# The Role of The Social Educator and The Search of Professionalism in Brazil.

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#### **ABSTRACT**

It is proposed to study the learning and contribution of the social educator to human formation and its regulation as a professional of the educational area. It is a study of non-formal education and the role of the social educator, as well as its relationship with public educational policies and socio-cultural phenomena. They aim to present the historical order and evolution of the analysis of public policies and their emergence, as well as their importance not only in Brazil, but also for the world within the field of education. The discussions about the quality of education in Brazil raise questions about teacher education, financing, physical structure of the building, pedagogical practice, socioeconomic profile of the student and school management - elements considered determinants of the quality of education in a school unit. Within the framework of the discussions are the external evaluations as a way of qualifying the schools and the education systems in the country. It is based on the epistemological perspective on education. It is an exploratory and descriptive research, of qualitative approach, according to sociocultural studies, evaluation of public policies; Analysis and description of actions of education. The aim is to verify the extent of public policies to promote dignity in social and ethnic minorities, at national level, in addition to their participation in the emancipation of the individual and the promotion of the quality of life and human dignity.

**Key words:** Educational Policies. Regulation. Public Policys.

## 1. Introduction

Social scientists have developed several arguments about the importance of social policies, especially those related to the welfare states of the twentieth century. Structuralists and functionalists argue that the social policies of modern nations necessarily converge because of the underlying logic of industrialism, while Marxists treat such policies as responses of the state to the requirements of social reproduction of advanced capitalism. However, most students of social policy are more attuned to history and politics. Considerable interest in the independent impact of states in formulating autonomous (local) official social policies and initiatives and their institutional structures can help shape the political processes from which social policies emerge. In turn, social policies, once implemented, transform the policies themselves. Education, the right of all and the duty of the State and of the family, will be promoted and encouraged with the collaboration of society, aiming at the full development of the person, his preparation for the exercise of citizenship and his qualification for work (BRAZIL, 1988). The complexity of the Brazilian federal model, the regulatory gaps in cooperation norms, and the patrimonialism view that still exists in many sectors of public management make the task of educational planning quite challenging. To plan, in this context, implies making commitments with the continuous effort to eliminate the inequalities that are historical in Brazil. To do this, we must adopt a new attitude: to build organic forms of collaboration between the educational systems, even though the norms for federative cooperation have not yet been regulated. Constitutional Amendment No. 59/2009 (EC No. 59/2009) changed the condition of the National Education Plan (PNE), which went from a transitional provision of the Law on Guidelines and Bases of National Education (Law No. 9.394 / 1996) to a constitutional requirement at 10-yearly intervals, which means that multiannual plans should take this as a reference. The plan also came to be considered the articulator of the National Education System, with a forecast of the percentage of Gross Domestic Product (GDP) for its financing. Therefore, the PNE should be the basis for the elaboration of state, district and municipal plans, which, when approved by law, should provide budgetary resources for its execution. The Federal Constitution of 1988 defines, in its Chapter III (Section I, of Education), the roles of each federative entity in the scenario of guaranteeing the right to education: The federal government should organize the federal education system, finance federal educational institutions, and exercise educational and redistributive and supplementary functions in order to guarantee equalization of educational opportunities and a minimum quality standard of education through technical and financial assistance to states, Federal District and the municipalities. The municipalities should act primarily in primary education and in early childhood education; the states and the Federal District, primarily in primary and secondary education (article 211, §§ 1, 2 and 3) (BRAZIL, 1988). The guarantee for education and citizenship is included in our National Education Guidelines and Bases Law No. 9394, of December 20, 1996 (LDBEN), and it is an acquired right of the Federal Constitution of 1988, Chapter III, Art. 205: Education, the right of all and the duty of the State and of the family, will be promoted and encouraged with the collaboration of society, aiming at the full development of the person, his preparation for the exercise of citizenship and his qualification for work (BRAZIL, 1988).

