

## ARTICLE

### TEACHER EDUCATION: WHICH PLACE DOES IT HAVE IN TEACHER INSERTION IN TECHNICAL SCHOOLS IN THE HEALTH FIELD?<sup>1</sup>

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**ABSTRACT:** Introduction: higher secondary technical professional education (HSTPE) is really present in the health field, considering the great number of technical workers. Nevertheless, there are weak policies regarding teacher education. Objectives: 1. analyze which the selection criteria and methods are, regarding the education requirements as teachers and 2. connect teacher education to some aspects of the conditions of work. Methodology: a study with a dialectical and historical approach, involving document and field research. Ten (10) schools that offer technical courses in the field of health in São Paulo state took part in the study. Five (5) of these schools are public ones and the others are private, and they include branches of the Etecs - Centro Paula Souza, EtSUS, Senac, and other private schools, not only in the capital but also in the countryside of the state. The analysis of the course plans, online questionnaires, and semi-structured interviews with teachers and administrators were carried out. Conclusions: although most of the course plans and the managers indicated, primarily, the selection of teachers with a degree, special programs, or other forms of pedagogical training, there is always a dubious, uncertain, and extremely flexible aspect. The relaxed and undermined education for the teaching in the HSTPE contributes to the naturalization and the reinforcement of the aspects that converge to the deterioration of work, which needs to be contextualized, historically, in the relationships between education and the wider processes of reproduction of the capitalist society currently marked by the neoliberal ideas.

**Keywords:** Higher secondary technical professional education, teacher education, health.

### A FORMAÇÃO DOCENTE: QUE LUGAR OCUPA NA INSERÇÃO DO PROFESSOR NAS ESCOLAS TÉCNICAS DA ÁREA DA SAÚDE?

**RESUMO:** Introdução: a educação profissional técnica de nível médio (EPTNM) é muito presente na área da saúde, considerando o grande contingente de trabalhadores técnicos, todavia, há políticas frágeis

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quanto à formação de professores. Objetivos: 1. analisar quais são os critérios e as formas de seleção, no que se refere à exigência da formação como professor e 2. relacionar a formação de professores com alguns aspectos das relações/condições de trabalho. Metodologia: estudo com enfoque histórico-dialético, envolvendo pesquisa documental e de campo. Participaram 10 escolas que ofertam cursos técnicos da área da saúde, sendo cinco públicas e cinco privadas, no estado de São Paulo, contemplando unidades das Etecs - Centro Paula Souza, EtSUS, Senac e outras escolas da rede privada, do interior e da capital. Foi feita análise de planos de cursos, questionários on-line e entrevistas semiestruturadas com gestores e professores. Conclusões: apesar da maioria dos planos de cursos e dos gestores indicarem, prioritariamente, a seleção de docentes com licenciatura, programas especiais ou outras vias de formação pedagógica, há sempre um caráter dúbio, incerto e de extrema flexibilidade. A formação flexibilizada e fragilizada para a docência na EPTNM contribui com a naturalização e o fortalecimento dos aspectos que convergem para a precarização do trabalho, o que precisa ser contextualizado, historicamente, nas relações entre a educação e os processos mais amplos de reprodução da sociedade capitalista atualmente marcados pelo ideário neoliberal.

**Palavras-chave:** Educação profissional técnica de nível médio, formação de professores, saúde.

### **LA FORMACIÓN DOCENTE: QUE LUGAR OCUPA EN LA INSERCIÓN DEL PROFESOR EN LAS ESCUELAS TÉCNICAS DEL ÁREA DE LA SALUD?**

**RESUMEN:** Introducción: la educación profesional técnica de nivel medio (EPTNM) es muy presente en el área de la salud considerando el gran contingente de trabajadores técnicos, todavía, hay políticas frágiles en cuanto a la formación de profesores. Objetivos: 1. analizar cuales son los criterios y las formas de selección, no que se refiere a la exigencia de la formación como profesor y 2. relacionar la formación de profesores con algunos aspectos de las relaciones/condiciones de trabajo. Metodología: estudio con enfoque histórico-dialético, implicando investigación documental y de campo. Participaron 10 escuelas que ofertan cursos técnicos del área de la salud, siendo cinco públicas y cinco privadas, en el estado de São Paulo, contemplando unidades das Etecs - Centro Paula Souza, EtSUS, SENAC y otras escuelas de la red privada, del interior y de la capital. Hecho análisis de planes de cursos, cuestionários on line y entrevistas semiestruturadas con gestores y profesores. Conclusiones: a pesar de la mayoría de los planes de cursos y de los gestores indicaron, prioritariamente, la selección de docentes con licenciatura, programas especiales u otras vias de formación pedagógica, hay siempre un carácter dudoso, incierto y de extrema flexibilidad. La formación flexibilizada y fragilizada para la docencia en la EPTNM contribuye con la naturalización y el fortalecimiento de los aspectos que convergen para la precarización del trabajo, o que necesita ser contextualizado, históricamente, en las relaciones entre a educación y los procesos más amplos de reproducción de la sociedad capitalista actualmente marcados por el ideario neoliberal.

**Palabras clave:** Educación profesional técnica de nivel medio, formación de profesores, salud.

### **INTRODUCTION**

Higher secondary technical professional education (HSTPE) as a form of basic education is very present in the health area, given the large contingent of technical workers. There have been many challenges: facing the contradiction between the intention to train for the Unified Health System (SUS- *Sistema Único de Saúde*), as a public policy, and the predominance of offering and enrolling technical courses through the private network; the striking presence of the technical and market logic of training projects (CORREIA et al., 2022), the current political-legal devices that, based on neoliberal ideas, strengthen this logic, and the policy of lightened training and even the non-training of teachers for Higher secondary technical professional education (MACHADO, 2013; OLIVEIRA, 2006).

In the health area, historically, there have been some training programs for technicians, such as the Nursing Workers Training Project (Profae), nationwide, and *TEC-Saúde*, in the state of São Paulo, which included a component focused on teacher training for HSTPE. They were relevant programs with an emergency nature, but they brought up the issue of the need for teacher training. Furthermore, the area of nursing is the only health area that offers Teaching Diploma Degree. These courses have existed since the end of the 1960s. Currently, three of these courses are offered by public universities in the state of São Paulo, where the study of this article was held.

