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Public policies for professional education in Brazil and their historical context

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SUMMARY

Although it is stated in article 9 of Decree 2,208 that the subjects of the technical and vocational education curriculum must be taught by professionals duly prepared in advance through regular undergraduate courses or special pedagogical training programs, the practice points to a different action than that recommended in the article and , what is observed, are educators who need more global training that helps them understand and cope with the changes that have occurred in professional education, so that they can articulate the necessary methodological and thematic innovations in a comprehensive and coherent proposal. During the research, the objective was to analyze the path of public educational policies in the professional sphere in Brazil. To this end, a historical review was carried out, starting from the 20th century and reaching the present day. A qualitative methodological perspective was adopted, in which highlights are given to the process. The processes of complexification of educational policy directions in Brazil are highlighted throughout the article. Movement intertwined with the emergence of new dynamics, such as economic globalization, as well as the new forms assumed by National States.

Key words: Technical education. Professional education. Professional preparation. Globalization.

ABSTRACT

Although it establishes in art. 9 of Decree 2.208 that the subjects of the technical and professional education curriculum must be taught by professionals properly prepared in advance through regular undergraduate courses or special pedagogical training programs, the practice points to an action different from that recommended in the article and , as observed, are educators who need a more global training that helps them to understand and account for the changes that have taken place in professional training, so that they can articulate the necessary methodological and thematic innovations in a comprehensive and coherent proposal. During the research, the objective was to analyze the trajectory of educational public policies in the professional sphere in Brazil. For that, a historical recovery was carried out, which has as its startingpoint the 20th century, reaching the present day. A qualitative methodological perspective was adopted, in which the process is highlighted. the article, the processes of complexity of the directions of educational policy in Brazil are highlighted throughout. Movement that is confused with the emergence of new dynamics, such as the globalization of the economy, as well as with the new forms taken by National States.

Keywords: Technical education. Professional education. Professional preparation. Globalization.

1.INTRODUCTION

Professional education policies in Brazil have always been a hotly debated topic. It is necessary for teachers and other education professionals to debate and expand their knowledge on the subject and understand the history of this type of education, as well as the factors that lead the state to implement policies, projects and programs aimed at vocational education. That said, policies designed for the working class will be addressed, considering the social, economic and cultural aspects of this class as a public school student looking to enter the job market. Currently, a new type of education professional is needed, and training or continuing education is integrated into the training of this professional. Academic training aimed at understanding professional education is

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extremely relevant for those who make a living from work and think about education for those who make a living from work. In this sense, this work aims to help understand the topic and the training process of professionals who intend to work in professional courses.

Due to this emphasis, the intention was to obtain general notions about professional education throughout the history of Brazilian education. Its objective was to debate public policies related to professional education and explain relevant events in the history of education, relating events in the history of education in Brazil with the public policies currently applied.

two.DEVELOPMENT

In a mainly agro-export economy, as in Brazil until the middle of the 20th century, in the view of the "ruling" class, a low level of education was sufficient for the working population. Under these conditions, public professional training policies were not necessary, and this education did not include ideas of critical training, but reinforced instrumental training and a passive posture of submission. Ferreti highlights that the interest of Education is the training of labor and identifies that the population's desires at the time did not match what the State offered: A single school with equal quality for all, as in the first stage of the industrialization process , it was possible for our country to establish a reasonable industrial park relying on a narrow base of qualified labor, added to a gigantic contingent of workers who were poorly educated and extremely ill-prepared to face more complex challenges (Ferreti et al., 1994, p.87).

At the beginning of the 1990s, policies regarding professional education in Brazil underwent a series of changes combined with large investments in this modality and, as a consequence, several professional courses were opened in different areas and also specific public competitions to meet this new demand. . Professional education in Brazil originates from a welfare perspective, which seeks to assist those who are in a situation of social vulnerability, to prevent them from carrying out actions that could put order and good customs at risk. At the beginning of the 20th century, concern turned to the training of a specialized workforce through Apprentice Schools and agricultural education, and by meeting the emerging needs of enterprises in the fields of agriculture and industry, it represented a major milestone. of professional education in the country. However, despite the efforts made to establish affirmative educational policies for the professional sector, secondary-level professional education was discriminated against by a portion of society, which saw it as a means of bringing people considered to have intellectual, economic and insufficient social status to continue their studies. "Knowledge has always been reserved for an elite, for philosophers, for wise men, for religious people". (Frigotto ; et al. 2005).

