotes, in fact, extremely valuable learning and training. However, the places that receive these students hinder their execution.

Within legislation, the internship is a well-established, defined field of undeniable value in the training process of any professional. However, when we realize that its structuring occurs on a closed model, such as the curriculum, for example, we discard a series of possibilities and practices that can be added to daily praxis processes, as the NMI itself provides in the pedagogue's work in the most diverse spaces.

In 2002, National Education Council/Full Council (CNE/CP), with Resolution n. 1, established the National Curricular Guidelines for the Training of Basic Education Teachers, at higher education level, for undergraduate course and full graduation (Brasil, 2002a). In it, the internship for teacher training is highlighted, in article 12, as a constituent part of the practice.

The internship is therefore constituted from the perspective of being related to the theory of what is learned during the education professional training, but it cannot occur at a distance from the pedagogical project of the course. It must be linked to the course's Curricular Matrix, making sense and contributing to training closer to the practices that surround the profession itself.

According to the mentioned resolution, given its mandatory nature, it may be taken from the second half of the course, between the 4th and 5th semester. However, LDB n. 9.394/1996 only mentions the term internship in its text, requiring just enrollment in a secondary, technical or higher education course and its proximity to the course's curricular matrix to carry out such activity (Brasil, 1996b).

It is indicated that, by not defining which specific internship it is referring to (curricular, supervised, non-mandatory), the law opens a series of doubts regarding its forms of organization and supervision. On the other hand, when the Ministry of Education proposes the construction of a political text that allows for a range of inferences, it contributes to numerous interpretative nuances, which cause much more work for the agency itself later.

Furthermore, in 2002, CNE/CP Resolution n. 2 established the duration and

workload of undergraduate courses, full undergraduate courses, and higher education teacher training courses for Basic Education (Brasil, 2002b). In the same year, the CNE/CES Opinion n. 109/2002, referring to the inclusion of the new workload, based on a question from the Ministry of Education Higher Education Secretariat and the Rio Grande Teachers' Association, pointed out that it is up to each Higher Education Institution to include, in its pedagogical project, the internship as a mandatory supervised curricular component of teaching.

The document implies that the mandatory internship has a minimum workload that differentiates it from other practical activities in teacher training, since it must take place in a way that brings the future teacher closer to their future work field. In other words, the separation between curricular practice and internship is clear, even if this separation is not an absolute reality.

It was also decided that students who carry out some regular teaching activity within Basic Education may have a reduction of 200 hours of their workload within the supervised curricular internship. An unprecedented action until then.

Still in May 2002, the Recommendatory Notification nº 741, from the President of the Council of Deans of Brazilian Universities, recalls what was ensured by Law n. 6,494/77 (Brasil, 1977) regarding the definition and implementation of the internship; and the Decree n. 87,497/82 (Brasil, 1982), which structures it as a formative practice and far from an employment relationship. The document guides Universities to organize the curricular internship program in accordance with opinion n. 02/2002 (Brasil, 2002b), and also that they pay attention to the legal provisions.

Therefore, it can be inferred that the internship is organized based on tensions related to its own delimitation, which is constructed through networks of relationships, or even oppositions between the social actors involved in the process. The balance of power between those involved will always guide the strategies for their structural reorganization.

In turn, the Opinion of the National Education Council, Basic Education Council n. 35, November 5, 2003 (Brasil, 2003), was enacted to regulate the organization and implementation of internships for students in Secondary Education and Professional Education to regulate the provisions of Article 82 of the LDB (Law n. 9394/96), with regard to the supervised internship of students in these modalities at

this stage of education.

At the end of 2002, the CNE received a technical note from the Secretariat of Labor Inspection, from the Ministry of Labor and Employment, as reported in the mentioned opinion, which contained information regarding the “[...] controversies regarding the way in which the high school internship is applied in schools” (Brasil, 2003, p. 2). Therefore, it is important to bring this discussion to the Basic Education level, as NMI took place much more frequently at this stage, according to the documents found. It is possible to say that this is a strategy for common sense, based on practice, on what has already been done. What we want to highlight is that, historically, the NMI was there, occurring concurrently with the curricular internship, but in a careless way.

Then, with the Opinion CNE/CEB n. 35/2003 (Brasil, 2003), NMI appeared clearly, for the first time in 64 years of laws aimed at training Basic Education teachers. However, since this conclusion was provided by the Basic Education Chamber (CEB), the decision does not apply to bachelor’s, licentiate, distance learning or postgraduate courses. The document recommends that sectors not covered should receive specific regulations from departments responsible for them, as it would be premature for the chamber to take the initiative in something for which it is not responsible (Brasil, 2003).

The internship then has the possibility of being carried out in five different ways – Mandatory Professional Internship; Non-Mandatory Professional Internship; Sociocultural or Scientific Initiation Internship; Professional, Sociocultural or Scientific Initiation Internship; not included in the planning of the Educational Institution; and Civil Internship – which allows it to be carried out beyond the curricular educational practice, but also in a non-mandatory, civil, sociocultural way; in short, diversity makes it peculiar, at the same time as stimulating.