Considering the significant offer of technical courses in the health area in the state of São Paulo (CORRÊA; SOUZA; CLAPIS, 2021), the offer of nursing teaching diploma degree, the training of teachers by Profae and TEC-Saúde, in previous years, we ask: has the training of teachers for teaching at EPTNM in health been considered in the insertion of teachers in technical schools? When considered, which pedagogical training has been recognized by schools that offer technical courses in the health area, and how do they relate to political-legal provisions? What are the relationships between teacher training and working relationships/conditions in technical schools?

Having as its *locus* public and private schools that offer technical courses in the health area, in the state of São Paulo, the objectives of this study are: 1. To analyze the criteria and forms of selection for the requirement for training as a teacher, described in technical course plans and indicated by managers (mostly course coordinators) and 2. To relate teacher training to some aspects of working relationships/conditions.

## **TEACHER TRAINING FOR S HIGHER SECONDARY TECHNICAL PROFESSIONAL EDUCATION IN THE CURRENT NEOLIBERAL SCENARIO: SOME HIGHLIGHTS**

Teacher training for basic education, including the HSTPE modality, is gaining prominence in the current neoliberal political and economic scenario. As the training of students has been guided by the demands of the world of work reorganized by flexible and deregulated productive forms, as mentioned by Antunes (2015) and the construction of sociability based on individualistic and market values towards strengthening of capital, ongoing educational policies, including HSTPE and teacher training, are strongly restrictive regarding emancipatory training.

The emancipatory training comprises some fundamental aspects that were indicated by Frigotto (2001) such as the articulation of a counter-hegemonic societal project, which implies, among others, criticism of the dominant project centered on market logic and the valorization of equality and solidarity between human beings; technical-professional training linked to basic education and the ethical-political dimension, with an emphasis on the formation of autonomous individuals, builders of democratic, supportive and egalitarian social processes.

HSTPE in the health area, considering its broader relationships within the social totality, involves varied concepts whose implications go far beyond those directly associated with health care:

Under the capitalist aegis, education is responsible for training disciplined and productive professionals for capital. However, in the very spaces generated by the contradictions of the capitalist system, professional qualification can and should, especially when it comes to workers focused on social practices such as health and education, develop concepts that allow the working class to not simply adapt to what exists, whether in their work process as well as in other spheres of daily life. Thus, there are projects in dispute: on the one hand, not adapting the worker to the existing one; on the other hand, creating a trained, obedient, and disciplined worker (PEREIRA; RAMOS, 2012, p. 16).

In Brazil, from the 1990s onwards, the world of work was characterized, among others, by the intensification of forms of labor extraction, an increase in outsourcing, and the dissipation of regulated work, with different forms of precariousness in terms of wages, hours, and organization. Global capital determines the dismantling of social legislation that protects work, to expand the extraction of surplus labor, precariousness, and the annihilation of the social rights of the working class. Public services, including health and education, are also involved in the restructuring process, based on commodification, which significantly affects workers (ANTUNES, 2015).

In this scenario, teacher training policies have become a critical point as they have been based on neoliberal dictates, based on determinations from multilateral organizations such as the World Bank and the OECD, whose focus is the achievement of an education world-class, articulating the foreign interests of big capital with national interests, towards strengthening capital's educational project (SHIROMA; EVANGELISTA, 2015).

Teacher training for HSTPE is part of this broader scenario and also involves specificities. Taking the Law of Guidelines and Bases of National Education (BRASIL, 1996), as a current landmark, some legal provisions, from then on, focused on aspects related to this training (BRASIL, 1997a; BRASIL, 1997b; BRASIL, 1999; BRASIL, 2012; BRASIL, 2017a; BRASIL, 2021; BRASIL, 2022). Therefore, such devices highlighted the need for teacher training for this type of teaching but recognizing a diversity of training paths that range from the work of monitors and instructors with experience in the specific area, through special training programs to teaching diploma degrees, *lato sensu* and *stricto sensu* postgraduate programs, also including in-service training and recognition of renowned knowledge.

We highlight the recent CNE/CP Resolution n° 1, of May 6, 2022 (BRASIL, 2022) which establishes the National Curricular Guidelines for the Training of Teachers in Higher secondary technical professional education (HSTPE) which, for the first time in a specific document, show guidelines for teacher training for this type of teaching, however, only compiling the countless possibilities that had already been indicated, maintaining the exacerbated flexibility.

Furthermore, considering the possibility of teaching diploma degree, the same document previously indicated (BRASIL, 2022) refers to Resolution CNE/CP n° 02/2019 (BRASIL, 2019) which specifically deals with the training of teachers for basic education, replacing the resolution currently in force CNE/CP n° 02/2015 (BRASIL, 2015), strengthening the education and teacher training project based on concepts aimed at private interests that oppose a solid public training project from an emancipatory perspective. Among other concepts and propositions, Resolution CNE/CP n° 02/2019 proposes compliance with the National Common Curricular Base for Basic Education (NCCBBE - *Base Nacional Comum Curricular para a Educação Básica*), and the devaluation of the intellectual autonomy and investigative capacity of teachers, with a focus on pragmatic professional practice, supported by the contribution of skills (ANPED, 2019).

Therefore, in this troubled scenario, we can understand the place of teacher training in in the Brazilian political scenario, which ultimately reveals its historical construction, in the context of capitalist society, marked by welfare, due to the structural duality (separation of general training and professional training, according to the division of doing/thinking, considering the social class to which the student belongs), to the priority attention to the logic of the market, and to the notable insertion of the private network in the offer of courses, including the use of public resources, which, in fact, in the health area, is a very serious problem.

In addition to this fragile scenario, it is worth considering the problem of teaching work at HSTPE, including the health area, with precarious working relationships and conditions that tend to strengthen in the current political-economic and social scenario. Since the 1990s, in Brazil, in the neoliberal scenario, political and legal movements have been strengthening towards the precariousness of labor relations. An important milestone was Law 9.601/98 - regulated by Decree number. 2.490/98 which provides for the Employment Contract for a Specific Time – being one of the forms of work flexibility (NETO, 2016), in addition to the current labor reform underway through Law number 13.467, of July 13, 2017 (BRASIL, 2017 b).

