

High School in Public High School in Brazil: inequalities and regional challenges

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Abstract

This article approaches, in the five regions of Brazil, the universalization of High School, initial training and work conditions of teachers. The discussion was carried out based on educational indicators available at the National Research of Household Sample and the School Census. The analysis makes explicit disparities among the regions regarding to the universalization of access, most claimed in North and Northwest regions. Appropriate training has more requirements in Northwest and Central West regions. Similarly, better work conditions are most required in Central west, North and South. At the same time, it points, in the five regions, a context far from of the National Education Plan (2014-2024). It suggests that social quality of High School only will be a reality with insurance of universalization to young people from 15 to 17 years old and with all the teachers socially valued. It also demonstrates dimensions silenced nowadays in the Law number 13.415/2017 and its bet on flexibility.

Keywords: Universalization. Initial Training. Work Conditions.

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Enseñanza Secundaria en las escuelas públicas de Brasil: las desigualdades y desafíos regionales

Resumen

El artículo aborda, en las cinco regiones de Brasil, la universalización de la Enseñanza Secundaria, el entrenamiento inicial y las condiciones de trabajo de los profesores. La discusión fue realizada basada en indicadores educacionales disponibles en la Investigación Nacional de Amuestra por Domicilio y en el Censo Escolar. El análisis explicita disparidades regionales en la dimensión universalización del acceso, más reivindicada en las regiones Norte y Nordeste. La formación apropiada tiene más apelo en las regiones Nordeste y Centro-oeste. De manera igual, mejores condiciones de trabajo son más solicitadas en las regiones Centro-Oeste, Norte y Sur. Al mismo tiempo, apunta, en las cinco regiones, un contexto lejos del propuesto en el Plan Nacional de Educación (2014-2024). Propone que la cualidad social de la Enseñanza Secundaria solamente va a ser materializada con la garantía de la universalización a los jóvenes de 15 hasta 17 años y con todos los profesores valorizados socialmente. Demuestra las dimensiones silenciadas en el tiempo presente en la Ley nº 13.415/2017 y su aposta en la flexibilización.

Palabras clave: Universalización. Entrenamiento inicial. Condiciones de trabajo.

Ensino Médio em escolas públicas no Brasil: desigualdades e desafios regionais

Resumo

O artigo aborda, nas cinco regiões do Brasil, a universalização do Ensino Médio, a formação inicial e as condições de trabalho dos professores. A discussão foi realizada com base em indicadores educacionais disponibilizados na Pesquisa Nacional de Amostra por Domicílio e no Censo Escolar. A análise explicita disparidades regionais na dimensão universalização, mais reivindicada nas regiões Norte e Nordeste. A adequada formação tem maior apelo nas regiões Nordeste e Centro-Oeste. De modo igual, melhores condições de trabalho são mais solicitadas nas regiões Centro-Oeste, Norte e Sul. Ao mesmo tempo aponta, nas cinco regiões, um contexto distante do proposto no Plano Nacional de Educação (2014-2024). Sugere que a qualidade social do Ensino Médio somente será materializada com a garantia da universalização aos jovens de 15 a 17 anos e com todos os professores valorizados socialmente. Demonstra dimensões silenciadas no tempo presente na Lei nº 13.415/2017 e sua aposta na flexibilização.

Palavras-chave: Universalização. Formação. Condições de Trabalho.



1. Introduction

The access to Basic Education and appreciation of education professionals were contemplated by the Law number 13.005/2014, which approved the Education National Plan (PNE in Portuguese acronym) for decennial 2014-2024 (BRASIL, 2014). The goals 1, 2, 3 and 4 are aligned to the obligation and gratuity of Basic Education for 4 to 17 age range, marked in the Federal Constitution through the Constitutional amendment number 59/2009 (BRASIL, 2009). It is about a significant conquest which makes Child education obligatory for children from 4 to 5 years old, and ratifies the obligation of Elementary School to Brazilian who belongs to the age group from 6 to 14 years old. On the other hand, the High School remains unnecessary for young people from 15 to 17 years old, appropriate age to attend it. The Law previously mentioned only will be appropriate for young people from 15 to 17 years old, “if there were not inequalities to access the school, the discontinuous itineraries and the distortions in the educational system scope” (SILVA, 2015, p. 370).

When considering the young people who attend the High School, we glimpse offering them “educational conditions for intellectual learning, which propose dense reading time, laboratories, space for leisure, art and culture” (FRIGOTTO; CIAVATTA, 2011, p. 620). These demands bring new challenges to teachers. It is also important provide appropriate conditions in material terms and subjective dimensions to them (OLIVEIRA, 2014). The goals 15 to 18 of the National Education Plan (PNE in Portuguese acronym) become prominent. They deal with training and work conditions¹ of teachers, considered essential when discussing educational professional appreciation (FÓRUM NACIONAL DE EDUCAÇÃO, 2017).

Universalization and appreciation are dimensions absolutely necessary for public policies aligned to promote the offer of High School with social quality². Articulation between broader social relations and the intra-school dimensions accommodates the concept of social quality of High School. The right to High School with social quality constitutes a big challenge to the State, when considering Brazil with its regional asymmetries and social inequalities (DOURADO, 2013). More specifically, it demands doors opened for everyone, mainly for young people from 15 to 17 years old, teachers graduate in the subject that they teach and with carriers and work conditions worthy, based on the integral human training³.

