

**Professional Education Policy:
the Professionalized Brazil Program in the school context**

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Abstract

This paper analyzes the implementation of the Professionalized Brazil Program as a public policy of articulation between High School and Vocational Education in two state schools of the Mossoró/Rio Grande do Norte Education Network. It is grounded on evaluation methodologies through implementation analysis and is guided by the following question: "What actions and measures are required in order to enable the implementation of the Professionalized Brazil Program at the investigated schools?". The analysis suggests that at Jerônimo Rosado State School, the implementation of the program focused on reforming and expanding the physical structure of the school, reaching the end of 2015 without any classes of the High School Integrated Technical Course in System and Gas. On the other hand, at the Professor Abel Freire Coelho State School, the Technical Course in Occupational Safety is running, although it has some difficulties such as a lack of teachers in specific classes, lack of continued training courses and of specific educational materials in order to guide activities. Therefore, the Program can be considered another policy aimed at the qualification of young people in Brazil bound for discontinuity in the near future, due to conditions shown and discussed in this paper.

Keywords

Políticas educacionais. Educação Profissional. Brasil profissionalizado.

**Política de Educação Profissional:
o Programa Brasil Profissionalizado no contexto escolar**

Resumo

Este trabalho analisa a implementação do Programa Brasil Profissionalizado como uma política pública de articulação entre o Ensino Médio e a Educação Profissional em duas escolas estaduais da Rede de Ensino de Mossoró, Rio Grande do Norte. Ampara-se na concepção metodológica de avaliação por análise de implementação e orienta-se pela seguinte questão: "Quais as ações e medidas requeridas para viabilizar a implementação desse Programa nas escolas investigadas?". A análise sinaliza que, na Escola Estadual Jerônimo Rosado, a implementação do Programa focou em ações de reforma e ampliação da estrutura física da escola, chegando ao final de 2015 sem ter funcionado nenhuma turma do Curso Técnico de Nível Médio Integrado em Sistema e Gás. Por outro lado, na Escola Estadual Professor Abel Freire



Coelho, o Curso Técnico de Nível Médio em Segurança do Trabalho está em funcionamento, contudo apresenta dificuldades, como a falta de professores para atuarem nas disciplinas específicas, ausência da oferta de cursos de formação continuada e materiais didático-pedagógicos específicos para orientar as práticas desenvolvidas. Desse modo, o Programa pode ser considerado como mais uma política direcionada à formação dos jovens no Brasil fadada à descontinuidade em um futuro próximo pelas condições apresentadas e discutidas neste trabalho.

Palavras-chave

Políticas educacionais. Educação Profissional. Brasil profissionalizado.

Política de Educación Profesional: el Programa Brasil Profesionalizado en el contexto escolar

Resumen

Este documento analiza la implementación Programa Brasil Profesionalizado como una política pública de articulación entre la Escuela Secundaria y la Educación Vocacional en dos escuelas estatales de la Red de Educación Mossoró / Rio Grande do Norte. Se basa en la concepción metodológica de la evaluación mediante el análisis de implementación y se guía por la siguiente pregunta: ¿Cuáles son las acciones y medidas requeridas para permitir la implementación de este Programa en las escuelas investigadas? El análisis indica que en la Escuela Jerônimo Rosado la implementación del Programa se enfocó en la reforma y expansión de la estructura física de la escuela, llegando a fines de 2015 sin haber trabajado en ninguna clase del Sistema Integrado de enseñanza técnica. Por otro lado, en la Escuela Estatal Profesor Abel Freire Coelho, el Curso de Nivel Técnico en Seguridad Ocupacional está en funcionamiento, sin embargo, presenta dificultades, como la falta de maestros para trabajar en las asignaturas específicas, la ausencia de la oferta de cursos de educación continua y materiales didáctico-pedagógicos específicos para guiar las prácticas desarrolladas. Por lo tanto, el Programa puede considerarse como otra política dirigida a la formación de jóvenes en Brasil condenada a la discontinuidad en el futuro cercano por las condiciones presentadas y discutidas en este documento.

Palabras clave

Políticas educativas. Educación Profesional. Brasil profesionalizado.

1 INTRODUCTION

High School precedes young people's decision between the possibility of continuing academic studies or enrolling in a technical training course. In this context, the student has the right to pursue Higher Education or not, seeking a role in society with quicker training, as long as that student has training that is socially appreciated. Thus we understand that integrating Vocational Education and High School in Brazil is a social need (KUENZER, 1997).

