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### **Nirvan Hofstadler Peixoto**

Master's Degree in Professional and Technological Education from the Federal University of St. Mary's (2021). Specialization in Production Engineering from the Federal University of Santa Catarina (1983), Licentiate by the Course of Training of Teachers of Disciplines of the 1st and 2nd Degree Teaching at the Federal University of Santa Maria (1996) and Graduation in Mechanical Engineering from the Federal University of Santa Maria - UFSM (1979) Academic Institution: UFSM

### **Juliane Vanessa Rippel Silveira**

Master's Degree in Professional and Technological Education from the Federal University of St. Mary's (2021). Graduated in Business Administration from the Franciscan University Center (2012) and a Degree by the Special Undergraduate Program of Teacher Education of the Federal University of Santa Maria (2018). Postgraduate Lato Sensu in the form of MBA in People Management by Fundação Getúlio Vargas - FGV (2016). Specialist in the Management of Finance and Information by Faculdade Palotina de Santa Maria - FAPAS (2014). Technique in Industrial Mechanics from the Industrial Technical College of Santa Maria (2005). Academic Institution: UFSM

### **Lidiane Bittencourt Barroso**

Master's degree in Civil Engineering from the Federal University of Santa (2005), Specialization in Fire Safety Engineering from the Federal University of Rio Grande do Sul (2023), Specialization in Occupational Safety Engineering by Franciscan University (2009), apostilled the Special Program of Graduation of Formation of Teachers for Professional Education by the Federal University of Santa (2011), and Degree in Civil Engineering from the Federal University of Santa (2002) Academic Institution: UFSM.

## **1 INTRODUCTION**

The National Education Plan (PNE) was approved by the Brazilian Federal Congress on June 25, 2014, through Law No. 13,005. Effective for ten years, it has the purpose of complying until the year 2024 with the provisions of article 214 of the Federal Constitution of 1988, which added new wording to the caput of the same article, through Constitutional Amendment No. 59/2009 determines:

### **ABSTRACT**

A nation must plan the future of its education, seeking to provide a more quality education for its people. In Brazil, the evaluation of professional education is not inserted in the context of the evaluations undertaken by the country. This demonstrates the State's lack of interest in materializing an institutional evaluation system for this level of education. In the globalized context of today's society, the exaggerated growth of capitalism and economic scarcity interfere with the course of professional education institutions, bearing in mind the values and mission of professional education are substantial so that the essence of the function of professional education is not forgotten. This paper sought to discuss the importance of developing a system of evaluation of professional education, considering the human right to quality education with the democratization of education. The investigation is justified in the social function of institutional evaluation, because in addition to being a fruitful tool in the consolidation of the priorities established in the educational plans, the institutional evaluation can be seen as a tool capable of ensuring transparency to the actions of educational institutions, and the results obtained can be seen as accountability of the institutions to society. It is concluded that the elaboration of a system of evaluation of professional education goes beyond the evaluation of knowledge related to a particular craft, and has the purpose of verifying if the professional training is consistent with the requirements and professional profiles and if the educational services offered are effective and that promote, in fact, effective learning.

**Keywords:** Professional education, evaluation system, social function.

The law will establish the national education plan, of decennial duration, to articulate the national education system in a collaborative regime and define guidelines, objectives, goals, and implementation strategies to ensure the maintenance and development of education at its various levels, stages, and modalities through integrated actions of the public authorities of the different federative spheres that lead to:

I - the eradication of illiteracy;

II - universalization of school attendance;

III - improvement of the quality of education;

IV - training for work;

V - humanistic, scientific, and technological promotion of the country.

VI - establishment of a goal for the application of public resources in education as a proportion of gross domestic product (BRASIL, 2009).

The purpose of the PNE is to articulate efforts and direct investments to improve the quality of education in Brazil and, to this end, 20 (twenty) goals and 254 strategies was established to be achieved by the end of the ten-year validity, which should govern initiatives in the area of education, from early childhood education to higher education. Among the challenges of this plan, we highlight those related to the evolution of literacy and inclusion indicators, the continuing education of teachers, and the expansion of vocational education for young people and adults.