1 Based on Oliveira and Assunção (2010), the notion of working conditions designates the set of resources which makes possible to perform the teacher's work, involving physical facilities, materials and inputs available, equipment and means of achievement for pedagogical activities. It also involves elements relative to the teacher's carrier in the scope of employment relations, highlighting the employment relationship, the remuneration and the working hours.

2 Social quality concept acquiesce articulation between extra and intra-school dimensions. “Extra school dimensions are about cultural and socio-economic conditions, rights, obligations and warranties. Intra-school dimensions are about conditions of: a) offering, management and work organization in educational institutions; b) appreciation, training, professionalization and pedagogical action; c) school and academic access, permanency and performance” (FÓRUM NACIONAL DE EDUCAÇÃO, 2017, p. 19).

3 Training that allows the young people “understanding wide and critically both the society where they live and the way in which the work they perform is structured, bearing in mind to build more human and equal ways to produce and live” (KRAWCZYK; FERRETTI, 2017, p. 40).



Centrality, since the Law number 9.394/1996 - LDB (BRASIL, 1996) was promulgated, which attributes to the High School the statute of Basic Education stage, was in the attempts to reformulation of the curriculum and makes evident disputes on the sense and purposes of the High School. At the same time, it expresses that other dimensions were silenced. The sanction of the law number 13.415/2017⁴ (BRASIL, 2017) gains prominence nowadays, bringing propose for amendment that relaxes “the school time, curriculum organization and content, the offer of educational services (agreements), teachers’ profession and responsibility of the Union and the States” (KRAWCZYK; FERRETTI, 2017, p. 37). The law previously mentioned puts spotlights once again on the High School curriculum and withdraws the High School universalization and teacher appreciation from the center of discussions.

From these reflections, this text approaches the five Brazilian regions emphasizing the intra-school dimensions, central for a High School with social quality: High School universalization, teacher training and work conditions in state schools⁵ based on the goals 3, 15, 17 and 18 of the National Education Plan (PNE), approved by the Law number 13.005/2014 (BRASIL, 2014). In order to contribute with the necessary discussion on the last stage of the Basic Education, within the domain of changes brought by the Law number 13.415/2017 (BRASIL, 2017), we problematized: what are the configurations and perspectives to the universalization and to the High School teachers’ initial training and work conditions who work in State schools in the regions of Brazil?

Empirical subsidies for the problem mentioned were searched in the National Research by Household Sample (PNAD in Portuguese acronym) and in the Basic Educations Census, mostly on the Net Frequency Rate (NFR in Portuguese acronym) and educational indicators *Training Adequacy* and *Teaching Effort*, also on the goals of National Education Plan. Data were collated with the bibliographic production regarding to the study theme.

To analysis of regarding to the social quality of High School in the five regions of Brazil, we used theoretical-methodological assumptions of immersion in qualitative and quantitative data in order to go further the immediate comprehension of the last stage of the Basic Education. We search for understand universalization and teachers’ appreciation of High School in articulation with broader determinations. According to Mainardes (2014), it suggests apprehend the processes and structures; in other words, their more general conditions.

2. *Universalization of High School*

Instable training routes appear among young people who belong to the age group from 15 to 17 years old who are outside the school or retained in the Elementary School. An ideal situation would be that where everyone who is in the appropriate age is in the

⁴ It changes a set of laws, mainly the Law guidelines and bases of national education (LDB in Portuguese acronym), and institutes the Development policy for Implementation of Full Time High School.

⁵ This work focuses on the analysis of aspects of access and of teachers’ appreciation in State schools. State administrative dependency holds nearly to 85% of enrollment in this stage of Basic Education.



High School. In this case, the Gross Frequency Rate (TFB in Portuguese acronym) and the Net Frequency Rate (TFL) would be 100%. It is important highlight that the first indicator points to the percentage of young people enrolled in the Basic Education, and the second one to the percentage of enrolled in the High School. Table 1 allows evaluate the access of population from 15 to 17 years old to the High School in the five regions of Brazil.

Table 1 – Resident population from 15 to 17 years old, enrollment in the High School and Gross Frequency Rate (TFB) and Net Frequency Rate (TFL) – Geographic Regions - 2013/2015

Year	Localization	Population x1000	Total enrollment	TFB (%)	TFL (%)
2013	North	1,061	779	84.1	45.8
2013	Northwest	3,231	2,312	83.1	47.6
2013	Southwest	4,149	3,447	85.9	65.1
2013	South	1,410	1,147	83.2	62.4
2013	Midwest	792	630	83.7	59.9
2015	North	1,089	789	84.8	49.5
2015	Northwest	3,250	2,214	83.1	50.0
2015	Southwest	4,117	3,353	86.9	67.8
2015	South	1,404	1,102	84.6	61.6
2015	Midwest	778	618	84.4	60.7

Source: Developed by the author based on data available in Brasil (2015; 2016).

Data express that in all the regions near to 15% of young people with appropriate age to attend the High School were not at school. The Northwest region calls attention with a Gross Frequency Rate at 83% in 2013, repeated in 2016. It announces that year after year 552 thousand of young people from 15 to 17 years are kept outside the High School. The North region presents the same situation with Gross Frequency Rate (TFB) at 84.8%, and 166 thousand young people excluded from the school in 2016. At the same time, a significant number of young people who do not study still remain in the other regions.