Therefore, insertion in the workforce can't happen through the imposition of socioeconomic conditions experienced by the subjects. Thus, Vocational Education is a possibility of training in which workers are qualified to produce their own existence through work, focused on generating necessary goods and services which are socially and historically valued. To that end, Vocational Education can be analyzed and problematized through the historic optics of the capitalist mode of production and the concrete social formation of Brazilian society (RAMOS, 2012).

In addition, a concept of Vocational Education that leads to the subjects' autonomy and emancipation could be a pathway that enabled young people to make existential choices according to their training. It is worth mentioning that, although the concept of Vocational Education is structured and reproduced based on a scenario of impositions of work relations in the capitalist world, it is necessary to defend a concept that doesn't increase the worker's alienation. Thus, in the formative process, integration between thought and action would be unified through the mediation of socially produced knowledge (OLIVEIRA, 2012). This, then, would be the possibility to achieve that modality through the optics of integration, having for a principle the students' complete development, as well as preparing them to exercise their citizenship and qualifying them for work (BRASIL, 1996).

We reaffirm, thus, Vocational Education as a fundamental right present in the Constitution of the Federative Republic of Brazil, since, in Chapter I, Of Individual and Collectives Rights and Duties, Article 6 defines that "Are social rights education, health, nutrition, work, housing, leisure, safety, social security, protection of motherhood and childhood, assistance of the unsupported, in the form of this Constitution" (BRASIL,



2006, p. 20, our translation). In addition, it states the right to freedom of exercising any job, craft or profession, as well as achieving professional qualification.

To that end, it is imperative to understand that, in this articulation between High School and Vocational Education, the implementation of policies and programs aiming to reduce social exclusion¹ of youth and adults who attend that stage/modality goes toward bestowing constitutional rights. In this context, we seek to defend social inclusion grounded on the principles of rights and justice, which should guide public policies of integration between High School and Vocational Education implemented in public schools.

Public policies are social and historic constructs whose determinants are regulated by the State and its legal instruments in the context that they integrate the agenda, being elaborated, implemented, monitored and evaluated. In this text, we analyze the implementation of the Professionalized Brazil Program at two public schools of the State Education Network in Mossoró/RN. This delimitation is based on the theoretical-methodological concept that understands the implementation phase as the execution of decisions made in previous stages: agenda and elaboration of the public policy (LIMA; D'ASCENZI, 2013).

The analysis of the implementation process of the Professionalized Brazil Program at the two schools was guided by the following question: What actions and measures are required in order to enable the implementation of the Professionalized Brazil Program at the investigated schools?

In summary, the research results are systematized and structured in three topics, besides this first introductory item. In the first topic, "Actions and negotiation in the implementation of the Program", we highlight the debates and compromises that accompanied the negotiations for the adoption of the Professionalized Brazil Program at State School Jerônimo Rosado and State School Professor Abel Freire Coelho. In the second topic, "Integration in Professionalized Brazil Program", we discuss the possibilities of integration between High School and Vocational

¹ In time: "[...] this way of understanding the category pair exclusion/inclusion, as a constitutive relationship of the capitalist mode of production, leads to two orders of considerations, taking into account the objectives of this article. The first, regarding the logic of business relations, allows us to understand that competitiveness of dynamic sectors in the world market depends on what we might call exclusion inclusive of precarious sectors" (KUENZER, 2006, p. 881).

Education based on the Professionalized Brazil Program, through statements by managers from the aforementioned schools. Lastly, we present some considerations about the implementation process of the Professionalized Brazil Program in Mossoró/RN.

2 ACTIONS AND NEGOTIATION IN THE IMPLEMENTATION OF THE PROGRA

Implementation of a policy or program corresponds to the process of proposal negotiation, since in that phase actions and measures that were planned, initially, in the elaboration phase start to be executed, aiming to achieve determined objectives and goals. In this process, the “[...] participation of different social actors results in participative decisions and incorporates into the process different visions and viewpoints that may contribute to the success of final results” (PAESE; AGUIAR, 2012, p. 76, our translation).