The complexity of the Brazilian federal model, the regulatory gaps in cooperation norms, and the patrimonialism view that still exists in many sectors of public management make the task of educational planning quite challenging. To plan, in this context, implies making commitments with the continuous effort to eliminate the inequalities that are historical in Brazil. To do this, we must adopt a new attitude: to build organic forms of collaboration between the educational systems, even though the norms for federative cooperation have not yet been regulated. Constitutional Amendment No. 59/2009 (EC No. 59/2009) changed the condition of the National Education Plan (PNE), which went from a transitional provision of the Law on Guidelines and Bases of National Education (Law No. 9.394 / 1996) to a constitutional requirement at 10-yearly intervals, which means that multiannual plans should take this as a reference. The plan also came to be considered the articulator of the National Education System, with a forecast of the percentage of Gross Domestic Product (GDP) for its financing. Therefore, the PNE should be the basis for the elaboration of state, district and municipal plans, which, when approved by law, should provide budgetary resources for its execution. About education, due to the discontinuities of propositions throughout the history of Brazilian education, it is commonly said that there was no public policy in the area. This expression, in fact, denotes that the action of the State was little effective in relation to the question. However, it is understood that State action can be shown in a continuous, effective and legitimate way, through structured programs, with large or small impacts depending on the way in which the interests of the actors involved in the political decision-making process. It is possible to conceptualize public policy from a state centric or multicentric approach, considering the monopoly of state actors in the elaboration of policies or the participation of other private and non-governmental organizations in their elaboration, respectively (SECCHI, 2013). Thus, based on the multicentric approach, which includes the multiplicity of actors that participate in this decision-making process, regarding educational policies, it has become increasingly visible the participation of different actors in the definition of the directions of Brazilian education. This also applies to education policies at various levels and levels.

The participation of the social educator in full-time school is only one of the strategies to meet the National Education Plan - PNE, in its goal 6, which aims to provide full-time education in 50% of public primary schools, in order to attend to at least 25% of students at this level of education. This goal is important and bold, requiring a clear delineation of what is meant by full-time education, beyond the extension of the school day, as well as the articulation of this goal with previous ones. In this aspect, Bill 5346/2009 seeks to regulate this profession that has long influenced Brazilian education, which is the responsibility of all society represented by the government, the culture of learning not only formal, guaranteed by the State, and linked to the school, but also the notion of knowledge and non-formal learning, such as common sense, a shared knowledge that we bring with us and we develop according to the historical life, culture and environment.

## 2. The quality of the formal education

The school no longer has only its bureaucratic role, but of transformation of social reality. The formal education is systematized and composed by pedagogical planning of its school and has its foundation regulated by LDBEN N° 9.394 / 96. In its article 26 establishes: Art. 26. The curricula of primary and

secondary education should have a common national basis, to be supplemented in each school system and educational establishment by a diversified part required by the regional and local characteristics of society, culture, economy and of the clientele (BRASIL, 1996). Non-formal education, until the 1980s, was treated as of little importance in Brazil, and is seen as a process designed to reach the participation of specific individuals and groups geared to rural areas. It has also been treated as community-based, in order to transform people's unoccupied time into socialization time, skills enhancement, basic education, and family planning. Most of them attended to adult literacy campaigns, that is, functional literacy (GOHN, 2005). Social policies are aimed at specific clienteles of interests of the moment, excluding the others. The organizers of this policy are the new partners of the state, the non-state public sector. It takes on the negotiation of social conflicts and practices of non-formal education. The education offered has as its objective to meet the needs imposed by globalization, because, now, it needs to be an education that offers quality information and knowledge to be able to compete in spaces without borders where the question of culture needs to be redefined. Moreover, "with the globalization of the economy, culture has become an important space of resistance and social struggle" (GOHN 2005).