About Professional Education, under the responsibility of Goal 11, the objective is to triple the number of enrollments in technical courses at the secondary level, ensuring the quality of education and achieving a minimum growth of 50% (fifty percent) of vacancies in public schools (BRASIL, 2014).

To achieve the fulfillment of this goal, one of the strategies proposed by the plan for goal 11 is the institutional elaboration of a system of evaluation of the quality of technical vocational education at the secondary level of the public and private school networks. What, according to the PNE Observatory (OPNE), built so that society can follow the monitoring indicators of the educational goals and the strategies of the plan, there is no structured evaluation system, that is, the strategy was not carried out (BRASIL, 2014).

A nation should plan the future of its education, seeking to provide a more quality education for its people. Given what has been exposed and in the search to understand the effectiveness of the goals proposed in the PNE, specifically goal 11, that is, professional education, how does this goal intend to ensure the quality of education if it has not developed an institutional evaluation system? Still, what would be a quality professional education? A priori, these questions are unpretentious, but they are not. The answer to the questions is fundamental to the direction of vocational education institutions.

In the globalized context of today's society, the exaggerated growth of capitalism and economic scarcity interfere with the direction of professional education institutions, bearing in mind that the values and mission of professional education are substantial so that the essence of the function of professional education is not forgotten, at the risk of succumbing to business models aimed at the

demands of capital, that refer only to economic logic.

Considering the significant transformations of public policies of professional education in Brazil, suffered from the creation of the first vocational school to the process of expansion of the federal network (with the creation of the Federal Institutes of Education Sciences and Technology), this investigation is justified in the social function of institutional evaluation, because in addition to being a fruitful tool in the consolidation of the priorities established in the PNE, Institutional evaluation can be seen as a tool capable of ensuring transparency to the actions of educational institutions, and the results obtained can be seen as accountability of institutions to society.

The social function of the school is the permanently look at society, preparing the student for professional exercise, from the connection between knowledge and the daily practice of the student. Therefore, due to the challenges imposed by society, the quality of teaching should be an inherent need of educational institutions and, to ensure that students have appropriate knowledge and are prepared for the professional day-to-day, institutional evaluation aims at the continuous improvement of the quality of teaching and its social function refers to:

[...] to the possibility of leading an institution and the system to reexamine its functioning and the fulfillment of functions, but, mainly, to reformulate its mission or institutional project in the face of new characteristics and demands of scientific-technological and sociocultural development, leading to a broad transformation (BELLONI, 2000, p. 56).

The task is even more challenging, since in Brazil the evaluation of EFA is not inserted in the context of the evaluations undertaken by the country and the scarcity of productions on the theme of institutional evaluation, when it comes to professional education.

The construction of this article was based on a bibliographic study, with references that deal with the institutional evaluation system, under the analysis of some proposals for the evaluation of professional education, seeking to find important connections on the need to develop an evaluation system for professional education. As well as by Ordinance No. 407, of July 6, 2020, aims to consider Art. 1 Establish the Monitoring and Evaluation Plan of the offer of Professional and Technological Education courses (PMA-EPT) referred to in item IV of Article 4 of Law No. 12,513, of October 26, 2011, and Ordinance No. 1,720, of October 8, 2019, in the form of Annex I to this Ordinance; (DOU -Published in:07/07/2020 –Issue 28 Section: 1st Page:17)

## **2 INSTITUTIONAL EVALUATION AND ITS INSERTION IN PROFESSIONAL EDUCATION**

Evaluation is an indispensable and important management tool. In any activity, it is the instrument for monitoring results and consequent tool in the review of directions and priorities, adequacy of strategies, and reorientation of investments. In education, the importance of evaluation is

also indisputable and its meaning gains greater dimension since it can offer fundamental elements for the adequacy or (re)direction of public policies, as well as support the implementation of these policies (UNESCO, 2005).

Through the evaluations, it is possible to identify if the objectives outlined were achieved adequately and effectively. In this sense, Elliot (2011) asserts that:

The evaluation seeks to bring to light aspects, data, and indicators that the object evaluated, be it a project, a program, or a service, is adequate, efficient, effective, or relevant, that is if it is shown to have some value judged from criteria established by the evaluator or even suggested by those interested in the results of the evaluation (p. 942).