About this understanding, in the context of practice, we searched the managers’ statements for elements that enabled us to understand how the implementation proposal for the Professionalized Brazil Program reached schools, the steps taken in adopting the Program and the criteria used to choose the courses. Subsequently, we can analyze actions and negotiations carried out to implement the Professionalized Brazil Program in the schools researched, understanding that those are actions consolidated, temporarily, based on contradictions and possibilities established in the concrete reality of a public high school.

The evaluation of the implementation of educational programs, according to Curi (2014), must consider in analyses the factors that interfere with it and vary according to influence networks and conflicts involving actors, space, unions, confederations, scientific associations, student representatives, antagonistic expert groups, teachers, researchers, school managers and public managers. These influence networks contribute to socialization and knowledge of the proposal by teachers, managers and students.

At State School Jerônimo Rosado, knowledge about the Professionalized Brazil Program took place:

[...] during a meeting where the reorganization of the school's political-pedagogical project was being discussed and the students' professionalization and professional aspirations were called into question. Then one of the mothers asked the school managers to contact her because the school could be one of those covered by the Professionalized Brazil Program. Little after that, a representative of the Education Secretariat came by and said that the school was covered by the proposal [...]. (MANAGER 1, 2015, our translation).

This way, we verify that knowledge happened through the influence network that constitutes the school, in this case, a person who is part of the school community. We emphasize that the influences can guide the adoption or resistance practices in the school context, considering that they produce processes which:

[...] involve the analysis of global/ international, national and local influences and the articulation between them, the context of practice demands the analysis of how the policy is reinterpreted by professionals in the micro level and the analysis of power relations, resistances. (MAINARDES, 2006, p. 59, our translation).

We seek, thus, to learn, in the micro level, the elements (power, resistance, translation) that accompany the elaboration of the proposals at the schools researched. In Manager 1's statement, it is said that in a visit by 12th Dired/SEEC the school was informed that they were included in the proposal. This fact can be interpreted as a determination by official State institutions that coordinate educational policies to be implemented at schools.

After knowledge of the proposal, the school was instructed to follow some steps in order to consolidate the agreement, i.e., official adoption of the Program. The adoption process was guided by Resolution FNDE/CD n. 09/2008², which establishes guidelines to financial assistance of states, the federal district and municipalities in the context of Professionalized Brazil Program.

² The Professionalized Brazil Program will be implemented according to the following steps: "I – adoption of the Target Plan Commitment All for Education [...]; II – carrying out diagnostics of high school; III – proposal presentation; IV – proposal approval and consolidation of the agreement" (BRASIL, 2008, p. 1, our translation).

With that, schools were mobilized to organize the demands by the National Fund for Educational Development (FNDE, in Portuguese) for the selection and approval of proposals. On a local level, mediation and mobilization to present proposals took place through interventions by SEEC/SUEP/DIREN/RN. At the State School Jerônimo Rosado, in order to adopt the Program, “ [...] *we had to organize some documents urgently. One of the demands was the elaboration of a draft for the Professionalized Brazil Program course plan and other school documents*” (MANAGER 2, 2015, our translation). In this moment, to implement the proposal, the school received:

[...] some textbooks organized by axes. Each axis encompassed an infinity of professional courses. The suggestion was to work with two options of courses: Technical Course in Petrochemistry or Technical Course in System and Gas. They immediately asked us to draft a course plan and requested that we organize the school's domain documentation, among others. There was a year when the school received an approved course plan, but it wasn't the one constructed by the schools, it was an institutional course plan. The justification was that since some schools didn't manage to make a course plan, a standardized plan had to be drafted. (MANAGER 1, 2015, our translation).

It is interesting to notice that the institutions responsible for accompanying and assisting proposals at State School Jerônimo Rosado limited the proposal construction to the technological axis Industrial Control and Processes, materially, to Technical Course in Petrochemistry and Technical Course in System and Gas. Therefore, technological axis choice and delimitation wasn't open to the school's interests, but determined by SEEC/SUEP/DIREN/RN.

In addition, we highlight that, although the school constructed the course plan according to the Program's implementation criteria, that wasn't the course plan implemented. For the implementation of the Program at the school, they were designated a course plan already drafted sent by SEEC/SUEP/DIREN/RN. This action was justified through the assumption that the institutional course plans would benefit the schools that didn't manage to construct their proposals in a timely manner.