In 2015 all the regions were far from the universalization of school attendance for the age group from 15 to 17 years old. The Southwest region with the Gross Frequency Rate (TFB) at 86.9% presented to be nearest to the goal of 100%. The universalization was indicated for 2016, and it was not materialized. In 2016 in the five regions, only 8.7 million of these young people were enrolled in the Basic Education (BRASIL, 2016). It was about, and still is, a step necessary for all the regions to bring everyone to school, quickly.

Examining the Net Frequency Rate (TFL) enlarges the analysis when allows infer that less than half of young people from 15 to 17 years old who live in the North and Northwest regions are not enrolled in the High School. It explains that when summed up those who are outside the school or *retained* in the Elementary School, total reaches nearly to 550 thousand and 1.6 million of young people resident in the North and Northwest regions, respectively, absent from the High School. It is possible infer that the regions mentioned present more young people with appropriate age to the High School are retained in the Elementary School. The South and Midwest regions with Net Frequency Rate (TFL) near to 60%, and the Southwest close to 70% present better situation, but still worrisome.



When collating all the regions, data reveals that 4.3 million young people who belong to the age group from 15 to 17 years old were not enrolled in the High School. It makes explicit the persistency in the last years the occurrence in all the regions of approximately 1.5 million young people from 15 to 17 years old outside the school, and repeatedly 2.8 million of them are retained in the Elementary School. These Brazilian lose the opportunity to live integrally their adolescence, and they define themselves morally, intellectually and socially through oriented experiences in this period (NOSELLA, 2011).

Yearly, the reedition of near to 1.5 million young people who belong to the age group from 15 to 17 years old do not attend any school is incompatible with the social quality we wish for Education. At the same time, mentioning that many of them possibly remain retained in the Elementary School is paramount. Data reveals a great debt with young people in all the Brazilian regions. It shows a significant numbers of young people from North to South disabled to appropriate scientific knowledge historically produced, “deep contradiction before the science and technology present in daily life” (FRIGOTTO; CIAVATTA, 2011, p. 620). As a possibility, the goal 3 of the National Education Plan must to gain visibility and being materialized. It establishes “universalize until 2016 school attendance for all the population from 15 (fifteen) to 17 (seventeen) years old and raise, until the period of validity of this PNE (National Education Plan), the Net Rate of Enrollment in the High School to 85% (eighty five percent)” (BRASIL, 2014).

When considering that the young people in the age group from 15 to 17 years old belong to the school, attending preferentially the High School, we ask, based on Saviani (2013), what are the limits and possibilities to the Brazilian State assume the duty of warrant this right to everyone. In contrast, in 2016, the South region presented a decrease in the Net Frequency Rate (TFL), and other regions presented a shy increase when compared to 2013. The North region presented 3.7% increase. It is a small increase, when considered how far from the national goal is, the 85% in 2024. Similarly, the Northwest and Southwest regions presented increases near to 2.5%, and the Midwest region an increase beneath than 1%. We highlight that whether the tendencies were kept, the regions will not reach the 85% of Net Frequency Rate (TFL) proposed by the goal 3: in other words, many young people who belong to the age group from 15 to 17 years old will continue retained in the Elementary School or excluded from school.

There are million young people who do not attend the High School in the appropriate time, and they do not enjoy the more delicate cathartic moment of their lives, when the value of autonomy blooms, which is the freedom for positioning. Based on Gramsci, Nosella (2011) defends that the High School must be attended and completed by all the young people from the age group from 15 to 17 years old, period of the juvenile life in which basic values are consolidated: *humanism*, intellectual self-discipline and moral autonomy; they are fundamental for future specialties.

In contrast, we do not glimpse ensure the right to the access to the High School in the next years for all the young people from the age group from 15 to 17 years old resident from North to South with the Law number 13.415/17 (BRASIL, 2017). The watchword evidenced from 2016, based on the changes containing in the provisional measure MP number 746/16, transformed with some changes in the law mentioned is *relaxation* (KRAWCZYK; FERRETI, 2017). Universalization of the High School is not the agenda. The



High School reform nowadays is not compromised to “assure the right for each Brazilian, providing Education with the same quality standard for all the population” (SAVIANI, 2013, p. 755). The urgency for those who proposed the High School reform, according to Motta and Frigotto (2017, p. 355), may deny “the bases of sciences which allow the young people understand and master the working of the world of things and the human society.”

On the other hand, the legal understanding that all the young people belong to the school implies decrease the distance between the Basic Education proclaimed as right, and the responsibilities of the federated entities to provide “the means for the right mentioned become effective. This is why understanding the Education is a citizen right and a duty of State was imposed” (SAVIANI, 2013, p. 745).

Three tenths of the validity was already gone. The first objective of the goal 3 was not reached and suggests, in all the regions, more intensely in the North and Northwest ones, “effectivity to the universal public school flag, obligatory, free and laic” (SAVIANI, 2013, p. 745). Enlarging the enrollment in the High School with the Net Frequency Rate (TFL) suggests, according to Kuenzer (2011, p. 675), “effective investment in policies that integrate training, carrier, remuneration and decent working conditions”. These conditions are necessary to face a historical reality of scarcity, inadequacy and de-professionalization of the teacher, “based on severe impacts on the quality of the High School” (KUENZER, 2011, p. 675).

3. Teacher initial training

Enlarging the Net Frequency Rate (TFL) to 85% in all the regions implies increasing the number of teachers graduate in the subjects they teach. It demands problematizing the Education Professional appreciation, understanding as involved in articulated way training, remuneration, carrier and work and health conditions (FÓRUM NACIONAL DE EDUCAÇÃO, 2017). In reference of initial training, the limits are evident, as the table 2 shows.