Due to the technological disparity between Brazil and other countries and the accelerated pace of the urbanization process, a professional education project was launched in the 1930s that aimed to meet this demand for the basic needs of technological modernization due to the required infrastructure needs. The 1937 Constitution established the mandatory organization of apprenticeship schools by companies and unions, helping to eliminate the reference made to vocational education as aimed at the lower class population. Soon after the Constitutional Government(1934 to 1937), during the Estado Novo period (1937 to 1945), professional education was adopted as a priority, with the aim of training workers who were capable of adapting to the scientific organization of work, a principle that adjusted to the inspiration of Taylorism and Fordism for organization of work in industrial production. In view of this, the state provided a type of education controlled by the State for the "less favored" population, an act that restricted the possibility of professional advancement for individuals from the lower classes.

lower. This type of educational guidance reinforced social abysses, as the State restricted and it guided the educational career of "disadvantaged individuals" towards labor training while at the same time providing opportunities for the continuity of education for the economically and politically privileged classes. Kuenzer states that:

> "(...) it is always good to be clear that schools are undemocratic, not because of the content they teach _ academics, "disinterested", or professional technicians, "interested" _, but because of their function, that of preparing intellectuals differently depending on the place that they will occupy in society, as managers or as workers." (KUENZER, 2002, p.38)

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Until the mid-1970s, in Brazil, the professional training of the less favored population was based only in training to carry out standardized series production, which resulted in the incorporation of semi-qualified operators, performing only basic, repetitive tasks that were previously delimited to the job market, with little or no margin of autonomy for the worker. A low level of education among workers was not considered a major obstacle to the country's economic expansion until then. During this period, in 1971, the national Congress approved and the government would promulgate law 5,692, from then onthe 2nd degree now has as its main objective professionalizationunder the justification of the labor market demand for mid-level technicians, arising as a result of accelerated economic growth. In a short time, all public and private schools at this level would have to become professional.Due to a lack of qualified teachers, this measure was never widely adopted, which led the Government to issue another legal instrument, eliminating the compulsory nature of professionalization a few years later. This happened because by adopting a development model based on association with international capital at this time, the country "although it had a diversified industrial system, comparable to central economies, still presented a certain inefficiency in the use of available resources and faced obstacles to the adoption of technological innovations. " (BONAMINO, 1999. p. 5).

This is why the need to link education to global economic planning was widespread in the country, with the aim of contributing to its economic development. For this reason, the government initiated the policy of transforming some technical schools into CEFETs in 1978, these schools' main objective would be to prepare students for the job market and to continue their studies at university level, thus aiming to improve the professional population as a whole. But if on the one hand it allows disadvantaged individuals to enter university or who for some reason were unable to access good secondary schools, it can be seen as a positive act, on the other hand, according to many politicians and big businessmen of the time, the CEFETs they were not fulfilling their main function, training mid-level technicians for the productive sectors. Given this, in 1982, the State, through Decree 7,044, abolished compulsory professionalization. According to Lima (1980):

> "The increasing concern with the problems of economic growth and better income distribution, since the 1960s, highlighted the importance of the Human Capital Theory. On the one hand, due to the increase in the level of specialization of workers, the increase in qualifications and the division of labor, consequently, the need for training and accumulation of knowledge, recognized as important factors for economic growth." (Lima, Ricardo, 1980. p. 212).

In the mid-1990s, through Law 9,394 / 96, a new configuration for professional education was established, with Decree Nº. 2208/97 and MECN Ordinance nº. 646 / 97, with the Support of the Professional Education Reform Program – PROEP, (MEC Ordinance No. 1,005 / 97). From this, convergent actions were carried out with professional education, led by the National Professional Qualification plan aiming to offer basic level professional education, aimed at the qualification and professionalization of workers, regardless of previous education. These are courses that aim for the student to update themselves to perform functions demanded by the job market, but which are not necessarily subject to curricular regulation, these are the courses: Technician and Technologist. In practice, this reform established the separation of two education networks, one intended for academic training, and the other, for professional training, which gained a chapter in the LDB. Under the coordination of the Ministry of Education, the reform of professional education aimed to promote the structural and operational reorganization of professional technical education, separating it from school education in public schools with regard to the private sector, promoting and encouraging diversification and the expansion of the offer.