With this wide range of possibilities, the internship establishes itself as one of the modalities of work relations, which differs from the others because it has a purpose, which is pedagogical. It is an educational tool with the objective of providing students with experience in the world of work before they achieve the training they seek (Anacleto, 2015).

It is worth noting that teacher training activities operate within a specific rationality, which is not far from the internship field, whether curricular or NMI. This rationality proposes an interface between academic and professional reality, closely linked to the dynamics that develop in the social space. In this conversation between these two activities, training is constituted.

For that very reason, such relationships are permeated by conflicts that end up erupting in intense struggles and disputes, since the importance of teacher training is legitimized precisely through its willingness to transform.

Considering the professional development of the agents involved, different strategies must be adopted. In short, practices related to the real subjects involved in the process must be established, and not in relation to higher authorities who, when making such choices in place of these professionals, may lead the teacher to no longer recognize themselves within the field in which they work (school) (Rufino; Souza Neto, 2020).

In 2005, it is important to highlight Opinion n. 05, December 13, which establishes the National Curricular Guidelines for the Pedagogy Course (Brasil, 2005). In the body of text, the internship is not mentioned in any other format other than the conventional one, the curricular and/or supervised internship. By not including NMI as a valid form of complementary activity, the opinion opens the way for a series of allegations that challenge the likelihood of this activity as a complementary action to the teacher's training, which could be questioned when it is counted as such, since it is not included in the group of complementary activities.

When thinking about the training of pedagogues, we can affirm that NMI is guided by agents who have control over their own reproduction, just as education is subject to external forces. To understand the effects that these changes have on these spaces, which are often contradictory, we need to consider their logic; the struggles, which are also internal; the conflicts and the different levels of hierarchy that influence them.

In general, NMI is an important moment, capable of favoring solid, creative, critical and referenced formation that we seek as apprentices. If we simply leave this theoretical activity implied in the documents and guided without its own direction, we will give strength to the hierarchies within the field itself to rise and sharpen any

inferiority of practice.

1.3 Law n. 11788/08: is it an achievement?

For Pessoa (2008), the law generates a lot of controversy within civil society, as it began to establish new rules regarding internship relationships, including the limitation of working hours, the establishment of the right to school recess and transportation assistance, which until then were suggestive and not mandatory.

Despite the construction of new perspectives regarding the internship and configuring the NMI for the first time, Law n. 11.788 (Brasil, 2008) presents a delayed advance in some points related to the activity, such as labor rights provided for in the Consolidation of Labor Laws, which apply, as a rule, to employees and not to workers in the broad sense, since there was a need to clarify this relationship within the training process.

When proposing and valuing it as an educational practice, linking it to a course that contributes to its implementation process, the internship must be carried out in the education area, for example, by education professionals and not psychologists, nurses, or any other profession that is not linked to the educational process. Then, NMI, the central point of the analysis in this paper, is defined as an activity developed as an optional activity, added to the regular and mandatory workload of the course in which the student is enrolled.

In other words, innovation is at the point of identifying two types of internships: (i) Mandatory Internship, that is, when the internship workload is a curricular requirement for approval and obtaining a diploma; and (ii) Non-Mandatory Internship, which is one developed as an optional activity to be added to the mandatory curricular workload.

Another important point to be considered is the need for a professional in the educational institution to guide and monitor the development of this activity, since the internship is subject to oppression by forces. Thus, the need for a supervisor is a minimum right that guarantees the maintenance of the students' rights and the implementation of practices linked to the training in progress. Therefore, the educational institution cannot simply provide bureaucratic support for filling out

documents and collecting signatures. On the contrary: it must act and safeguard the rights of students, ensuring quality and safety in the execution of activities carried out in NMI, or in any other type of internship, assiduously monitoring the placement of these professionals in practices and spaces that, in fact, support their training process.

Although the law is not a great victory, it is necessary for courses to build actions so that NMI becomes a supervised, directed practice, based on a curricular matrix, and in addition to promoting human subsistence, also promoting actions that can become popular among the formative processes, since the period of immersion in school is much longer than that of supervised internships.

Research on teacher training shows that most undergraduate students are workers from public schools (Demschinski, 2020). Therefore, why are we missing out on this opportunity to provide training that combines subsistence, theory and practice for teacher training?

By establishing NMI as a parallel activity to teacher training, we are choosing to delegitimize a series of situations that this practice can bring to professional identity. In fact, configuring NMI to be seen as a simple complementary activity, which goes unnoticed by the educational institution, schools and spaces in which the student is carrying out the activity, makes it fragile and a background activity. Consequently, this influences the student to think of it only as a means of ensuring his subsistence.

Although the law is characterized as a measure to protect the rights of student interns, it leaves many gaps that need to be corrected. Among them, we can mention the impossibility of reaching an agreement in the hiring process and possible modification of the Internship Commitment Term; the need for educational supervision, which often does not occur; the deviation of functions that are disconnected from the Course Pedagogical Project; among many others.