Its practice is to build the knowledge necessary to live and meet the demands of society. It is developed, therefore, in specific spaces with the figure of the teacher as subject of teaching and the student as subject of learning. The format in which the process of teaching learning occurs can be quite different from one formal space to another. For Gadotti (2005, p.2), formal education has clearly defined objectives and means and has as main place of occurrence, the school environment. It responds to a normally centralized management that is organized through a hierarchical, bureaucratic structure that acts at the national level. This structure is perceived through the curricula and the oversight bodies of the ministry of education. It is justified to consider educational public policies, based on the National Education Guidelines and Bases Law No. 9394, of December 20, 1996, and according to the UNESCO Report (DELORS, 1998). From these milestones, education presents principles that, in addition to reinforcing increasingly the responsibility on the cognitive knowledge adapted to civilization, since these are the bases of the competences of the future, they also include, in its scope, the social responsibility. Since then, educational policies are considered not only as a permanent process of enriching knowledge, skills and know-how, but also a privileged way of building one's own person, of relationships between individuals, groups and nations. In the contemporary scenario, where the mobility of subjects imposes challenges to societies, the role of education and public policies in education and in dignity is relevant. In the second half of the 1990s, the pillars on which education must be sustained in the 21st century are seen as the Necessary Utopia, because in addition to cognitive knowledge, learning to learn, and skills, learning to do, for the development of humanity, are inserted: learning to live together, or to live together, to learn to be (DELORS, 1998).

Considered broadly, the main conceptions of education can be grouped into five major trends: the traditional humanist conception, unfolded in two parts, religious and lay; the modern humanist conception; the analytic conception, which must be considered in parallel with the productivist conception; the critical-reproductive conception; and the dialectical or historical-critical conception. Each of these conceptions, as a rule, involves three distinct levels, but articulated among themselves. These are: a) the level

corresponding to the philosophy of education; b) the level of education theory, also generally called pedagogy; and c) the level of pedagogical practice. Thus, we postulate that a pedagogical conception is distinguished from another not necessarily because it contains this level and not that level, but often because of the way it articulates these levels and the greater or lesser weight that each of them acquires within the conception.(SAVIANI, 2007)

Such variables lead to or contribute to the quality of education. The size of the school, for example, makes a difference in terms of quality. Smaller schools are easier to manage. Schools with more stable teams and lower teacher absenteeism tend to show better results in terms of quality. The director's profile and type of management can influence the quality of educational processes (CHIRINÉA, A. M.; BRANDÃO, 2015). For the quality of school education to be formed, it is necessary to consider internal and external inputs, as well as their processes within the school units. The concept of quality cannot be reduced only to school performance, nor can it be taken as a reference for a process of accountability and for building a ranking among schools that, in these perspectives, present themselves as a challenge to education, systems public schools, to professionals working in schools, since, in addition to having to initiate educational processes that allow the assumption and strengthening of local identities, attention must also be paid to the plurality of cultures of migrants, which are legitimate and, in turn, influencing and establishing new cultural constitutions in dialogue with local cultures.

In the area of education, two are the state perspectives to be considered. The first of these is the provider State, which acts effectively in the obligatory and free offer of basic education. The other perspective is the Evaluating State, which establishes mechanisms to assess the quality of education delivered in schools and in education systems, based on the same parameters of effectiveness, efficiency and productivity. In the case of education, the State Evaluator measures and evaluates the quality of education using large-scale tests, whose proposal promotes competitive ethos in school units, as well as passing on to schools' responsibility for the success or failure demonstrated in external evaluations. Based on these tests, tables of performance indicators are elaborated, such as the Basic Education Development Index (IDEB), which gathers information collected from the School Census and the performance averages reached in the Education Evaluation System (SAEB) and in the Brazil Test. It is necessary to understand how these dimensions are generated within the schools and how their delineations lead to the educational quality, in addition to the aspects considered by external evaluations and compiled by IDEB. When seeking to contribute with the theme of educational quality, this research aimed to understand the dimensions and dynamics produced within the school that guide or contribute to the qualification of its educational processes. As a parameter of quality analysis, the reference was made to the IDEB and the Quality Indicators in Education, documents elaborated by the MEC / INEP to mark policies, goals and actions that should be undertaken by Brazilian schools in the quest to qualify their educational processes. It should be noted that, while the IDEB is a statistical and quantitative reference of quality, the Quality Indicators in Education are configured in a more reflective perspective, since it articulates the school's own engagement in the struggle for quality improvement. In order to establish parameters for reflection and mobilization of the school, with regard to quality improvement, the Quality Indicators in Education establish fundamental elements called dimensions, namely: educational environment, pedagogical practice and evaluation,