This action, oriented in the adoption process, allows us to problematize the concept of curriculum that integrates the direction of the proposal by official representatives (MEC/12th DIREN). Mobilized by this interpretation, according to Lopes (2015, p. 447, our translation), it represents “[...] questioning current proposals that aim to construct a foundation, a standard, a curriculum base, a set of basic content or even a set of consensual criteria to define once and for all an identity for the curriculum of basic education”.

Therefore, thinking about the elaboration of a curriculum proposal crosses the definition of contextual aspects: diagnostics of current High School; IDEB; expected results in improving the quality of High School; increase in enrollment numbers, socioeconomic indicators for the region.

We know that proposals were drafted at schools following different contextual elements. At State School Professor Abel Freire Coelho, the proposal was presented in 2009. In that occasion:

Representatives from SEEC/SUEP presented the proposal and it was pretty tense. They claimed that the school would receive several advantages and a group of teachers said: but we would get a lot of things with the secretary course and we got practically nothing. It was a tense meeting and one of the representatives even thought the school was creating difficulties against the Course. But it wasn't that! The thing is, the other time there were several unfulfilled promises. [...]. One of the things that led us to adopt the proposal was that the school was losing students and above all everything they said the school would get was attractive. (MANAGER 3, 2015, our translation).

Based on this statement, the proposal presentation by representatives from SEEC/SUEP/DIREN was mediated by conflicts and questions by teachers and managers. This action was underpinned by the experience of implementing the Secondary Level Technical Course on Secretarial Work, which had several problems concerning the recruitment of teachers for specific classes, complementary training to work with Vocational Education and physical conditions for the implementation.

In addition, we interpret that the presentation process for the Professionalized Brazil Program wasn't clear about the criteria adopted by the official institutions (SEEC/SUEP/DIREN) to define which schools would receive the proposals, since other schools have a similar educational profile as State School Professor Abel Freire

Coelho, such as the Integrated Educational Center Professor Eliseu Viana (CEIPEV, in Portuguese)³. We noticed that one of the elements that influenced the school to accept the proposal was the intention to reduce school evasion, with the Program as an opportunity to overcome that deficit.

This situation refers to the understanding that in the process of implementation the “[...] groups move seeking internal alliances and prominence as the most relevant actor, capable of interfering on the state in defining the form of action implementation. In this process, consensus is valued currency” (CURI, 2014, p. 129, our translation). It is interesting to evidence, the author adds, that the effect of that influence is increased through the interference, benefits and highlight of certain blocks of interest present in the implementation of policies and programs at schools.

In order to adopt the Program, SEEC instituted three stages: drafting the course plan, renovation and expansion of the school and selection of teachers for specific classes. Concerning the course proposal, it was sent practically finalized, we only added elements like teacher training, structure information, but most of the project was done there [SEEC]. One of the school demands was public selection for teachers from specific fields, because that recalled the experience with the secretarial course. The school's fear with the PBP was having several classes with no teachers. (MANAGER 3, 2015, our translation).

We observe, in the statement by Manager 3, that they only mention the first stage (adoption of the Target Plan Commitment All for Education) demanded by the Program's legal base to consolidate the agreement, not referring to the other established phases. In addition, we observe in the statement the compromises made by SEEC/SUEP/DIREC/RN as negotiation elements in order for the school to accept the proposal, highlighting the possibilities of renovating the institution and hiring teachers to work with the course's specific subjects.

We understand, based on the literature studied, that actions of implementation carried out by public institutions are linked to many actions, demanding continuous negotiation and discussions between the political side, management and the State (WU *et al.*, 2014). In this case, the negotiation elements were the demands for improvement in physical and pedagogical conditions. The

³ Founded on October 30th, 1973, the Integrated Educational Center Professor Eliseu Viana (CEIPEV, in Portuguese) offered professionalizing courses such as nursing, accounting, school secretarial course, farming and administration.

contextual demands were materialized in the process of negotiation of the policy as discourse (language, practice, institutions) capable of arranging dimensions, but, mostly, as a possibility to:

[...] subvert and rebuild the social in other ways, admittedly antagonistic and conflicting. Politics refer more to conflict than consensus, more to the production of different meanings and movements than to the definition of categorical universalisms and organization rules. (LOPES, 2015, p. 448, our translation).