According to Porter (1993), it is extremely important to understand why some countries become more competitive than others, or why international companies choose some countries over others. Finding answers to these questions is very important for companies that operate in increasingly competitive and globalized markets. For Porter (1993), education is an important factor in competitiveness between groups, companies, states and countries. For Porter, the main objective of a country is to provide its people with an increasing and high quality of life. According to the author, this does not depend on competitiveness, but on productivity and the correct exploitation of national resources, including capital and labor. Education, according to Porter, directly influences the way of life of a country, because to achieve a high economic level from a global point of view it is necessary for the population to be able to reflect, calculate, think and synthesize, qualities that are acquired during process of personal development, and for this study is essential. Porter tries to explain how the factor

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economic, political and institutional influence a country and its companies on international competitiveness.

> A company must analyze among the characteristics of its country of origin those that will determine its ability – or its inability – to create and maintain a competitive advantage on a global scale. But this analysis is equally necessary for the nation to ensure its economic prosperity. As we can see, a country's long-term standard of living depends on its ability to achieve a high level of productivity in the sectors where it wants to establish its companies. This is based on the latter's ability to improve the quality or effectiveness of their productions. The influence of the country of origin in the search for a competitive advantage plays a fundamental role on the level and rate of productivity growth that a firm can achieve in a given domain (PORTER, MICHAEL, 1993, p. 2.).

In April 1997, Decree no. 2,208, an instrument that supported the reforms of the time by establishing the objectives, levels and modalities of professional education in the country and the mechanisms for articulating it with regular education. Thanks to this, the Professional Education Expansion Program (PROEP / MEC) also began, bringing about the fragmentation of the national education system and the dismantling of the public network. When analyzing Decree 2,208, in its article 1, it is possible to verify that professional education has the following objectives: Promote the transition between school and the world of work, training young people and adults with general and specific knowledge and skills to exercise productive activities; Provide the training of professionals, capable of carrying out specific activities at work, with education corresponding to secondary, higher and postgraduate levels; Specialize, improve and update the work in its technological knowledge; Qualify, professionalize and update young and adult workers, with any level of education, aiming at their insertion and better performance in the job. This expansion of the provision of professional education through the private sphere and the submission of education to the logic and practices of the business world, accentuated the structural duality and social segmentation of education in Brazil. At the same time, financed with IDB resources, the Secondary Education Expansion, Improvement and Innovation Program (PROEM) was implemented, a laboratory for the creation and experimentation of alternatives for technical education, under the guidance of international organizations.

> "It seems increasingly evident that the level of education achieved by the individuals that make up an economy constitutes a major determinant of its success in the global economic game and, therefore, of the standard of living of its citizens." (JOANIS, Marcelin. 2002, p. 1)

The policy of expanding Professional Education from 2004 onwards began with the repeal of Decree 2208 and the promulgation of Decree 5,154/2004 and began with carrying out a diagnosis to survey the real needs for expansion, considering not only socioeconomic trends but also the provision of material and human resources in the country for the curricular restructuring of courses aimed at training citizens who need access to the technical and technological knowledge required by companies and institutions. Thus, the beginning of professional training in Brazil, previously restricted to a welfare nature, today recognizes good professional training as one of the conditions for access to the market.

> "Professional education is not currently conceived as a simple instrument of welfare policy or linear adjustment to the demands of the labor market, but rather as an important strategy for citizens to have effective access to the scientific and technological achievements of society. It is necessary to overcome the traditional approach to professional training based solely on preparation for carrying out a certain set of tasks. Professional education requires, in addition to the operational mastery of a specific task, a global understanding of the production process, with the apprehension of technological knowledge, the appreciation of work culture and the mobilization of the values necessary for decision-making." (LUIZ; APARECIDO, NAMO, GUIOMAR. Opinion CNE/CEB No. 16/99. 1999.).

With Decree no. 5,840/2006, the National Program for the Integration of Professional Education with basic education in the Youth and Adult Education modality was established at the federal level – PROEJA – intended for the initial and continuing training of workers, reveals the government's decision to meet the demand of young people and adults by offering secondary level technical professional education, from which they are generally excluded, as well as in many situations from secondary education itself. "This policy presupposes assuming the humanizing condition of education, which is not restricted to "specific times" and "age groups", but which occurs throughout life (in accordance with the Hamburg declaration)." (IRELAND. MACHADO.PAIVA, 2004).

Accelerated innovations in the contemporary world mean that the country's demand for effective social policies increasingly increases, including for EJA, a teaching modality that requires actions

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serious, well-implemented and continued, with well-established criteria and that respect the socioeconomic, cultural, cognitive and emotional needs of young people and adults who are in the process of learning at school, who are entering school for the first time or who are returning to school . According to Gurgand:

> "Individuals with a high level of education tend to occupy the best jobs, as their training would be less costly for companies. However, not all labor market theories are compatible with the idea that individuals with better levels of education have better salaries due to the fact that they are more productive" (GURGAND, MARC. 2005, p. 65).