teaching and learning of reading and writing, democratic school management, training and working conditions of school staff, school physical space and, finally, access, permanence and success in school. The IDEB is a statistical indicator, driver of public policies for the improvement of education. Their calculation is based on the length of time students spend in school and the average student performance on standardized tests. The goals of the IDEB are biennial and serve to trace the evolution of the indices of quality education in the country, as well as to mobilize a series of strategic actions of schools and education systems to achieve the established goals. However, these goals are related only to the means of academic performance of the students and the rates of school performance, there being no connection between the specific contexts of each school or its peculiarities. However, it is understood that these specific contexts lead the school to the results presented by IDEB, thus influencing the quality of education.

## 3. The Social educator as a profession

Popular education has involved numerous educators, social and popular movements, civil society and the state. It is linked to an entire movement, on the one hand, by the extension of formal education for all and, on the other, by social, political and professional formation, especially of young people and adults, when it is not confused with non-formal education. Non-formal education and out-of-school education are expressions that value systemic, formal and scholastic. Non-formal education, so understood, would be less relevant than formal education, since the former is conceived as "complementary," "supplementary," which has no value in itself. It would be better to define nonformal education for what it is, for its specificity and not for its opposition to formal education. (GADOTTI, 2012)

Public policies, in brief definition, bring the holistic conception of public management on sectoral social problems. The State is recognized as the place of recognition, debate and resolution of existing problems in a given society, and public policy is responsible for identifying, planning and solving these problems through a strategic action involving society and the State. The Public Policies have a process of formation of long and medium term, consistent in the phases of recognition of the public problem; formation of a public agenda; formulation of the Public Policy itself; the political decision-making process for the implementation of Public Policy; implementation of Public Policy; monitoring, evaluation and evaluation of Public Policy; finally, the decision on the continuity, restructuring or extinction of Public Policy. According to Secchi (2013, p.13), it is important to distinguish essential terms related to public policy. Marta Rodrigues (2010, p.13) proposes a general definition of Public Policies as "the set of procedures that express relations of power and that is oriented to the resolution of conflicts with regard to the public goods". For Souza (2006), there is no public policy doctrine to formulate a General Theory of Public Policies valid for all sectors, but there is consensus about the existence of steps to be followed in each formulation of Public Policies. Thus, from the theoretical - conceptual point of view, public policy in general and social policy in particular are multidisciplinary fields, and its focus is on the explanations about the nature of public policy and its processes. Therefore, a general theory of public policy implies the search to synthesize theories built in the field of sociology, political science and economics. Public policies have repercussions on economics and societies, hence why any theory of public policy must also explain the interrelationships between state, politics, economy and society. This is also the reason why researchers in so many disciplines

- economics, political science, sociology, anthropology, geography, planning, management and applied social sciences - share a common interest in the field and have contributed to theoretical and empirical advances. Public policy can be summarized as the field of knowledge that seeks at the same time to "put the government into action" and / or analyze this action (independent variable) and, when necessary, propose changes in the course of course of these actions (dependent variable). The formulation of public policies constitutes the stage at which democratic governments translate their purposes and electoral platforms into action programs that will produce results or changes in the real world "(SOUZA, 2006, p.25). Still in this area, for Souza (2006) one can then summarize public policy as the field of knowledge that seeks, at the same time, to "put the government into action" and / or to analyze this action (independent variable) and, when necessary to propose changes in the course or course of these actions (dependent variable). The formulation of public policies is the stage at which democratic governments translate their purposes and electoral platforms into programs and actions that will produce results or changes in the real world. In Brazil, non-formal education had little importance and only emerged as a point of discussion after the 1980s, being seen as a process aligned to reach the participation of individuals and specific groups geared to rural areas. It was treated as a community-oriented effort to turn people's downtime into time for optimization and participation in society, skills improvement, basic education, and family planning. The majority of them attended adult literacy campaigns, that is, functional literacy (GOHN, 2005).