No further contextualization will be made in the political-legal developments that have been outlining precarious labor relations, as part of the capital's productive restructuring movement, with the weakening of labor rights. Given the objective of this study, the intention is not an exhaustive analysis of this dimension, but only to make some relationships between teacher training and aspects of precarious work, which involve teaching working conditions<sup>2</sup>, including, from the perspectives of the interviewees, within the scope of HSTPE.

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<sup>2</sup>It starts from the concept of working conditions in general, present in Marx's work that deals with the work process [...] working conditions are not restricted to the level of the job or workplace or to the carrying out of the process of work, that is, the process that transforms inputs and raw materials into products, but also concerns employment relations. Working

## METHOD

This article is part of the research “Training of mid-level technical health workers in the state of São Paulo: problems and challenges in the context of the SUS” – with funding from Fapesp – Process n° 2019/06374-6. It has a historical-dialectical focus, involving documentary study and field research. Ten schools participated, including five public and five private, based on the following criteria: having offered, in the last five years (considering the initial year of research development in 2020), at least one of the courses that are among the most offered and have the highest number of enrollments in the state: nursing, radiology, pharmacy, nutrition and dietetics (CORRÊA, SOUZA, CLAPIS, 2021). Schools belonging to Etecs – Centro Paula Souza and the Network of Technical Schools of the SUS (EtSUS), Senac, and other private schools were included, covering the capital and the interior.

Seven technical nursing course plans were analyzed (two from public schools, considering that there is the same plan for the different Units of both networks included); two from the private sector radiology technical course; two nutrition and dietetic technicians (one from a private school and the other from a public school) and a private sector pharmacy technician plan and a public school oral health technician plan. The last one was included because it has a significant offer in both RetSUS schools. In the course plans, specific information was sought about the presence or absence of criteria that schools adopt for selecting teachers.

Questions related to the training and work relationships of teachers who work in the technical courses in focus were also analyzed, based on an online questionnaire answered by the managers of the courses/schools (mainly coordinators some technical managers, and principals, according to the local structure), in 2021. In this questionnaire, there is a question focused on how teachers are selected, and, about employment, the intention was not to quantify how many teachers from each school fit into a given employment relationship but to have general information about the forms of contract that the institution adopts, as well as the presence or absence of pedagogical training of teachers, as relevant data for selection. Semi-structured interviews were also carried out with managers and teachers, with this article focusing on statements that specifically refer to working relationships and conditions. As the study interviews were being conducted, issues relating to these aspects were made very clear and had an impact on the training processes, the focus of this article. The interviews were concluded when the data obtained allowed a broad overview, also considering diversities, denoting that they were sufficient, even if not exhaustive, for the intended analysis.

Considering the questionnaire and interview phases together, 23 managers participated (10 from the private sector and 13 from the public sector) and 23 teachers were also interviewed. Regarding the employment relationship of managers in public schools, eight public employees were governed by the CLT (consolidation of Brazilian labor laws); two statutory public servants, two with commissioned positions, and one without a formal employment relationship. Seven also work elsewhere. Regarding employment in private schools. The 10 professionals had a CLT contract. Regarding teachers, 10 from public institutions and 13 from private institutions also participated. From the public sector, six have a CLT public employee contract with an indefinite contract and three have a fixed contract, four are without a formal employment contract (they are paid by the hour/class). From the private sector, six with a CLT contract (indefinite period) and four without a formal employment relationship (involving service provision, verbal agreement, hourly/class payment). Three teachers from the private sector and nine from the public sector also work in another job, either in health services or a higher education institution. This distribution between public and private is probably related to the fact that, in the private sector, precisely those who have a CLT contract and work more in the classroom (and not in internships), with exclusive dedication, were interviewed. In other words, access to them was easier. Two teachers

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conditions refer to a set that includes relationships, which concern the work process and employment conditions (ways of hiring, remuneration, career and stability) – Dictionary of GESTRADO entries – UFMG (OLIVEIRA, 2010).

from the private network are retired from working in the health service, one of whom previously worked in both places and the other started working as a teacher after retirement.

Most teachers had higher education in nursing, including 14 managers and 18 teachers. Among the other managers, there was the participation of a social worker, two nutritionists, a pharmacist, two radiology technologists (one of them also graduated in physical education), and three others with initial training outside the health area, but with specialization courses and/or master's degree in the area. Only one of the coordinators does not have any training in the health area. Among the teachers, in addition to the nurses, there was a psychologist, two pharmacists, a nutritionist, and an educator. The priority participation of nurses is justified given that it is the course with the largest offer and enrollment, which also affects the number of teachers.

At the time the research was carried out, and regarding the teaching training of the interviewed managers: the majority (eight) have a teaching diploma degree in nursing and nutrition and dietetics; five have a specialization in teaching in higher education; one has a specialization in health teaching and a specialization in management in professional health education - EtSUS (which included a pedagogical training module) and four have no pedagogical training. We mentioned here, the initial course that teachers have. Some, for example, in addition to a nursing teaching diploma degree, completed specializations, such as Profae pedagogical training. One of the teachers with a nursing teaching diploma degree completed a higher education course in pedagogy. As for the teachers interviewed: the majority, eight, had a degree in the area – of nursing and psychology; five had specialization in teaching at HSTPE (special programs); three with pedagogical training from the institution where they work equivalent to a teaching diploma degree; two have a specialization in health teaching, one is currently studying a pedagogical specialization, one is studying pedagogy, one is a pedagogue as initial training and two have no pedagogical training.

Access to managers occurred through the search for information via websites and initial contacts made with the institution, at the time of the invitation to participate in the research. Subsequently, course coordinators were asked to provide a list of the school's teachers. From there, teachers were contacted, and interviews were then carried out to the extent that they had accepted. Meetings with managers were in person, except in one situation, and with teachers, remotely, with only one being in person, at the teacher's request. All interviews, except the one with one of the coordinators of the private network, were recorded and transcribed. The interviews ended as soon as the speeches explained clarifying points, considering the objectives of the study, as well as the representation of diversity: public and private networks, areas of knowledge, and diverse work relationships. It was not possible to interview radiology professors, despite attempts to contact them. One of the nutrition and dietetics technical course coordinators and another nursing technician in the private sector did not send the professors' contact details.