We emphasize that submitting a proposal for evaluation doesn't guarantee approval, because they would prioritize proposals that showed: the Basic Education Development Index (IDEB, in Portuguese) of the respective High School Education Network; expected results in quality improvement of High School; increase in enrollment; social indicators of the region, especially indices on literacy, schooling, unemployment, violence and criminality of young people between 18 and 29 years of age, not to the detriment of others (BRASIL, 2008). These elements would be analyzed during the evaluation of course plan proposals to consolidate the agreements.

The criteria and demands mentioned, according to Wu *et al.* (2014), are part of intra- and interorganizational bureaucratic demands that are considered determining elements in the implementation of public policies. Therefore, “[...] usually, they also create a series of rules to follow in the implementation process, as well as a set of possible infringements and penalties for lack of compliance with the law” (WU *et al.*, 2014, p. 99, our translation).

The elaboration of the course plan at State School Professor Abel Freire was guided by the deliberations of official institutions:

We received the initial proposal through SEEC/SUEP/DIRED, and they informed that we could suggest a few things, but the curriculum structure would be based on the national structure of courses that already function in other places [...] we could even see some specific local issues and suggest [...]. The justification for the Occupational Safety Course was the demand for workforce in Mossoró. (MANAGER 3, 2015, our translation).

We understand, thus, based on that report, that the construction of the course plan was limited by guidance from SEEC/SUEP/DIRED/RN, who conducted a practically finalized proposal, and the school was entrusted only with the task of making some adaptations for their context, since it was preceded by a diagnostic of the High School situation by the applicant. We also observed that there was the delineation of the technological axis Security, in this case, the Technical Course in Occupational Safety.

Based on this analysis, we infer that implementation processes were similar at the two schools investigated, applying similar strategies to overcome difficulties that emerged in the process of adoption and of construction of course plans. Certainly, that is explained, as asserted by Wu *et al.* (2014), when the environment or context is favorable to quick changes, needing public managers to act in order to control or minimize damages concerning initial objectives.

Overall, we understand, through the statements by managers quoted, that actions and measures adopted in the process of implementation of the Professionalized Brazil Program at schools were interposed by some predetermined elements that were disguised as guidance for the implementation of the proposal. This fact dismisses the school's autonomy power historically constructed for the creation of contextualized educational proposals.

3 INTEGRATION IN PROFESSIONALIZED BRAZIL PROGRAM

In the last decades, in the field of Vocational Education, there has been a significant number of policies and programs that assume, in their objectives and aims, the commitment to foster the integration between Vocational Education and High School. The arguments that base these policies are mostly grounded on the possibility to offer integration based on the conceptions of education and individual in their historic entirety, through the mediation of the axes: science, work, technology and culture.

In this sense, this offer, while constitutional right, must assure:



[...] a solid training and preparation for the workforce the closer it is to the concept of polytechnic education, which seeks to overcome the fragmentation of knowledge, the separation between general and specific, technical and political education, the division between manual and intellectual labor and affirms the mastery of scientific foundations of different techniques that characterize the modern work process in the relationship between education, instruction and labor. (FRIGOTTO, 2010, p. 19, our translation).

These concepts have been incorporated to official speeches and texts which accompany the agendas for elaboration and implementation of Vocational Education policies in the 21st century⁴. According to Pacheco (2011), these possibilities are increasing with the policies and programs for the development of Vocational Education in public state and federal schools.

In the sense of promoting Vocational Education through the concept of humane formation for individuals, we questioned: has the implementation of the Professionalized Brazil Program at public schools in Mossoró/RN enabled the integration of High School and Vocational Education? This question guided the questionnaire answered by managers from the two schools investigated in this research, having as an analysis support their institutional course plans: Technical Course in System and Gas and Technical Course in Occupational Safety. To that end, we sought, in the managers' statements and the course plans, to learn about the implementation of that proposal, observing the following aspects: course organization (curriculum, workload, number of vacancies), methods of working in the course and the socioeconomic profile of students enrolled.

According to MEC guidelines, these courses should be planned considering the context of the school, as well as social, cultural, political and economic demands of the people who attend that school and that modality.

In Table 1, we observe the objectives and organization methods of course proposals presented to MED/SEEC/DIRED by schools from Mossoró/RN.

⁴ Decree n. 5.154 of July 23rd 2004 and National Curricular Guidelines for Secondary Level Technical Vocational Education (BRASIL, 2012).