Table 2 – Academic training of teachers of High School regarding to the Region – 2013/2016

Year	Region	Total	Higher Education	(%)	Education ⁶ degree ⁷	(%)
2013	North	35,706	33,929	95.0	32,527	92.0
2013	Northwest	124,372	107,504	86.4	102,107	82.1
2013	Southwest	227,760	217,117	95.3	195,223	85.7
2013	South	82,734	77,375	93.5	73,488	88.8
2013	Midwest	37,342	35,038	93.8	30,414	81.4
2016	Norte	37,719	35,754	94.8	34,272	90.9
2016	Northwest	127,710	114,849	89.9	108,184	84.7
2016	Southwest	231,655	219,378	94.7	201,394	86.9
2016	South	83,450	78,331	93.9	74,716	89.5
2016	Midwest	39,670	36,785	92.7	30,626	77.2

Source: Developed by the author with data from Brasil (2016).

6 It includes courses for pedagogical complementation.

7 We choose the term Education Degree because the word Licenciatura is not common in English Language, and considering the particular Education structure in Brazil.



We realize in the years 2013 and 2016, a significant percentage of subjects in all the regions, who teach in the High School with Higher Education Degree, but not in Education field. Data regarding to 2016 expresses the possibility of 15.3% and 22.8% of teachers in the regions Northwest and Midwest, respectively, teach even not being teachers, because they are not graduate to exercise the teaching. Near them there is the Southwest region; with better percentages but still worrisome there are the North and South regions, which presented near to 10% of non-graduate teacher in the High School.

Based on the Law of Guidelines and Bases of Education number 9.394/96 - LDB (BRASIL, 1996), without Education degree they are not considered teachers, as disposed on the subsection I of the article 61 and on the *caput* of the article 62:

Teacher training to work in Basic Education will occur in Higher Education, in Education course, full under graduation, in universities and higher education institutes, admitted as minimum training to exercise teaching in Child Education and the 5 (five) early years of the Elementary School, that offered in High School level in *normal modality*⁸ (BRASIL, 1996).

To the shiver of law, the lack of teachers with appropriate training to teach in the High School is evident. At the same time, the decreased number of teachers with Education Degree is highlighted in the period analyzed in the North and Midwest regions. Other regions registered a shy increase. Only the under graduation in a determined course in Higher Education is not enough. We consider a *High School teacher* those who have an Education course as academic training. Even better: all the teachers in the High School have to have diploma in the subject they teach.

In this context is based the propose of the goal 15 of National Education Plan (PNE), when announces assuring “that all the teachers of the Basic Education have to have specific training in Higher Education obtained in Education course in the knowledge area that they work” (BRASIL, 2014). The teacher with under graduation in the subject that he or she teaches, gains visibility. In this scope and in order to contribute with materialization of the goal 15, the National Institute of Educational Studies and Researches Anísio Teixeira (INEP in Portuguese acronym) builds the *Indicator of adequacy of teacher training of Basic Education*. With legal documents as reference, it distributed the teacher based on their training in five groups, as shown in the frame 1.

Frame 1 - Categories of adequacy of teacher training regarding to the subject they teach

GROUP	DESCRIPTION
01	Teachers trained in Higher Education in Education field in the same subject they teach, or under graduation in the same subject with pedagogical complementation concluded.
02	Teachers trained in Higher Education in the same subject they teach, but not in Education field or pedagogical complementation.
03	Teachers trained in Higher Education in Education field but in a different subject they teach; or Higher Education under graduation in subjects of common curricular base and complete pedagogical complementation in a different area that they teach.
04	Teachers with training did not consider in the previous categories.
05	Teachers who do not have the Higher Education degree.

Source: BRASIL (2016a, p. 5).

⁸ Normal modality was the course addressed to training teachers for Child Education and Five early years of Elementary Education in the Previous Law of Guidelines and Bases of Education.



When considering the announced by the goal 15, the proportion of teachers in the group 1 could be the measure used to follow it (BRASIL, 2016a). Based on the indicator mentioned, the table 3 allows to picture out a significant percentage of professionals, in all the regions, who do not have appropriate training.

Table 3 – Percentage of teachers in the High School by indicator group adequacy of teacher training, according to the State administrative dependency - Brazil – 2013/2016

Year	Scope	Group 1	Group 2	Group 3	Group 4	Group 5
2013	North	62.8	0.4	28.3	5.6	2.9
2013	Northwest	45.6	0.8	31.6	9.3	12.7
2013	Southwest	61.9	6.9	20.2	7.1	3.9
2013	South	64.8	1.0	23.1	3.9	7.2
2013	Midwest	47.9	9.4	30.7	6.6	5.4
2016	North	57.2	0.4	27.0	12.4	3.0
2016	Northwest	50.2	1.1	33.6	7.3	7.8
2016	Southwest	65.6	4.2	19.6	6.4	4.2
2016	South	69.8	0.7	20.2	3.0	6.3
2016	Midwest	48.7	11.4	26.2	6.8	6.9

Source: Developed by the author with data available in Brasil (2016a).

Data expresses that almost half of teachers of High School in the State administrative dependency of Northwest and Midwest regions do not have training in Education field in the same subject they teach, or Higher Education in the same subject with complete pedagogical complementation course. On the other hand, but not least worrisome, in 2016, the North, Southwest and South regions, respectively presented 42.8%, 34.4% and 31.2% of teachers in the same conditions. The presence of teachers trained in subjects different from those they teach is significant from North to South. This reality already had been pointed by Kuenzer (2011, p. 671), when alerted that “only 53% of teachers who work in the High School have training compatible with the subject they teach”.