The data from the course plans and the questionnaire are presented descriptively and a thematic analysis of the interviews was carried out (BARDIN, 2016). The systematized data, as a whole, are linked to the political-legal provisions regarding the training of teachers for basic education, specifically, for HSTPE, as well as the current configurations of the world of work marked by precariousness.

Thus, the proposal is to get considerations that take teacher training and working relationships/conditions as articulated and inserted in the concrete totality (KOSIC, 1976), which does not mean knowing all its aspects, but through mediations, apprehending contradictions that make it possible to approach some dimensions that always engender conceptions of the world present in actions, in the sense of praxis.

This study was approved by the Research Ethics Committee of the Ribeirão Preto School of Nursing, University of São Paulo, with Opinion number 4.169.926, with participants signing the Informed Consent Form (ICF).

## **TEACHER TRAINING IN THE INSERTION OF TEACHERS IN EPTNM IN THE HEALTH AREA AND ITS RELATIONS WITH PRECARIOUS WORK**

The plans for technical nursing courses belonging to three public schools (same education network) and four private schools (two included in the same network) indicate the nursing teaching diploma degree as a priority to be considered in the selection of teachers. In the three public and two private institutions mentioned, it is specified that the nursing teaching diploma degree is in a specific professional area and in three of these private schools, followed by the nursing teaching diploma degree, training in special programs is indicated. In one of the plans for the nutrition and dietetics course belonging to the public school, the requirement for a teaching diploma degree in the professional area is also explicitly indicated and, in the same course at a private institution, this indication mentions the recommendation that teachers should be qualified for teaching in basic education.

In the selection of teachers, the technical course plans in the oral health of the two public schools that are part of the same network indicate the teaching diploma degree (without specification of area), followed by the special pedagogical training program. Training in a teaching diploma degree or a special training program in the professional area is also indicated in the radiology technical course plan of one of the private institutions that offer it, despite the lack of a degree in this area.

Training in an undergraduate course in the specific area, with a master's or doctorate, is recommended in two public technical schools (both from the same network) and three private schools (two from the same network) that offer technical courses in nursing; in a public institution that offers oral health technicians and in a private institution that offers radiology technicians. In the plan of one of the nursing courses at a private school, the focus is on postgraduate – specialization – in teaching (without specifying whether the focus is on HSTPE).

In one of the private schools that offers the technical course in nursing, the only criteria mentioned for the selection of teachers are graduation and professional experience in nursing, with preference given to those who have a *stricto sensu* postgraduate degree in the specific area, considering the content in which will be responsible.

Regarding the same course, two other public schools that are part of the same network do not include the requirement for pedagogical training. There are also no criteria specified for teacher selection. However, in the nominal list of teachers, there are some with a teaching diploma degree in the area and others without pedagogical training, but with a master's or doctorate (not specific to the educational area).

The pharmacy technical course plan of one of the private schools also does not mention the requirement for pedagogical training, with only higher education in pharmacy and professional experience being indicated as criteria for teacher selection. In the same direction, regarding the radiology course, in another private school, only graduation in the professional area of the respective course and experience in professional education and the job market are indicated.

Even the course plans that indicate the need for pedagogical training also include the possibility of professionals only having a degree in the area, associating some plans with teaching experience. Even the nutrition course of a public school, it is emphasized what is called “notorious competence”.

In all plans, except three for nursing technicians (one belonging to a private school and two to public schools in the same network), there is an offering of “continuing pedagogical training”, “in-service teacher training”, “pedagogical training”, with the aim of both supplying situations in which only graduates are selected and providing continuing education.

In the questionnaire answered online by managers, mostly coordinators of technical courses, they agree with the information described in the course plan and the answer provided by the manager regarding the school's requirement for pedagogical training. However, in one of the radiology and nutrition and dietetics courses in the private sector and one of the nursing technician courses in the public sector, despite the course plans indicating the requirement for pedagogical training, the coordinators inform that there is no such requirement. In two public schools that are part of the same network, managers point out that pedagogical training is a criterion that must be met in the selection of teachers for the technical nursing course, which differs from the plans analyzed.

In the technical courses in nutrition and dietetics and pharmacy – both from a private school belonging to the same network – and in one of the radiology courses in the private network, the coordinators inform that the teachers working do not have pedagogical training, considering the

following options: teaching diploma degree (in the area of knowledge or another), special training program, pedagogical specialization, degree in pedagogy, other.

Currently, in the health area, since the end of the 1960s, the nursing teaching diploma degree in nursing has been offered as an undergraduate course that is integrated with a bachelor's degree, mainly in public universities. There have already been offers of teaching diploma degree in nutrition and dietetics areas; however, this training path has now been terminated. There is no teaching diploma degree offered in the areas of dentistry and pharmacy.

Considering the role of bachelors in technical schools, special teacher training programs were widely used as a possibility for HSTPE in health, mainly from Profae, regulated by the now-extinct Resolution CNE/CEB n° 02/97 (BRASIL, 1997). Such programs continue to be maintained in current legislation.

All course plans that indicate a teaching diploma degree or special pedagogical training programs also indicate the possibility of acting for graduates who do not have pedagogical training. This peculiarity is related to the weaknesses of the political-legal devices that contemplate the most varied possibilities, explicitly including the absence of pedagogical training.

The provision of in-service training is mentioned both in the course plans and by the coordination/direction, which demands to be better explored in their purposes and conceptions regarding teaching, mainly in the case of the health area which, in general, places great emphasis on valuing professional practice, especially in the care area. This situation is common in the different areas where technical workers work. This situation can lead to the reduction of teaching to the pragmatic sphere.

These notes are in line with the policies and legislation that refer to teacher training for HSTPE. All course plans analyzed, except one, followed the 2012 HSTPE Curricular Guidelines, which remained in force until the beginning of 2021 (BRASIL, 2012). Only one of them was based on the current Curricular Guidelines for Professional and Technological Education (BRASIL, 2021).

In the 2012 Guidelines, in article 40, it is emphasized that initial training for teaching at HSTPE takes place in undergraduate courses and teaching diploma degree programs or other forms and, among other aspects, one of the paragraphs indicates the possibility of recognizing knowledge professionals and certification of teaching experience that can be equivalent to teaching diploma degree which presupposes the work of professionals with only graduate students.