Table 1 – High School Integrated Technical Courses offered by the schools researched

Schools	Courses	Objectives	Modality
Jerônimo Rosado	High School Integrated Technical Course in System and Gas	Qualifying technical professionals on a High School Integrated level in the technological axis: Industrial Control and Processes in the competence of Technician of Gas Systems. According to technological tendencies and the demands of the production sector.	Integrated
Professor Abel Freire Coelho	High School Integrated Technical Course in Occupational Safety	Qualifying technical professionals on a High School level, in the terms of current legislation, in the context of the production and service sectors, to perform work-related accident prevention activities.	Integrated

Source: Elaborated by the authors of this article (2016).

Legally, the Professionalized Brazil Program enables the execution of these courses in the integrated, concurrent and subsequent modalities. Article 4 of Resolution/FNDE/CD n. 09/2008 defines that submitted proposals must characterize actions and measures to be carried out during the implementation of the proposal, aiming to promote the development and reorganization of High School integrated to Vocational Education, with an emphasis on scientific and humanistic education (BRASIL, 2008).

Therefore, curriculum proposals must fulfill the following prerequisites: “The courses to be offered, demonstrating a curriculum link between vocational education and scientific education; Internship possibilities offered to students; Articulation with productive arrangements locally and regionally” (BRASIL, 2008, p. 2, our translation).

Generally, Article 4 defines the principles that must guide the submission of institutional course plans, emphasizing the need to create courses contextualized with local and regional contexts and arrangements. Certainly, the Integrated High School proposal is the most adequate policy to overcome the academicism, fragmentation and technicism that have characterized professional training (FRIGOTTO, 2010).

These propositions were incorporated into the institutional course plan by State School Jerônimo Rosado. Thus, the plan created is grounded on the justification of the need for individuals’ qualification in order to guarantee the offer of integration between general education and technological education, including young people in the

workforce and enabling a possibility of continued education. Therefore, the course organization was intended for a semiannual or annual period with a curriculum matrix integralized by subject, corresponding to the following components: High School Common Curricular Base (2,400 hours), Professional Qualification Nucleus (1,200 hours) and Professional Practice (800 hours). Initially, the school would have 10 student groups, with a total of 240 vacancies (ESCOLA ESTADUAL JERÔNIMO ROSADO, 2009).

From an organizational viewpoint, expressed in the institutional course plan, we sought, in Manager 1's statement, the organization method adopted in the implementation of the High School Integrated Technical Course in System and Gas.

In the course plan we destined a percentage of spots for students from the school, who would be a priority, and a percentage of spots for the outside community. The course plan was supposed to take place over four years, so it would start with subjects from the general base and integrate, since the first year, specific subjects. (MANAGER 1, 2015, our translation).

After drafting the course plan, they started to announce the courses for student enrollment, still in 2009. However:

[...] the school took all the necessary measures to implement the program, but the resources that guaranteed the building's renovation and expansion only allowed for a partial renovation, in 2010, not encompassing the gym, auditorium, and other rooms, as related in previous reports (school/inspectors). Knowing the situation at State School Jerônimo Rosado, we await necessary measures so that the date predicted for the start of the Professionalized Brazil Program can be actually effected. (INSTITUTION REPORT, 2014, p. 1, our translation).

The report sent, in April 2014, by State School Jerônimo Rosado notified SEEC/DIRED of some difficulties faced in implementing the proposal at the institution. It is important to remember that although the Program destined a percentage of resources for the expansion and renovation of units covered by the proposal, it still doesn't meet the real demands of structures necessary to ensure the courses are fully functional, since the National Catalogue of Technical Courses requires minimum infrastructure for implementation and operation of the proposal (library, electronics laboratory, electrical installation laboratory, among others). Evidently, Program

implementation enabled some advances at the institution concerning the improvement of material and physical conditions in the institution. However, these actions still weren't enough to enable the implementation of a high-level technical course at the school.

This implementation process was characterized by contradictions, since while the managers state that the Professionalized Brazil Program is no longer part of the initiatives developed at the school (MANAGER 2, 2015), the institution is still on the list of schools in the process of implementing the Program, claiming that this school, as well as others, is in the standardization process in order to hire teachers for the specific subjects. According to Ronaldo (2015, p. 5, our translation), the research results “[...] describes three orders of problems in the materialization of the integrated High School: problems in the conceptual order, in curriculum operationalization, and in the organization of educational systems”.