Data shows that, to reach the goal 15, increase significantly the number of teachers trained in the subjects under their responsibility is necessary in all the regions of the country. On the other hand, in 2016, the North region presented a worrisome decrease of 5.6% in relation to 2013. The Midwest region presented an increase of 0.8%, when reached 48.7%. A larger movement is verified in the Northwest region, which reported 4.6% more in 2016, in relation to 2013. In the same way, the Southwest and South regions presented, in the same period, increases of 3.7% and 5.0%, respectively.

The jumps could be higher in the five regions, when considering how far from the national goal they are: 100% of training compatible with the Group 1 in 2024. We infer the need of policies for training that overcome the strong presence of teachers trained in determined subject or area, who “work in a different area, many times to complete the work hours” (DOURADO, 2016, p. 39).

Further the lack of teachers, we ask about the quality of the teacher training (KUENZER, 2011). The Education courses may not consider the young people who attend and will do the last stage of Basic Education. In the initial training is important foresee “pedagogical knowledge, comprehending articulation among theoretical-practical studies, research and critical reflection, enjoyment of previous training and experiences in teaching institutions” (DOURADO, 2015, p. 308). To the future teacher, we suggest a dive “in the universe of school and the classroom and that strength her/himself through solid



theoretical and practical training” (SILVA, 2015, p. 72). In this scope, we highlight the strategy 15.6 of the goal 15, which points to “promoting the curriculum reform of Education courses and encourage pedagogical renovation” (BRASIL, 2014).

The absence of under graduate teachers and the training quality suggests questioning the urgency of the High School reform expressed by the Law number 13.415 (BRASIL, 2017). Based on Motta and Frigotto (2017, p. 358) we ask about the urgency and relevance to “invest in the human capital in order to reach greater productivity; modernizing the curriculum structure, relaxing by knowledge areas; and improving results of school performance”. The absence mentioned may be related to the carrier, to the low level of remuneration and to the excess of work periods, groups, classes and students. Will not be the universalization of the High School the appropriate training and work conditions for the teacher most relevant and urgent? We highlight the centrality of work conditions, considered essential when discussing Education professional appreciation (FÓRUM NACIONAL DE EDUCAÇÃO, 2017), and similarly forgotten by those who proposed the High School reform, which consider it urgent to unlock the barriers that prevents the economic growth (MOTTA; FRIGOTTO, 2017).

4. Work conditions of teacher

In the scope of work conditions, employment relations are of interest, highlighting the kind of relations. Work journey, remuneration and training linked to the carrier (PINTO; DUARTE; VIEIRA, 2012). It is important that Education policies were articulated in all the regions of Brazil, to assure “[...] higher time remunerated for teaching at schools, allowing development of greater bonds with their work, and then greater time for dedication to education of these young people” (OLIVEIRA, 2010, p. 275). These understanding is corroborated by Saviani (2011, p. 16), when emphasizes that is not possible to equate properly the educational issues without face simultaneously “the matter of work conditions in the exercise of the teaching work”.

In the Educational National Plan (PNE), aspects regarding to the work conditions are diluted in different goals and strategies. The goal 18⁹, in its strategy 18.1, highlights the concern with the teacher work relations, when propose

structuring the public networks of Basic Education in order to, until the third year of validity of this PNE, ninety percent, at least, of respective professionals of teaching [...] being occupying positions of effective¹⁰ provision and exercising their work in school networks at they are linked to (BRASIL, 2014).

⁹ “Assuring in two years, the existence of carrier plans for teachers of Basic Education and public higher education of all the systems, and to the carrier plan of professionals of the public basic education, take the national minimum wage professional level, defined in federal law, according to the subsection VIII of the article 206 of the Federal Constitution” (BRASIL, 2014).

¹⁰ Teachers approved in public examination.



Starting the teaching carrier at High School is still far from what is preconized in this strategy. Table 4 demonstrates the number of teachers effective in the High School in the State network teaching in Brazilian regions.

Table 4 – Effective teachers of High School, State administrative dependency – Regions – 2013/2016

Year	Scope	Total	Effective	%
2013	North	30,838	21,980	71.3
2013	Northwest	100,337	61,267	61.1
2013	Southwest	179,187	145,058	80.1
2013	South	70,358	40,063	56.9
2013	Midwest	29,182	16,131	55.3
2016	North	31,719	23,618	74.5
2016	Northwest	102,428	64,230	62.7
2016	Southwest	179,736	131,261	73.0
2016	South	70,466	41,275	58.6
2016	Midwest	30,679	15,825	51.6

Source: Developed by the author with data available in Brasil (2016).

Data pointed that in the Midwest region almost 50% of teachers of High School are not approved in public examination, but they are hired, mostly temporary, further out-sourced or *Celetista*¹¹. The South and Northwest regions are near to the 40%. In their turn, the North and Southwest regions present better numbers, but still have more than 25% of their workers hired in precarious way.