Despite focusing on teaching diploma degrees, this legislation (BRASIL, 2012), as well as the current Professional Education Guidelines (BRASIL, 2021) and teacher training for HSTPE (BRASIL, 2022) promote openings that weaken teacher training. This weakening was even more accentuated in the Resolution that preceded that of 2012: Resolution CNE/CEB 04/1999 (BRASIL, 1999) which referred to preparation for teaching, in this order: in service, in teaching diploma degree, or special programs. In any case, the course plans continue to point to the provision of in-service training for those who do not have pedagogical training.

The possibility of higher secondary technical workers working in teaching is indicated in one of the technical courses in nutrition and dietetics. Currently, within the state of São Paulo, Deliberation CEE 207/2022 (SÃO PAULO, 2022) indicates Curricular Guidelines for Professional and Technological Education in the Education System, presenting details in close dialogue with the Guidelines for Professional and Technological Education (BRASIL, 2021) and with the Guidelines for teacher training for the HSTPE (BRASIL, 2022), expressing broad flexibility for those who are considered qualified for the HSTPE

In the scenario defined so far, the policy of non-training (OLIVEIRA, 2006) is strengthened. The Curricular Guidelines for Professional and Technological Education (BRASIL, 2021) that replaced the 2012 legislation still explain the teaching diploma degree for teaching, as well as the possibility of a *lato sensu* postgraduate specialization course, of a pedagogical nature, with a focus on teaching in professional education. However, in the case of professional qualification courses - which are part of the training itinerary - the role of instructors at higher levels is recommended, which reduces the understanding of teaching to the domain of knowledge specific to a given professional area, the knowing how to do, to the detriment of solid training in the educational field.



The changes foreseen in the current counter-reform of higher secondary education are also significant, which strengthen the logic of the market, with the fragmentation of the training path into itineraries, public-private partnerships, and the insertion of professionals without training for teaching, with an emphasis on the well-known knowledge that, until then, was not included in Brazilian educational legislation regarding basic education. These changes contrast with those of previous years based on the concepts of comprehensive training, integrated secondary education, and polytechnics (MACHADO, 2021). These changes strengthen the lack of commitment to the full right to education for the working class (RAMOS, 2017, p.46).

Thus, despite the legal provisions, even with weaknesses, including pedagogical training for teaching at HSTPE – which is also present in most course plans – and in the information of most participating managers, teacher training for this teaching modality, in the specificity of the health area, still has limits that need to be considered based on a broader understanding of teaching at HSTPE within the basic education scenario in Brazil.

Regarding the specific legislation on teacher training for basic education, which guides teaching diploma degree, Resolution CNE/CP 02/2019 (BRASIL, 2019) is in force, which replaced Resolution CNE/CP 02/2015 (BRASIL, 2015), marking an advance by the conservative camp in defending the maintenance of neoliberal premises, far from the construction of a nation with social equality and justice (BAZZO; SCHEIBE, 2020). This could mean that even courses with the potential for emancipatory training, offered in the case of health and nursing, mainly at public universities, are threatened by instrumental pedagogical proposals that demand resistance movements.

EPTNM is not specified in Resolution CNE/CP 02/2019 (BRASIL, 2019), but teaching diploma degree aimed at this modality of basic education are included in this legislation, which is pointed out in the Guidelines for teacher training for HSTPE (BRAZIL, 2022), recently approved. Furthermore, CNE/CP 02/2019 (BRASIL, 2019) maintains the proposal for teacher training for already graduated students, which can be linked to the training of teachers for HSTPE, considering the problems of bachelor's degree students. Therefore, understanding the intentions of this resolution, in the current political scenario, as well as participating in the movements that have been made in the fight against this legal provision, by organized collectives remain essential, such as Anped, and Anfope, among others.

Public basic education in Brazil shows the State's option for an education that is articulated to the needs of reproduction of dependent and subordinate capitalism, which demands that the majority have little knowledge of simple work and the minority knowledge of the complex work demanded by the capital. This also implies that each person internalizes that there is legitimacy in the position assigned to them in an unequal society (BOMFIM, 2010). For this logic, it is not necessary to invest in pedagogical training that promotes analysis of the relationship between work and education.

Kuenzer (2011, p.10) comments that the debate about teacher training has often remained within the limits of the logic of capitalist reproduction, without the necessary understanding of its ideological character, generating the belief that a good training path will lead to good teacher practice. This idea distances from the understanding that training materializes in concrete conditions that are part of the capitalist mode of production.

Then, in the working conditions/relations, the questionnaires answered by managers refer to the selection methods and employment relationships of teachers who work at the school, as shown in Box 1.

Box 1 - Methods of selection and employment of teachers working in technical courses – health area, in public and private schools, state of São Paulo, 2022.

School	Course	Method of selecting teachers and employment relationship according to school managers
Public Schools 1, 2 and 3 (These schools are part of the same network)	Nursing	Selection by public competition and public selection process; bond – Consolidation of Labor Laws – CLT (CLT public employee)
Public School 2	Nutrition and Dietetics	Selection by public competition; bond – CLT public employee
Public Schools 4 and 5 (These schools are part of the same network)	Nursing and oral health	School 4 - Selection by invitation, indication of SUS managers, according to school prerequisites; bond - temporary contract for service provision; School 5 - Selection through the public selection process; contract – guest teacher without employment contract
Private School 6	Nursing	Invitation and no employment relationship
Private School 7	Nursing	Private selection process; bond – CLT contract
Private School 7	Nutrition and Dietetics	Private selection process Lack of response regarding bond
Private School 7	Pharmacy	Private Selection Process; bond – CLT contract
Private School 8	Nursing	Private Selection Process; bond – CLT contract
Private School 9 * Schools 8 and 9 belong to the same network.	Nursing	Private selection process and invitation; bond – CLT and Self-Employed contract
Private School 9	Radiology	Private selection process and invitation. Bond – temporary contract for service provision.
Private School 10	Nursing	Private Selection Process; bond – CLT contract
Private School 10	Radiology	Private Selection Process; bond – CLT contract and temporary service provision contract

Source: Created by the author (2022)

Regarding selection methods, in one of the public networks, only one course mentions competitions exclusively, considering that the teaching staff has been complete for many years. Other public-school managers also point to competitions but include selection processes. In one of the public schools, there is even an invitation, given the organizational specificity of this school, which belongs to RETSUS (decentralized classrooms). In all private schools, except one that exclusively indicates an invitation, selection processes are mentioned, also with invitations.