It is undeniable that NMI is constituted in a timid and disinterested way by the parties that should provide it with support and adequacy. However, we must undertake movements that promote the exaltation of this practice, which brings such peculiar and interesting aspects during the teacher training process, in addition to the social benefits that its implementation provides for the academic community.

In the period from 2009 to 2021, after Law n. 11,788, the only document issued in relation to NMI is the CNE/CEB Opinion n. 20, November 8, 2012 (Brasil, 2012), that this is a consultation on the regularity of carrying out professional experience and practice activities in companies, the internship is not mandatory, since the new reality of the world of work requires professional training that provides the worker with the necessary tools to promote the full development of knowledge and professional skills of greater complexity.

The document clearly recognizes the activity as a practice that contributes to making professional training favorable, as it can provide students with conditions to learn about and experience in a real work situation, professional activities and practices related to their training, to favor their integration and insertion into the world of work. It is also highlighted that there is no risk of potential labor lawsuits when supervised professional practice takes place in environments of business organizations that are partners of educational institutions, if the course plans and respective political-pedagogical projects explicitly contemplate this teaching and learning strategy.

Conclusion

Even with the creation of the Pedagogy course in 1939, the internship appeared as a curricular structure in teacher training courses only in 1976, 37 years later. However, it only became part of the structure of teacher training courses in 1977, when it began to be valid throughout the national territory.

With the analytical survey carried out here, we can infer some possible points of observation, among them the understanding that NMI historically constitutes higher education as an activity prior to the mandatory curricular internship, since it was an optional part of law school students in the 1960s, a prerequisite for joining the OAB, but which did not prevent them from completing the course. Over time, this relationship began to be reproduced in other higher education courses.

In the 1970s, when internships became a factor that directly affected teachers' pay, we noticed the second point: that it became a much more specific activity, since it was linked to teacher training courses and consequently led to the implementation

of new strategies in the training process. During this period, the commitment term began to organize the internship's link with the spaces to be developed, but the reference occurred only in the field of curricular internship, while the commitment term was directly linked to the non-mandatory format.

The third point we can observe when we look back to the 1980s, a period in which internships entered the curricular matrix of courses and were directly linked to pedagogical projects. It was a very tenuous movement, but while the supervised curricular internship was organized, it suppressed in a certain way, the NMI, which was not mentioned in the documents.

However, its existence is known due to the bureaucratic execution processes of the activity itself, such as the existence of the commitment term, for example. Then, we need to remember the relationship between the dominant and the dominated, and that is exactly what happens. It is also worth noting that the internship is made up of numerous formats, which compete for attention for their proper organization. By being linked to the curriculum, the curricular supervised internship began to govern all practices involving the internship, regardless of its format, and despite having the same objective, they differed in the needs, attention and care they demanded. Therefore, the habit was created of using an activity considered mandatory and more comprehensive to determine the limits and determinations of those in the same context.

The fourth point occurred in the 1990s, a period of great scope and growth of neoliberal policies and redemocratization with the Federal Constitution of 1988. At that time, social responsibility was included within the internship field, such as: permission to carry out internships for students with special needs; inclusion of personal accident insurance in favor of the student; and with the LDB (Law n. 9394/96), the responsibility for education systems to establish standards and regulate teaching practices, with the need to carry out a minimum workload to be validated.

It can be inferred that, when the LDB links the internship to education systems, it is thus linked as a formative practice, which enables and allows quality training, but it is in this same period that the practice begins to approach and even becomes confused with the internship. In the 2000s, this differentiation was made by

understanding that practice goes far beyond the internship, even with courses opting to use the internship as most practices developed during training.

It may seem confusing at some point when practice and internship are mixed up, but they are different activities that encompass and at the same time, differentiate themselves. The internship is within practical processes, just as practical processes are within the internship, with both helping each other in their definition and understanding. The internship, regardless of its format, must be understood as a practice that empowers, trains, allows reflection and needs to be regulated by law.

The fifth point that we can raise occurred from 2003 onwards, when there was a differentiation, through the legislation itself, of the internship modalities, with the NMI appearing for the first time and being called an internship linked to the world of work. In this symbolic game of forces and in the more than 50 years used as a reference for understanding the object proposed here, NMI is mentioned only from that year onwards and from the bodies involved with Basic Education, and not with Higher Education.

In that regard, NMI began to be established with the help of Basic Education, when mentioned minimally in the documents used for the study proposed here, which led higher education courses to be based on existing regulations from another educational context. Despite serving very well to regulate this activity in some way, such choices allow us to see that there is a lack of interest in higher education courses, such as teacher education, in understanding and trying to organize the NMI in a way that is coherent with the course's curricular matrices.

The numerous paths that lead to the construction of the NMI, in an organized and minimally guided way as a contributing process for the training of Basic Education teachers, often go against the progress achieved, and in the few cases, help in the advancement of rights achieved. Historically, its formation occurred with a lack of interest on the part of regulatory bodies and educational institutions, which only began to look more closely at its existence when numerous cases of labor lawsuits began to arise, due to the inappropriate use of this activity.

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