When presenting a significant number of teachers with temporary contracts in persistent way in the five regions, we make evident, based on Oliveira (2006), certain precarious conditions in aspects related to the work conditions offered. Temporary contracts are deprived of work and social security warranties, and because they do not assure the same rights and warranties for effective teachers, become “even more acute the frame of instability and precarious work conditions” (OLIVEIRA, 2006, p. 216). Teachers who do not belong to the effective frame are excluded “from the complexity of dynamics of school and of relations inside it, due to their transience, it limits their participation and involvement in the construction the school education project” (CAMARGO *et al.*, 2006, p. 260).

On the other hand, a stable carrier become the teaching profession more attractive when enables, according to Camargo *et al.* (2006, p. 260), “greater assurance to perform their work, because they are not subject to firing at the end of licenses, contracts or the year.” Based on these authors, we infer that work instability, starting in a teaching carrier defined and the possibility to carry out their work with safety suggest better perspectives to the conditions of offer of a social quality High School.

The significant number of teachers of the State public High School in all the regions with temporary contracts may be *explained* by the economical dimension. There is a straight link between the kind of contract and the remuneration of professionals of Education. Temporary teachers have lower remunerations. In all the

11 Work relations regulated by the Brazilian Workers law consolidation.



regions of Brazil, effective teachers are not properly remunerated, even less the temporary ones (OLIVEIRA, 2006).

Appreciate the High School teachers would be the natural policy option of a State (Union, States of the Federation and the Federal District) absolutely compromised with the social quality of this stage of Basic Education (KUENZER, 2010). When considering 414,865 teachers who teach in State schools in the Brazilian regions (BRASIL, 2016a), we hope they are effective and have appropriate work conditions, as suggested by the Law number 11.738/08 (BRASIL, 2008), which institutes the National Professional Minimum Wage (PSPN) for workers in public education of Basic Education trained in the High School level, in the *Normal modality*, for a maximum journey of 40 (forty) week hours. In the composition of the work journey we detach the maximum limit of 2/3 (two thirds) of workload to perform the activities of interaction with students.

Nevertheless, a survey performed in 2016 by the National Confederation of Education Workers (CNTE in Portuguese acronym) makes explicit that the mentioned law is not obeyed in the Minimum wage and extra class journey from *North* to *South* by six states of the federation: Amazonas, Goiás, Maranhão, Paraíba, Rio Grande do Sul and São Paulo. We also highlight that obey the Minimum Wage Law has reported loss to the teachers carrier, then offending the constitution (art. 206, V) that advocates appreciation to the Education professionals through carrier plans that attract and maintain the workers in public schools, contributing to improve the quality in Education (CNTE, 2016). Obeying the Law number 11.738/08 leads to the goal 17, which proposes “appreciating professionals of teaching in public networks of Basic Education in order to equate their medium income to other professionals with equivalent training/education until the sixth year of validity of this PNE” (BRASIL, 2014).

To Masson (2016, p. 161), “teacher’s wage equalization to other professions is indispensable condition for activity and permanence in the carrier, because it is the matter which more determinate the young people’s choice, although it is not enough”. The author highlights that teacher remuneration has gotten better with approval of the Minimum Wage Law (PSPN in Portuguese acronym). On the other hand, she points that many states of the federation have considered the minimum value as the maximum one.

Teachers’ appreciation suggests building a National Education System (SNE in Portuguese acronym), with wide collaboration of the states of the federation to use their autonomy to appreciate their teachers. It is important that federated entities of all the regions of Brazil, in articulated way and in collaboration regime could consolidate objective conditions that create opportunities for its implementation (GOUVEIA; PINTO; CORBUCCI, 2011). This condition is necessary to overcome this adverse turnover context of teachers, multiplicity of work relations, and the consequent extension of the teaching work journey, in opposition to the social quality of the Brazilian High School (KUENZER, 2010).

At the same time, salary value with assurance of satisfaction for basic needs from their month wage received from the teaching network that is linked can allows, for example, which teachers of the High School could dedicate to a *single* school, and have available time to prepare their classes. To Saviani (2011, p. 16), the quality of the pedagogical work is lifted with “full time work journey in a single school with time to prepare classes, supervise



studies of students, participate of the school management and meetings of the school and attend to the community.”

In this scope, INEP built the indicator *Teaching Effort*, which measures the effort made by teachers in Brazilian Basic Education exercising their profession (BRASIL, 2016b). It considers the number of work shift, schools and stages of work, further the number of students in Basic Education, and articulate it to the work journey. The frame 2 presents the description of levels based on empirical distribution of variables.

Frame 2 – Levels of Teaching Effort

Level	Description
01	Teacher who has until 25 students and works in a single shift, school and stage.
02	Teacher who has between 25 and 150 students and works in a single shift, school and stage.
03	Teacher who has between 25 and 300 students and works in two shifts, a single school and stage.
04	Teacher who has between 50 and 400 students and works in two shifts, in one or two schools and two stages.
05	Teacher who has more than 300 students and works in three shifts, two schools and two or three stages.
06	Teacher who has more than 400 students and works three shifts, two or three schools and two or three stages.

Source: BRASIL (2016b, p. 6).

Despite the attempt to cover the two stages of Basic School, we consider the indicator *Teaching Effort* presents limits to understand the High School. What the level may be the measure used to follow the strategies of the Plan (PNE), regarding to the aspects of work conditions in the High School? The levels 05 and 06 express clearly the intensification of the teaching work¹². Data presented in the Table 5 shows *teaching effort* in State schools of High School in all the Brazilian regions.