When asked questions about the structural conditions of work, the interviewees referred to their employment relationships and those of fellow teachers. In the questionnaire that was answered by coordinators, principals, and technical managers (Table 1), there was information about some bonds characterized by precariousness; however, in the interviews, the topic came to the surface more clearly, showing its magnitude.

It is about this corpus that some systematizations are presented, initially based on empirical categories, allowing an approach to the materiality of the relationships, and working conditions experienced by teachers and coordinators as concrete workers who deny, adapt, reproduce, or even worry individually, which shows a distance towards a praxis of resistance and struggle in favor of another reality regarding the training and work of teachers.

## THE DIVERSITY OF EMPLOYMENT BONDS TOWARDS THE INTENSIFICATION OF PRECARIZATION

In both the public and private sectors, the methods of contracting are varied. In public institutions within the *Centro Paula Souza*, despite the existence of the CLT public employee, some are hired for an indefinite period and those who are hired for a fixed period. In the public network, in the case of ETSUS, professionals are included who simultaneously work in the SUS and there is no employment relationship with the training institution. In the private network, there are CLT contracts,

but also methods of temporary contracts for the provision of services, including verbal agreements, according to interviewees from the same private institution. Despite the absence of exact quantitative data (quantity of teachers with precarious working relationships in each school), there are statements that, between the lines, the number of teachers with temporary or other precarious contracts is large:

(...) there is the determined and indeterminate, in the determined, he is hired for 2 years (...) the contract is over, I think it will be renewed for another 6 months, then we... then the person needs to leave (...) And it's been like this for a long time, you know, teachers come and go, come and go, come and go, right? Why isn't there a public tender, right? (E27).

What we call PF [Individual Person] is a temporary contract, so we have a big spreadsheet (...) it's almost an Olympic torch because there are, I don't know, more than 50 teachers (...) who already provided services (...) They do not have any type of bond (...) (E6).

We have eight, nine [REFERRING TO THE NUMBER OF TEACHERS WHO HAVE A DETERMINED CONTRACT]. But then the group is renewed a lot (...) Undetermined (...) in 11 (...) (E4).

At this moment we are reducing the number of teachers (...) It was decided that only working CLT teachers, and house teachers (...) for internships go what we call an invitation letter (...) We don't hire a letter of invitation to work on the theoretical block because there wouldn't be enough time to explain the methodology (...) he would end up entering the classroom without knowing how to evaluate, knowing how to plan. They go to an internship because at the internship they already have a spreadsheet with a checklist literally of what the student can do, and what they cannot do (...) (E7).

There are teachers with employment contracts. I think it even must be, because how can there be a school that doesn't have anyone registered? Teacher [NAME OF TEACHER] has already been registered, [NAME OF TEACHER] has already been registered, but you don't know the criteria either, I don't know what it is (...) (E8).

We have no connection whatsoever. No, it's just verbal. All the time, until today (...) (E10).

However, [SCHOOL NAME] has working hours restrictions to pay the teacher. There is the amount of X (...) and it is nothing more than the hourly workload to pay a teacher, (...) Hourly, paid by the hour, there was no CLT contract, nothing like that (...) (E11).

We have a decree that is time/class. <sup>3</sup> So, our projects that have payment for teachers, we work with this hour/class decree (...) also having a limit, which is 40 hours/month (...) This happens, at most, for 10 months. So there also must be this reshuffling of teachers. He doesn't have a contract (...) So he doesn't have a bond, he doesn't sign a contract, he doesn't have a bond, right? It is renewed because we don't have a permanent teaching staff in each school, right? (...) (E20).

(...) a teacher is going to take a vacation, she's going to have to hire another one (...) then they... hire her, then they call her PF [Individual Person] (E26).

(...) I started as a PJ, self-employed, here at [SCHOOL NAME] during these two years, then RPA [SELF-EMPLOYED PAYMENT RECEIPT] (...) Now I'm a CLT (E37).

(...) we have CLT teachers and service provider teachers. So, normally the teacher comes in as a provider (...), and depending on the progress of the classes, then we have this... let's say, promotion to CLT (E38).

Regarding determined contracts, the phenomenon of temporary hiring, without the need for public competition, is present in the history of Brazilian education, having been provided for by law since

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<sup>3</sup> The Decree n° 53.882, of December 23, 2008 updates the Decree n° 41.830/97 (Assembléia Legislativa do Estado de São Paulo – Legislative Assembly of São Paulo State). The 1997 document indicates that the servant of the State direct administration, duly qualified, which works as teacher in the subsectorial and sectorial bodies, human resource training centers and SUS/SP-partner institutions, will be qualified to fees, which values will be calculated as lesson time.

the 18th century, aimed at meeting the needs of exceptional public interest. This phenomenon, in recent decades, is linked to neoliberal logic to reduce the expenses of the state machine, considering that the Federal Constitution presents this possibility (FERREIRA, ABREU, 2014). As already mentioned, the Labor Reform, recently approved, expands the range of contractual flexibility.

Some points need to be highlighted, based on the statements: the absence of public competitions; the organization of the work process based on the teacher's contract, with the theoretical activities intended for those who are permanent and the internships, in the case of the nursing technician course, reserved for service providers, which denotes different values for theory and practice, taken in a disjointed way, far from the concept of praxis; the understanding that some teachers can start as service providers, with the CLT bond being a promotion that can be achieved (E37 and E38).

These statements need to be related to the scenario of precarious work as already pointed out, with the aggravating factor that, in the HSTPE in the health area, in previous historical periods, the situation of teaching as an unregulated activity was already common, which was favored by the predominance offering courses through the private network. Focusing on one of the public networks that is also present in this study, research carried out by Souza (2004) already commented on the teaching profession no longer being statutory, with a lack of stability and full retirement, in addition to the possibility of unemployment if there are no classes, which was recurrent in the interviews in this research, which will be shown in the following category.