Currently, society sees school education as one of the ways to access basic goods, such as: economic benefits, employability, good health care. Paulo Freire (1996) emphasizes that "Education alone does not transform society, without it neither does society change.", in other words, no nation depends solely on education, but it has an important role to play. Joanis also states that:

> "It seems increasingly evident that the level of education achieved by the individuals that make up an economy constitutes a major determinant of its success in the global economic game and, therefore, of the standard of living of its citizens. (JOANIS, MARCELIN. 2002.)

If Brazil intends to gain its own place in the economic world and respect as a possible power, it will urgently need to consolidate actions that will bring effective results in the educational system. Frigotto; Ciavatta; Ramos (2005) names immediate actions as insertion policies, which cannot wait, due to the country's historical debt with society, and as integration policies those that aim at the medium and long term, reinstituting prospective thinking, with a vision of future and incorporation of the law for future generations.

THE PROEJA (Program for the Integration of Professional Education into High School in the Youth and Adult Education Modality) brought its own challenges to the construction and consolidation of this educational proposal as part of an emancipatory social inclusion policy. Having said this, the path chosen was professional training combined with schooling, with comprehensive training as its main objective, breaking with the structural duality: general culture and technical culture, integrating technical science and technology with humanism and general culture in a focused way. to the job market, considering the peculiarities of Youth and Adult Education, as its own field of knowledge.

> "(...) It means that we seek to focus on work as an educational principle, in the sense of overcoming the dichotomy of manual work/intellectual work, of incorporating the intellectual dimension into productive work, of training workers capable of acting as leaders and citizens". (GRAMSCI, apud FRIGOTTO, 2005, p. 84).

This is the work vision contained in the PROEJA proposal, principles that require time, study and commitment from all those responsible for ensuring that the necessary changes, which can be considered revolutionary in professional education, happen in the school environment.

3.METHODOLOGY

In this course conclusion work, the qualitative research method was used with the aim of ability to analyze the topic covered, starting from a bibliographical review composed of major authors and scholars in the area. The current research will be based on studies by authors, such as Michael Porter, Antônio Gramsci, Gaudêncio Frigotto, among other thinkers who wrote articles and books relevant to the subject.However, it is important to highlight that the corpus of authors tends to increase as the reading is being developed.

The work will analyze the historical profile of Brazilian policies aimed at professional education, always also bringing the point of view of the researchers already mentioned above, among others. To do this, it will be necessary to carry out documentary and bibliographical research on the topic, in addition to re-analyzing the projects already studied during the course.

As part of the process of historical analysis of educational policies, it will be necessary to survey and research articles, dissertations, academic works and books to understand not only the topic itself, but also the entire social context of the time. The study will have an essentially qualitative character, with an emphasis on

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documentary study at the same time that it will be necessary to cross-reference the surveys with all the bibliographical research already carried out.

FINAL CONSIDERATIONS

Although it is possible to notice the evolution of public policies in education throughout the country's history, the current situation appears to be significantly far from the final objective. Since 1900, some public policies aimed at improving professional education have been designed and implemented, but it is still clear that it is not yet completely focused on finding solutions to the population's problems, since in most of these years few funds were allocated. destined for the social area.

There are many programs and projects aimed at Professional Education that included a quantitative increase, but although there was a process of decomplexification of policy directions over time, they were not accompanied by a significant qualitative improvement. In a large part of Brazilian public schools, teaching works in line with the job market, in the specific case of secondary education, it generally manifests itself and is summarized by the objective of passing the entrance exam, which today is almost a consumer necessity, there are some factors inherent to a series of social and economic determinants that reinforce these views.

Professional education alone does not guarantee development, work or income, but if it is of quality it has the possibility of playing an important role in the autonomy of the population, in addition to the fact that historically we can note that there is no economic development if there is no social development. and cultural. Dante Henrique Moura (2006) says that:

> "The formation of a subject with intellectual, ethical, political and human autonomy involves the ability to assume an education and professional qualification policy that does not aim to adapt the worker and prepare him in a passive and subordinate way to the process of accumulation of the capitalist economy, but, rather, that it is focused on the perspective of experiencing a critical, emancipating and fertilizing process of another possible world".

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