Some of these difficulties were also faced in the implementation of the institutional course plan for the High School Integrated Technical Course in Occupational Safety at State School Professor Abel Freire Coelho, as seen in managers' statements. The course proposal was created under the reasoning that it would enable the qualification of people able to handle the advancement of science and technology, who would participate proactively, meeting four basic axes: science, labor, technology and culture.

Its curricular matrix encompasses curriculum components from the common national base (2,840 hours), diversified curricular components (160 hours), professional training nucleus (960 hours) and professional practice (400 hours), with a total workload of 4,360 hours. To organize these curricular components, the proposal suggested to distribute subjects along the four years of the course through the integration of High School and Vocational Education (ESCOLA ESTADUAL PROFESSOR ABEL FREIRE COELHO, 2010, p. 4).

We emphasize that, from the point of view of humane training, the offer of an educational proposal grounded on these elements must allow to overcome the execution of the modality (integrated). This is because it isn't about:

[...] adding the curricula or workloads related to high school and the professional qualification, but about internally connecting curriculum organization and the development of the teaching-learning process,

general and specific knowledge; culture and labor; humanism and technology. (RAMOS, 2010, p. 52, our translation).

In the context of practice, the implementation of these course plans faced some difficulties to consubstantiate the objectives and justifications that guided their creation.

For the Professionalized Brazil Program we had much higher expectations [...] we thought there would be more student groups. What happened was that last year, a Technical Course in Occupation Safety opened through Pronatec. (MANAGER 3, 2015, our translation).

In this statement, we notice that the Program implementation at the school didn't meet the expectations idealized in the negotiation period before adoption. Initially, 6 (six) student groups had been planned for the beginning of 2010, but the first class only started in 2014. The decrease in the number of groups results from some difficulties found in the process of implementation of the Professionalized Brazil Program at the school.

Generally, according to managers from State School Professor Abel Freire Coelho, some planned actions were changed in the process of implementation of the Program.

In the original proposal, the state would have an open selection to hire teachers. But since it's happening through PRONATEC, it's completely different. I think that's very contradictory, since that wasn't the exact proposal [...] the proposal was to be integrated, something bigger. I think that [...] there was a huge project that resulted in something tiny. In this case, teachers are doing contracts with the school. (MANAGER 3, 2015, our translation).

In the institutional course plan, as well as in the negotiation meetings for the adoption of the Program, the commitment undertaken was to carry out a public selection to hire teachers for classes in specific fields. The absence of these professionals to work with classes from the professional training nucleus impaired the beginning of the activities in the planned schedule, in 2010. In fact, what we see, in Rio Grande do Norte, is that the solution for that problem happened through associations between Jundiáí Agricultural School (EAJ/UFRN, in Portuguese), SEEC/RN and Pronatec.

This association anticipated offering the Professionalized Brazil Program courses with the staff and technical coordination from EAJ, i.e., temporarily hiring teachers through agreements established with resources from Pronatec. In other words, in terms of association, state secretariats would undertake the constitution of the teaching staff. In order to achieve that, there were several arrangements carried out by the states, with an emphasis on hiring temporary teachers and establishing associations with other public and private institutions that grant temporary teachers (MOURA, 2010).

It is necessary to question the implications of those hiring methods for the implementation of the course's integrated curriculum, because:

[...] this hiring method caused a turnover that hindered the school bond, the teaching/learning process and a broader formative action, since the lack of availability disrupted lesson planning, the participation in meetings and guidance in scientific projects that may be approved, needing to choose between activities, prioritizing one to the detriment of another. (NASCIMENTO, 2012, p. 105, our translation).

For that author, there isn't, in most states, the political decision to implement Integrated High School as a state public policy, since effective teaching staff needed for the courses execution isn't being constituted, a basic requisite to implement the Program (NASCIMENTO, 2012). We observed that it wasn't different in RN, federal government fulfilled their side of the deal, but the state government didn't.

In organizational terms, implementation of the curricular matrix for the High School Integrated Technical Course in Occupational Safety has undertaken the concurrent modality.

In the course plan we destined a percentage of vacancies for students from the school, who would be a priority, and a percentage of vacancies for the outside community. State School Abel Freire Coelho has representation from different classes and boroughs. It is common to have students from private schools and students from the periphery. In the case of students who attend the High School Integrated Technical Course in Occupational Safety, it is a public from a lower income class. Those with better conditions are already going to college. Those students prepare for ENEM, while the others enter the workforce and usually stay there. (MANAGER 4, 2015, our translation).