The State is constituted by the permanent set of public institutions that facilitate the action of the governments, for the implementation of projects and programs on the basis of which they were elected. They perform the functions of State in a given period. It is the state implementing a government program. Public policies may be state or governmental. A public policy is "state" when it is more structural and "government", when it is more conjunctural. Of course, not all public policy favors the most impoverished. It can favor the rich. On the other hand, Civil Society, as a non-state public sphere, can take initiatives of public interest, serving the popular classes, making emancipatory Popular Education. As we have seen, state is not synonymous with public and social is not synonymous with private (GADOTTI, 2012).

The current diffusion in the educational field of the term "regulation" is generally associated with the objective of symbolically consecrating another statute to the intervention of the State in the conduct of public policies. Many of the references made to the "new" regulatory role of the state serve to demarcate the proposals of "modernization" of the public administration from the traditional practices of bureaucratic control by the norms and regulations that have been (and are still) apanágio of the state intervention. In this sense, "regulation" (more flexible in defining processes and rigid in assessing efficiency and effectiveness of results) would be the opposite of "regulation" (focusing on the prior definition and control of procedures and relatively indifferent to quality and effectiveness of results) (BARROSO, 2005, p.727).

The education offered has as objective to meet the needs imposed by globalization, but with that, at the moment, it needs to be an education that offers quality in the information and the knowledge to be able to compete in the spaces without frontiers where the question of the culture needs to be redefined. With the passing of the years and economic changes, society starts to value groups and their identity, skills and cultural values go into formal education. Moreover, "with the globalization of the economy, culture has become an important space of resistance and social struggle" (GOHN 2005). Non-formal education

currently takes place in diverse spaces such as churches, Civil Society Organizations (OSCS), Civil Society Organizations of Public Interest (OSCIP), trade unions, cultural spaces, among others. The differences in the time of the teaching and learning process are respected in these spaces because there is some flexibility in the content proposal. In this teaching format, two fields are highlighted: a) one that is aimed at literacy and transmission of knowledge that has been systematized in a different way from school organizations, such as youth and adult education and popular education. It occurs in alternative spaces, uses a differentiated methodology and presents flexibility in relation to the curricular contents. In this field, it serves groups of workers, youth groups and adults among others. They organize recycling or training depending on the interest of each group. The social practices, experiences and experiences of the groups and some situations problems can favor the production of knowledge: b) the other field turns to the actions of the collective being its main objective the citizenship, ie "human creativity goes through education nonformal "(GOHN, 2005).

In order to fulfill this demand of society, the number of Social Educators grows gradually, but there are no numbers that prove the effective participation of this professional in society - which would demonstrate the impact of the participation of the Social Educator in the human formation of the citizen. In Curitiba, according to the Association of Teachers of Paraná (APP-Union), the number of professionals with these characteristics is approximately 880 and, in the State of Paraná, about 2 thousand professionals work as government employees. It is estimated in a national scenario the number of 80 thousand professionals (APP-SINDICATO, 2014).

Gohn (2009), locates the large area of non-formal education demands as the area of training for citizenship. This area unfolds in the following demands:

- a) Education for social justice.
- b) Education for rights (human, social, political, cultural, etc.).
- c) Education for freedom.
- d) Education for equality.
- e) Education for democracy.
- f) Education against discrimination.
- g) Education through the exercise of culture, and for the manifestation of cultural differences.