In Brazil, the Basic Education Evaluation System (SAEB), the National High School Examination (ENEM), and the National Higher Education Evaluation System (SINAES) were proposed to monitor one of the dimensions of institutional evaluation: the learning outcomes obtained at these levels of education (UNESCO, 2005).

The Federal Union, from the Law of Guidelines and Bases of National Education (LDB), dated of the year 1996, in its article 9 and item VI, is responsible for "authorizing, recognizing, accrediting, supervising and evaluating, respectively, the courses of higher education institutions and the establishments of their education system".

This same Law, in its article 10, item IV, is incumbent upon the states "to authorize, recognize, accredit, supervise and evaluate, respectively, the courses of the institutions of higher education and the establishments of their education system." In turn, article 15 of Resolution No. 4/1999 of the CNE/CEB, which establishes the National Curriculum Guidelines for Professional Education of Technical Level, establishes that the "Ministry of Education, in collaboration with the education systems, shall promote a national process of evaluation of professional education of technical level, guaranteeing the dissemination of results".

By affirming that evaluating and being evaluated is part of our daily lives, Ludke (2005) defends the need to implement an institutional evaluation system so that school management does not fade. It also reinforces the importance of evaluating the structure of the school and suggesting the necessary reforms so that two specific functions can be performed.

In this sense, Fernandes (2005) contributes by presenting that the evaluation has a formative and cooperates for the improvement of the agents of the school community and the educational institution and, as a result, enables the institution to maintain an up-to-date awareness about its mission and the school purposes and its social dimension.

In the context of professional education, a national evaluation system has not yet been implemented. What we have are isolated actions of evaluation, made through research that seeks to



identify the impacts of professional education courses or programs on the lives of their graduates and on the organizations that have employed them or hired their professional services.

These are actions carried out in a systematic and technically oriented way, in a more localized and circumscribed way, by some schools, centers, networks, or entities, public and private, but there is still no national system for evaluating this type of education.

According to the Ministry of Education (2014) the first movements in the evaluation of professional and technological education date from the 90s, with the Institutional Evaluation System (SAI). At the time, the then Department of Medium and Technological Education (Semtec), linked to the MEC sought to implement the system from the year 1996, within the scope of Technical Schools, Agrotechnical Schools, and Federal Centers of Technological Education (CEFET).

This system was composed of an external evaluation carried out in the institutions with the role of providing data, obtained through the completion of forms and an implicit character of punishment/award, aiming at the construction of classification for the definition of the budget matrix of the network. Thus, it was not successful and was abandoned, since it was not necessarily oriented to the improvement of educational actions.

Another evaluation proposal was elaborated with the expansion of professional and technological education in 2011, in which the National Council of Institutions of the Federal Network of Professional Education (Conif) elaborated a proposal for the institution of an evaluation system for this modality, which would take into account the specificities of multicurricular and multi-unit institutions and capable of assessing the quality of the courses offered.

This proposal aimed to complement the evaluation of basic education, contemplating the technical professional education of medium level; evaluate the quality of mid-level technical vocational education; generate indicators that would guide the improvement of the quality of the technical courses of medium level offered; and incorporate quality indicators of technical professional education at the secondary level to those used to identify the merit of institutions that operated at various levels and modalities of education (MEC, 2014).

Given this scenario, UNESCO (2005), in partnership with the States of the Federation, has produced actions to develop managers and technicians of professional education about the competence to configure and manage institutional evaluation systems, which include the collection and analysis of data and information that allow verifying the degree and quality:

- ❖ of the effectiveness of the courses and programs of this modality of education, effectiveness is translated into the competencies effectively developed by the students, verified, more immediately, during the learning processes themselves, and, in a more

relevant way, through the impact generated in their lives, by their work in the organizations in which they will act and in society as a whole;

- ❖ efficiency, that is, of the structures and processes of management, in comparison and their relationship with the results obtained, within the scope of schools or centers and management bodies.

If the purpose of an institutional evaluation is to define what comes to be a quality education it is necessary to distance itself from the proposal of total quality, to that allied to the economic, business, and pragmatic concepts. To guarantee the right to education and the function of the school, the concept of social quality must be adopted (VASQUES and PETRY, 2016).