In the constitution of those student groups, the institutional course plan assured 75% of vacancies for students from public schools, with 40% for students from State School Professor Abel Freire Coelho, 20% for students from private schools and 5% for students with disabilities. In summary, students who attend that course seek an opportunity of qualification in order to enter the workforce.

Therefore, a connection between High School and Vocational Education was established as a form of professionalization, which should be understood as a way to cross over into utopic conditions. Thus, the aim isn't only to attend the immediate needs of individuals who seek that training, but to change the conditions in which it takes place. With that, the reaffirmation of the need to insert young people into the country's economic-productive life persists. But it becomes a project and an action in due time, and not an anticipation imposed by unequal relations of that society (RAMOS, 2010).

Concerning the process of implementation of the Professionalized Brazil Program, as a possibility for curriculum integration in both schools investigated, we consider that there isn't an integrated curriculum based on the course proposals submitted.

At State School Jerônimo Rosado, the proposal, still in the implementation process, for the High School Integrated Technical Course in System and Gas is impaired due to the lack of teachers in the specific classes for the professional training nucleus. At State School Professor Abel Freire Coelho, the High School Integrated Technical Course in Occupational Safety happens in the concurrent modality. Therefore, the integration proposal in state schools is still characterized as a process to be executed. Since it is another government Program, there are more than a few limitations for actions resulting from it to be effectively converted into an educational public policy, since investment is mostly in funding the infrastructure of school spaces, instead of promoting quality education for the children of the working class.

Thus, there are those who defend that approving Decree n. 6.302/2007 isn't enough to promote significant change in the educational process of integration (CARVALHO; SILVA; BARBOSA, 2013). In the case of the implementation of Professionalized Brazil Program, besides the legal landmark instituted for a Vocational Education integrated to High School, it is necessary to develop planning that

encompasses, beyond the guiding principles (science, labor, technology and culture), dimensions such as systematized funding, physical infrastructure, collaboration between federal institutions and public networks, teaching staff and adequate initial and continued training, and mostly that commitments undertaken with federal institutions be fulfilled.

5 FINAL CONSIDERATIONS

In this study, we analyzed the implementation of the Professionalized Brazil Program as a public policy for the articulation between High School and Vocational Education at two state schools in Mossoró/RN.

In the category “Actions and measures of implementation of the Program”, we analyzed the actions and measures undertaken to implement the Professionalized Brazil Program at the researched schools. The schools were mobilized to organize the demands of FNDE for the selection and approval of proposals. On a local level, mediation and mobilization to present the proposal happened through interventions by SEEC/DIRED/RN. We noticed that one of the elements that influenced the school to accept the proposal was the intention to reduce school evasion rates, seeing the Program as an opportunity to overcome that deficit. In this case, negotiation elements were the demands for improvement of material and pedagogical conditions. Based on that analysis, we infer that implementation processes were similar in both schools investigated, with similar strategies applied to overcome difficulties that emerged in the process of adoption and course plan construction. Generally, we understand, based on the managers’ statements quoted, that actions and measures undertaken in the process of implementation of the Professionalized Brazil Program at the schools were interposed by some predetermined decisions disguised as guidance to implement the proposal.

In the category “Possibilities of integration based on the implementation of Professionalized Brazil Program”, concerning the implementation process of the Professionalized Brazil Program as a possibility for curricular integration at the two researched schools, we consider that there wasn’t the implementation of an integrated curriculum based on the submitted course proposals.



At State School Jerônimo Rosado, the proposal, still in the implementation process, for the High School Integrated Technical Course in System and Gas is impaired due to the lack of teachers in the specific classes for the professional training nucleus. At State School Professor Abel Freire Coelho, the High School Integrated Technical Course in Occupational Safety happens in the concurrent modality. Therefore, the integration proposal in those state schools is still characterized as a process to be executed. Since it is another government Program, there are more than a few limitations for actions resulting from it to be effectively converted into an educational public policy, since investment is mostly in funding the infrastructure of school spaces.

In conclusion, this research pointed to some nuance that could be developed in the future focusing on the educational policies of the period researched, with the possibility to highlight possible studies about: evaluation of public policies on Vocational Education and the funding of Vocational Education policies.

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