## THE PRECARIZATION OF WORK RELATIONSHIPS FROM THE TEACHER'S VIEW

The issue of teaching scores is explicitly indicated as generating insecurity, even in situations where teachers have an indefinite employment contract:

At [NAME OF SCHOOL] (...) even though I've been there for 14 years (...) the last teacher might not get to class, understand? (...) I'm never the first [REFERRING TO ORDER OF CLASS ASSIGNMENT]<sup>4</sup> (E 16).

The following statement shows how dubious it is to deal with the temporary contract: the teacher initially seems to just adapt to what is offered in the job market, but ends up also referring to insecurity due to instability:

I don't see big problems now, and I understand a little more what is happening in the job market, I don't see so many problems [REFERING TO PRECARIOUS WORK] But still, it brings insecurity (...) I don't know if there will be stability (...) it doesn't take advantage of some benefits it could have (...) it's complicated (E15).

Other teachers, despite the precarious contractual condition strongly observed in the institution, do not notice differences in their activities, which shows a more individualized positioning. Despite showing commitment to teaching, they do not raise questions about the broader issues of the world of work that school workers go through:

Today we have an average of 10 CLT teachers, 40 in total, 30 providers (...) he is the only teacher here at the institution, no matter how he was hired (...) (E34).

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<sup>4</sup> The CEE/TEPS Resolution n° 23, of September 17, 2015, which rules on the allotment of classes in State Technical Schools of the Centro Estadual de Educação Tecnológica Paula Souza, points that the teacher classification is part of the procedure for the allotment of classes. The classification aims to indicate the position of the teachers in relation to the others, ranking them in a descending numerical score, obtained by the measurement guided by objective and uniform criteria for all the Technical Schools. The academic, technical and artistic production, the professional experience at CEE/TEPS and the aspects of attendance, punctuality and efficiency in fulfilling the duties are considered acquired knowledge. Moreover, there is the elaboration of distinct classification lists, considering the licensed and graduated teachers and those hired for a fixed or indefinite period.

(...) We go through the selection process normally, in the same way (...) the only difference is the notice, which says that it is a temporary contract (...) we participate in all meetings, in all ... of all the... the lectures, it's as if we were permanent staff at the school, there's no difference (E24).

Some teachers and coordinators who do not have precarious employment perceive limits imposed by the existence of temporary teachers, with the following being pointed out: difficulty in maintaining solid teamwork, lack of knowledge mastery, and understanding teaching as a mere “side job”.

On the one hand, there are also statements with a strong emphasis on the individual teacher, with, explicitly and between the lines, individual accountability to the detriment of the policy scenario that strengthens precariousness. On the other hand, other statements capture, in a certain way, even with adaptive limits, the perversity of the temporary contract and its relationship with institutional decisions. Also, in the private sector, there is reference to the relationship between number of enrollees and employment contracts of teachers, that is, working conditions linked to the economic dimension:

(...) they stay for two years and are released (...). This really gets in the way at times because we understand that the team has to be solid and be united in the same objective (...) (E18).

(...) The indeterminate (...) take what is left (...) Many of them do not know the content (...) (E25).

(...) he thinks that teaching is a job (...) So, I think that this teacher who has this thought is bad (...). They are self-employed (...) That's why for some it's like: 'I'm going to make some money' (E31).

(...) we see a lot of good people wanting to come to school (...) but they don't come (...) Nobody is going to leave a job that is registered to go to our school on a two-year contract. When the teacher comes, it becomes a side job, (...) when he starts to get into the school routine and starts to learn, it becomes cool, the contract expires (...) we needed to have permanent teachers (...) We would like everything to be competitive because this change is bad for both the student and us (E 29).

(...) that all teachers become CLT, because we end up losing good professionals who end up leaving over time, because they are service providers (...) for the enrollments we have today, what we have is already enough, so if there are more, a larger number, we'll increase the number of teachers in the house (...) (E38)

Also, regarding the interviewees' views on the precarious working conditions of teachers, there are statements that, despite pointing out limits, focus on favorable views that show probable attempts at justification or even adaptations. In this sense, one of the statements comments that he understands that teachers do not have the desire to guarantee formal work in the technical school, maintaining an individual focus; another, despite recognizing the limits of an ETSUS that is organized without a fixed staff of teachers, understands that renewal can be favorable, in a probable justification, presenting, between the lines, the search for resolving the difficulty, without questioning its origins. Also, the concept that associates the service provider's performance with the perspective of the student being inserted into the reality of work is important, even learning to reproduce hierarchical relationships (E9), quite consistent with the instrumental and uncritical perspective of training:

(...) 90% don't want it [REFERRING TO HAVING A WORK CONTRACT] (...) everyone who has a stable job already (...) nobody wants it, because income tax ends our lives (...) (E8).

(...) Permanent teachers, we don't have on staff (...) since the beginning of the beginning of school (...) sometimes that teacher who gave his whole life to the people (...) does not want any more or have other activities. So, you must look for others. It's cool, because new people always come, you know, you're always renewing your teaching staff (...) (E20).

(...) I think it is very valuable, in our view of the student, not to be supervised by the CLT team (...) because then they have the opportunity to deal with other people who have other

styles, who have different didactics, and people who are working in the market (...) 'look, but out there you won't choose your manager, your supervisor, hierarchically your person in charge, the head nurse' (...) if we are dealing with the development of behavioral skills, of solving problems through dialogue, knowledge and hierarchy, you also have to have this outside. So, I think it's very valid to have the service provider's contribution (E9).

In the interviews carried out, teachers and coordinators also referred to other aspects related to working conditions that mark precariousness as highlighted below.

## SCORING SYSTEM, CONTRACT AS MONITOR AND DOUBLE SHIFT

Many teachers from one of the public networks who have a CLT employment contract for an undetermined and determined period also referred to the teaching scoring system that ends up being used in the distribution of classes, bringing greater uncertainty. One of the statements also highlights the need for dual employment experienced by many teachers:

In this case, I'm a public servant, but it's CLT, and if classes end, they end, right? (...) So, we can be sent away, but you can take classes in other cities around here, you know? (E27).

(...) everyone works during the day. There isn't a teacher there who doesn't have another job. So, I think that makes it a little difficult because you don't have a single dedication, right? (...) (E21).

In one of the private networks involved, the interviewees reported that their employment contract does not indicate a teacher, but a professional education monitor, which is in line with some legal provisions, including those currently in force, already indicated in this text, which refer to the performance of instructors and monitors:

Any technical course at [NAME OF SCHOOL] are registered as professional education monitors (...) for technical courses, according to a union classification, which is responsible for the technical courses is Senalba, they are not registered as teachers (E5 ).