Social quality, for Libâneo (2008) promotes the mastery of knowledge and the development of the capacities necessary to meet the individual and social needs of the subjects, the insertion in the world of work, and the constitution of citizenship, with a view to a more just and egalitarian society.

## 2.1. FOR AN INSTITUTIONAL EVALUATION OF PROFESSIONAL EDUCATION IN THE CONTEXT OF QUALITY EDUCATION

Professional education in Brazil is regulated by Law No. 9,394 of 1996, which provides that it is a modality of education transversal to the two levels of education in Brazil, basic and higher.

Alves and Azevedo (2017) believe that the state is not guaranteeing access to professional education as a way of guaranteeing constitutional rights and defending a priority look of educational policies to prepare students for work, which could effectively contribute to the improvement of the qualification of the workforce and human formation with dignity.

Economic, political, and social changes directly influence education, although citizen education should be the basis of all the purposes of the educational institution, aiming, above all, at the emancipation of the subject. From the perspective of Souza and Mendes (2017), as dependent on the policies of the State, read Government, the Brazilian educational system is modified according to the world political and market interests that point to a necessary qualification of workers and, therefore, a necessary revision of professional education.

The authors also point out that the restructuring of the EPT and the expansion of the federal network were and have been of great importance for the development of Brazilian society, because, above all, they enable access to education to a historically marginalized population. However, although in recent governments the social issue has been one of the priorities, actions that have privileged the private sector in the expansion of higher education show the framing of education as a commodity.

Jannuzzi (2016) argues that the evaluation brought improvements to the systems in which it was applied and has been required by public, private, and third-sector organizations, which wish to verify the quality of the results obtained by the processes, projects or services offered to the population or certain social groups. In addition, they can serve as an instrument of monitoring and control, enabling managers to have a greater sense of accountability, as they act as accountability mechanisms by which society can check the results achieved.

Professional and technological education should be considered as a non-transferable social right of the citizen, in terms of the worker's right to knowledge. The social changes, accompanied by the scientific and technological revolution, as well as the process of reorganization of work demand a complete revision of the curricula. The world of work has changed, increasingly, in increasing doses, it is required professionals greater reasoning capacity, intellectual autonomy, critical thinking, own initiative, and entrepreneurial spirit, as well as the ability to visualize and solve problems.

Faced with this scenario, professional education and technology can no longer be conceived focusing only on 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. In addition to the operational mastery of a given doing, it requires a global understanding of the productive process, with the apprehension of technological knowledge, the valorization of the work culture, and the mobilization of the values necessary for decision-making in the world of work.

### **3 FINAL CONSIDERATIONS**

The Brazilian education system, from the second half of the twentieth century, is marked by several transformations, which are motivated by changes in the development model adopted by the country, by pressures from international financial organizations, and, essentially, by social mobilization around the right to education.

From the perspective of the realization of the human right to education, the framework of Brazilian school education presents both from the point of view of access, with the expansion of the entrance of the popular strata to the public school, as well as the quality of education offered by the State.

Because of what was presented in the discourse of this work, it can be affirmed that the elaboration of a system of evaluation of professional education goes beyond the evaluation of knowledge related to a certain craft, it aims to verify if the professional training is consistent with the demands and professional profiles and if the educational services offered are effective and that promote, in fact, effective learning. It needs to be inserted so that it promotes a questioning about the role it is assuming in the interpretation of social interests and contradictions.

As we have seen, institutional evaluation brings results and serves as a starting point for the resolution of issues and decision-making, in addition, it promotes the openness of society and increases trust and credibility.

It is concluded that the elaboration of official mechanisms of certification of competencies is still an alternative to the evaluation of results of professional education not yet sufficiently discussed, matured, and, therefore, implemented. This demonstrates the State's lack of interest in materializing an institutional evaluation system for this level of education.

If education is understood as a public good, there is no way to link the social function of the institution to market interests, much less to subjugate the legitimacy of an evaluation process as compliance with regulatory determinations.

Finally, the Institutional evaluation should not have a punitive or rewarding character, because its real contribution is to promote the conditions for the elaboration of an educational policy, legitimizing the work that has been developed there.



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