It is important to emphasize that: non-formal education should not be seen, in any case as proposal against or alternative to formal, school education. It should not be defined by what it is not, but by what it is - a concrete space of formation with the learning of knowledge for life in collectives. This training involves both subjective-relative to the emotional and cognitive level of the people, as well as learning of corporal abilities, techniques, manuals etc., that enable them to develop a creative activity, resulting in a product as a result of the work done (GOHN, 2009). Following Paulo Freire's pedagogy (FREIRE, 1983 apud GOHN, 2009), there would be three distinct phases in the construction of the social educator's work, namely: the diagnosis of the problem and its needs, the preliminary elaboration of the work proposal properly and the development and complementation of the process of participation of a group or the whole community of a given territory, in the implementation of the proposal.

Observing the professionalization of this, on 14.12.2011, the Brazilian National Congress approved a favorable opinion to the Bill 5346-2009, for regulation of Social Education. The bill of the Angolan rapporteur Mr. Angelo Vanhoni, declares the profession of pedagogical and social character, related to the accomplishment of affirmative, mediator and formative actions. Being its management and regulation of responsibility of the Ministry of Education (MEC), also the elaboration of the National Policy of Training in Social Education. The project establishes the average level of schooling for the professional exercise and contextualizes it for the creation of positions at public level, with the following functions:

- I People and communities at risk and / or social vulnerability, violence and physical and psychological exploitation;
- II The cultural preservation and promotion of remnant and traditional peoples and communities;
- III social segments hampered by social exclusion: women, children, adolescents, blacks, indigenous and homosexuals;
- IV The carrying out of socio-educational activities, in a closed, semi-free and open environment, for adolescents and young people involved in infractions;
- V The carrying out of educational programs and projects for the prison population;
- VI Persons with special needs;
- VII coping with drug addiction;
- VIII socio-educational activities for the elderly;
- IX The promotion of environmental education;
- X The promotion of citizenship;
- XI the promotion of art education;
- XII the diffusion of folkloric and popular manifestations of culture

Brazilian;

XIII - the tutelary, pastoral, community and community centers and / or rights;

XIV – as entidades recreativas, de esporte e lazer. (PROJETO DE LEI 5346, 2009)

XIV - the recreational, sports and leisure entities. (DRAFT LAW 5346, 2009)

As late as 2018, Congress had not yet regulated it and did not recognize it as a profession - many of the discussions and demands arising. The role of the Social Educator is not that of a teacher, but a contributor to the environmental and social transformations of the citizen, very much fits with a teacher / educator equalization without higher education. It is not enough to insert this professional in the formal education environment without the necessary qualification and the training that is lacking for the teachers, it will also be lacking for the Social Educator. In summary, the Social Educator acts in a community within the framework of a socio-educational proposal, of knowledge production through the translation of existing local cultures, and of the reconstruction and re-signification of some value axes, thematized according to what exists, in comparison with the that is incorporated (GOHN, 2009).

## **Conclusion**

Education, coupled with factors such as culture and citizenship, contribute to emancipation and the unique vision of society. For Gohn (2009), when present in the basic schooling stage of children, adolescents or adults, as we observed in several of the analyzed social projects, it potentiates the learning process, complementing it with other dimensions that do not have space in the structures curricular activities. It is not a substitute for school, it is no mere adjunct to simply occupy students out of school - called by some full-time or continuing education. Non-formal education has its own space-form citizens, at any age, socioeconomic class, ethnicity, sex, nationality, religion, etc., into the world of life. It is able to unite culture and politics (here understood as modus vivendi, set of values and forms of representations), giving elements for a new political culture. For Gadotti (2012), citizenship is what also implies dealing with the issue of school autonomy, its political-pedagogical project, the issue of participation, education for citizenship. Within this category, one can particularly discuss the meaning of the concept of a citizen's school and its different practices. Educating for active citizenship has today become the blueprint and program of many schools and educational systems. When present in the basic schooling of children, adolescents or adults, as we have observed in several of the analyzed social projects, it potentiates the learning process, complementing it with other dimensions that do not have space in the curricular structures. Non-formal education is not only a complement to formal schooling or a "time" of relaxation that the individual can safely pass into the school environment. It is a form of citizens who are not taxed by ethnicity, age, or social and economic class, but are able to live the political culture and have a set of values that makes it part of the world.

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