Table 5 – Percentage of teachers who work in the High School by the levels of the indicator teaching effort, according to localization and State administrative dependency - Brazil – 2013/2016

Year	Region	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6
2013	North	1.7	5.2	20.7	40.8	18.6	13.0
2013	Northwest	0.8	7.8	27.5	39.4	15.6	8,9
2013	Southwest	0.5	7.3	20.4	47.1	16.5	8.2
2013	South	0.7	6.7	15.6	49.9	20.1	7.0
2013	Midwest	0.5	5.7	26.4	43.6	17.0	6.8
2016	North	2.0	5.1	20.4	43.1	17.6	11.8
2016	Northwest	1.1	7.9	26.8	40.2	15.3	8.7
2016	Southwest	0.6	7.7	20.1	47.3	16.4	7.9
2016	South	1.0	6.4	14.9	51.0	19.6	7.1
2016	Midwest	0.7	5.8	27.8	44.1	15.1	6.5

Source: Developed by the author with data from Brasil (2016b).

We highlight that in the North region, in the interregnum 2013 to 2016, near to 30% of teachers of High School of State schools were concentrated in the levels 05 and 06. The regions Northwest, Southwest and South were near to 25%. With better numbers, but similarly worrisome, there is the Midwest region. Data reveals an extensive journey and intensive in all the regions. Working in more than one school, in three shifts and

12 To Oliveira (2006), intensification of teaching work results in enlargement of the work journey and significant increase of responsibility that teachers had with recent reforms. Based on the author, intensification of teaching work may be intensive, with enlargement of functions/tasks; and/or extensive, with enlargement of the work journey.



with many students from different stages of Basic Education is part of the daily routine of a significant parcel of teachers in the last stage of the Basic Education in State schools. Data make explicit the persistency of great concentration of teachers, mainly in the North region, with more than 300 students and working in three shifts, in two or three stages. We picture that teaching effort is high in daily routine for a significant parcel of teachers in the last stage of Basic Education from *Oiapoque to Chuí*¹³.

Dedication to a single school and not exhaustive journeys seems not to be a reality for teachers at High School. On the other hand, their conquest results, according to Camargo *et al.* (2006, p. 273), “in a satisfaction that further to promote conditions to offer a teaching with quality, it avoids damages on the worker health and allows time for those who are interested in complement the processes for professional training.” As counterpoint to an extensive and intensive work journey, with many schools, shifts, students, stages, variables that compose the indicator *Teaching Effort*, we highlight the strategy 17.3 of the Education National Plan (PNE), which incorporates the conquests from the Law number 11.738:

Implementing in the scope of the Union, States and Federal District and municipalities, carrier plans for professionals of teaching of public networks of Basic Education, observing criteria established by the Law number nº 11.738, July 16th 2008, with gradual implementation to obey the work journey in a single school (BRASIL, 2014).

Materialization of what was proposed by the goals of the National Education Plan (PNE) might represent higher social appreciation to the teachers (MASSON, 2016). We still consider the complexity of the High School curriculum, with thirteen compounds distributed in twenty five week classes and the limits of a teacher to fulfill his/her workload in a single establishment. However, based on Camargo *et al.* (2016), build the possibility for teachers of state schools of High School dedicate themselves to a single school is linked to all the dimensions of education professionals’ appreciation: in other words, it is articulated with training, carrier, remuneration and work conditions.

Discussion on the aspects of work conditions are aligned to the social quality of the High School. Alves and Pinto (2011, p. 633) remind that the conquest of a public school with quality pass by an appropriate work journey, that contemplates “hours for extra class work to be fulfilled at school and encourages exclusive dedication for teaching, and preferably in a single school.” To this component, the authors incorporate the appropriate remuneration. According to the authors, when equated these two components, “although not enough, conditions necessary to a quality jump in Basic School would be given” (ALVES; PINTO, 2011, p. 633).

In the High School scope, indicators visited showed that social quality is to be conquered in all the Brazilian regions. At the same time, as possibilities, in the perspective of social quality of High School (KUENZER, 2010), without disregard their matters, we emphasize the National Education Plan (PNE), which points, in the goals that concern

¹³ Both are towns in Brazil border, at the North and South regions, respectively.



to the universalization of the access and education professionals appreciation, also virtuous perspectives to the last stage of the Basic Education.

Changes in the High School cannot ignore “that schools do not have basic conditions for institutional work, even for teachers exercise their work, offering decent learning conditions to the students” (KRAWCZYK; FERRETTI, 2017, p. 38). The matter of social quality in the High School, placed in the center of discussions with much intensity by the sanction of the Law number 13.415 (BRASIL, 2017), will not be solved with the curriculum relaxation proposed. The reform in the Law silences, in aspects absolutely indispensable, the social quality of the High School, which requires an integral training. As accent, the purpose for curriculum relaxation does not offer a path towards the training mentioned. It ignores that its conquest from *North* to *South* suggests a High School for everyone, in a “context in which teachers’ social prestige is consolidated” (MORAES, 2017, p. 424).

Curriculum relaxation proposed does not accomplish to “assure the right of each Brazilian, providing an Education with the same quality standard for all the population” (SAVIANI, 2013, p. 755). Changing the teaching for better is necessary in the search for social quality. Data suggests a hopeful path in all the regions would be the universalization of the access, mainly for young people from 15 to 17 years old, and become the teaching into a socially attractive profession. The path chosen by the mentors of the reform may be the less promising. The emphasis of arguments of the proposers is to approximate “the last stage of the Basic Education to a mercantile vision of public school and contradict its public character, inclusive and universal one” (SILVA; SCHEIBE, 2017, p. 28). Dimensions of social quality of High School were not ruled.