(...) I am a PEM, Professional Education Monitor (...) There is no teaching position at the technical level. What changes in practice? Nothing (...) for example, I don't have two holidays a year. I am an employee (...) (E22).

It is not just about considering the pedagogical implications, as acting as a monitor does not include the necessary training for the teaching profession but understanding that there is also an implication associated with labor rights. One of the interviewees refers to Senalba, which was originally known as Secras - Union of Employees in Cultural, Recreational, Social Assistance, Guidance and Vocational Training Entities (*Sindicato dos Empregados em Entidades Culturais, Recreativas, de Assistência Social, de Orientação e Formação Profissional*) - being replaced by SENALBA to better characterize the entities that gave rise to the Union: the S of SESI, Senai, Sesc and Senac and the *Legião Brasileira de Assistência* - LBA (SENALBA, 2022). Other specific studies will be needed to deepen the analysis of these issues.

From what has been exposed so far, the flexibility regarding the requirements relating to teacher training for HSTPE, because of fragile policies, in their developments, end up neglecting the value of teacher training and, in times of neoliberalism, increasingly moving away from more robust training compatible with the emancipatory education proposal. This situation is in great agreement with the aspects highlighted regarding the precariousness of teaching work in this type of teaching, in the health sector.

Among those interviewed, there are many with pedagogical training; however, based on other studies, it will be important to explore the proposals for the courses offered, as there is a risk of the following situation: formally, there are teachers with some teaching training, showing some advances. However, it is necessary to pay attention to the flexibility in the training proposals that accompany the political-legal provisions, the specificities that entail training for teaching in this type of teaching, and the theoretical references adopted.

Precariousness is not a specificity of this type of teaching or the field of health training since other studies have pointed out, for example, the expansion of the hiring of temporary teachers in basic education and its implications. For example, Motta and Leher (2017) comment that the decrease in public competition and the increase in temporary hiring are present in the restructuring of public Basic Education networks in the private scenario. This has involved, in addition to reducing costs, the development of conflicts and competitions generated by the diversity of work relationships, also implying the emptying of the collective character of the category and its political organization.

This emptying of the collective character is greatly aggravated in HSTPE given its historical construction permeated by the work of professionals from specific areas who end up dedicating themselves to teaching, without recognition of the teaching profession, and without professional and political organization. In the interviews, previously systematized, we can observe the predominance of understanding of professional practices developed through the prism of choices and responsibilities from an individual perspective, far from the collective character of teaching work and its relationship with belonging to a social class – those who live from work.

Based on Marx and Mézaros, Antunes (2015, p. 163) expresses:

If the individual is an expression of singularity and humanity is a dimension of universality, class is the mediation that particularizes social beings that experience conditions of similarity, in the world of social production and reproduction. The consciousness of a class is, therefore, the complex articulation, comprising identities and heterogeneities, between singularities that live in a particular situation. This consciousness of the being of work is, therefore, a processual, something in movement (...) It is sometimes closer to the immediacy of its being-in-itself, to contingent consciousness, closer to self-emancipating consciousness, to its being-for-itself that lives as a genre (...) certainly the most difficult, but complex, moment of self-constituting universality.

The analytical and grounded view at the limits pointed out here by the teacher, would require training dense in knowledge and with theoretical references that would enable understanding of the relationships between education and the mode of production in capitalist society. Investments in training are just part of a broader social process, considering the dialectical relationship between education and society.

## CONCLUSIONS

Although most course plans analyzed and managers indicate, as a priority, the selection of teachers with teaching diploma degree, special pedagogical training programs, or other routes of pedagogical training, flexibility is significant in this regard, following the political-legal provisions, in the direction of a policy of non-training of teachers. Emphasis is placed on “training” and in-service training, which can lead to the reduction of teaching to a pragmatic dimension. Thus, there is always a dubious, uncertain, and extremely flexible nature in the indications aimed at the need for pedagogical training for teaching at EPTNM, in the public and private sectors, which needs to be contextualized, historically, in the relationships between education and the broadest areas of reproduction of capitalist society. Under the aegis of capital, the policy of not training teachers for HSTPE becomes coherent.

Facing the tension between training for the market and emancipatory training demands dense training processes for teachers in terms of knowledge that enables them to understand the structural dimensions present in capitalist society and their implications for the education of workers and, in the case of this study, for the health, which contrasts with the predominant instrumental logic present in current political-legal provisions.

The flexible and weakened training for teaching at HSTPE contributes to the naturalization and strengthening of aspects that converge to the precariousness of work characterized by the absence of public competitions; the differentiation of employment contracts between – permanent – classroom teachers and those who follow internships – service providers, which shows different valuations regarding theory and practice, far from the perspective of praxis and contract as monitors. The precariousness of work relationships, given the current situation and policies, is present in both the public

and private sectors, which makes the problems of teaching at HSTPE even more striking, with an emphasis on the health area.

The naturalization of these precarious conditions predominates, whether due to the absence of other opportunities in comparison with subsistence needs or even due to the limited understanding of teaching work by many teachers, based on political and epistemological bases on socio-historical and critical foundations. In this scenario, professional practices are developed through the prism of choices and responsibilities at an individual level, distance from the collective nature of teaching work and its relationship with belonging to a social class, with repercussions on the fragile political organization that prevents struggles for training and adequate working conditions.

There are many interviewees with pedagogical training, which contrasts with other studies and, at first glance, may indicate advances. However, other research should be carried out to understand whether HSTPE specificities are present and, mainly, what theoretical references have been adopted in the proposed training processes. In other words, it is worth reflecting on whether such processes reiterate market dictates or question them, enabling tension between projects that strengthen capital or emancipation.

The considerations made throughout this text strengthen the need to expand and articulate discussions about the training and relationships/working conditions of teachers at HSTPE in the health area, based on theoretical contributions that enable a broad, contextualized view, allowing to understand the HSTPE in the confrontation between projects in favor of capital or the working class, with the necessary implications for the health and education areas.

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## **DECLARATION OF CONFLICT OF INTEREST**

The author declares that there is no conflict of interest with this article.