5. Considerations

In this article we search for problematize the dimensions of social quality of High School: *universalization, teacher training and work conditions* and the challenges to materialize the goals 3, 15, 17 and 18 of the National Education Plan (PNE).

In the scope of the universalization of the access, there is quantitative problem to overcome: repeatedly, near to 4.3 million young people from 15 to 17 years old do not attend the High School from North to South. Near to 1.5 million young people with appropriate age to attend the High School are outside the school. The Northwest region calls attention in 2016 because kept 552 thousand young people from 15 to 17 years old without studying. Similar situation is in the North region, with 166 thousand young people excluded from the school. On the other regions, a significant number of young people who do not study still persist. Social quality of High School requires school attendance for all the people from 15 to 17 years old. Proposed by Law for 2016, the universalization of school attendance still was not materialized in any region, and it is important to prioritize it.

At the same time, social quality demands young people in the High School. Examining the Net Frequency Rate (TFL) enlarges the analysis, when allows infer that less than half young people from 15 to 17 years old who live in the Northwest and North regions are not enrolled in the High School. It makes explicit that summed up those who are



outside the school or retained in the Elementary School, the number reaches near to 1.6 million and 550 thousand young people living in the Northwest and North regions, respectively, absent from the High School. We may infer that the regions mentioned present more young people with appropriate age to attend the High School retained in the Elementary School, and they will have more difficulties to reach the 85% proposed by the National Education Plan (PNE) for 2024.

The South and Midwest regions present better situation with Net Frequency Rates near to 60%, and the Southwest near to 70%, but it is still worrisome. Data shows that all the regions present, except for the South, shy increases in relation to 2013. They reveal that the regions, whether maintaining the tendencies, will not reach what was proposed by the goal 3; in other words, many young people who belong to the age group from 15 to 17 years old will continue retained in Elementary School or excluded from the school. The persistency each year of near to 1.5 million young people who belong to the age group from 15 to 17 years old outside the school, and 2.8 million of them retained in Elementary School do not match with the conquest of a social quality education in Brazil, that we want republican, public, for free and for everyone. We reiterate that, among these 4.3 million young people, near to 2.1 million live in the North, and mostly in Northwest.

In the field of initial training, data shows the extensive effort to materialize the goal 15 of the National Education Plan (PNE) in all the Brazilian regions. When disaggregate data related to the teachers initial training of public State High School, we highlight more accentuated quantitative limits in the North and Midwest regions, expressed by the indicator *Adequacy of teacher training*. It suggests the need in both regions to elevate from near to 50% to 100% the percentage of teachers of High School in state schools with Higher Education training in Education field in the same subject they teach, or Higher Education in the same subject they teach with pedagogical complementation. With better numbers but equally worrisome, the North region will have to present an increase superior to 40%, and the regions Southwest and South, 30% increased between 2016 and 2024. Data shows that, to reach the goal 15, will be necessary enlarge significantly the number of teachers with Higher Education in Education field in the subject under their responsibility, from North to South. Whether the tendency is kept, none region will reach what was proposed in the mentioned goal.

Regarding to the work conditions, when considering the number of 414,865 teachers in 2016, educational indicators visited reveal barriers related to the professional appreciation to whom teach in the High School in state schools in Brazilian regions. Data pointed that the Midwest region present almost half their teachers is not effective. Near to it there are the South and Northwest regions. The North and Southwest regions present better number, although there are more than 25% of teachers hired in precarious way. Data also shows state networks in all the regions that do not obey the Law Number 11.738 (BRASIL, 2008) in the question basic wage and workload.

We detach that, from North to South, the High School live with teachers who work in many schools, with many students, stages and shifts. Even with limits of the indicator *teaching effort*, data indicates a significant percentage of teachers in state schools with more than 300 students, who work in three shifts, two or three schools and two or three stages in the five regions. However, it also makes regional inequalities evident. The North



region presented near to 30% of teachers of High School of state schools concentrated in the levels 05 and 06. Near to 25% appear the regions Northwest, Southwest and South. With better numbers but similarly worrisome there is the Midwest region. Data makes evident an extensive and intensive journey in all the regions.

Brazil has a great debt with young people and with professionals of Education. The dimension universalization of access is more required in the North and Northwest regions. On its turn, appropriate training has greater appeal in the Northwest and Midwest regions. At the same time, the conquest of better work conditions is more required in the Midwest, North and South regions. Without disregard regional inequalities, the commitment and concretization of the goals 3, 15, 17 and 18 of the National Education Plan (PNE) are shown as fundamental from North to South. Social quality of High School only will be materialized with all the young people at school, attending the High School, and the real Education Professional Appreciation, consubstantiated in appropriate training, remuneration, carrier and work conditions.

Materialization of social quality of the High School suggests more financial resources for Education, and not the opposite. We consider equally fundamental the institutionalization of a National Education System and applying 10% of the gross domestic product (GDP) in public education, prevised in the National Education Plan (PNE), articulated with the goals related to the universalization of access and appreciation of the teacher who work in High School in state schools. Only with all the teachers appreciated and with prestigious and solid theoretical training we may glimpse the assurance of the social right for every young people to conclude the High School in all the regions of Brazil. These dimensions are silenced by those who defend the Law 13.415/2017.

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Recebido em 26 de setembro de 2017.

Aceito em 03 de janeiro de 2018.



