

**EDUCATION AND TERRITORY: EDUCATION POLICY FOR HIGH SCHOOL  
WITHIN PUBLIC SCHOOL STRUCTURING**

***EDUCAÇÃO E TERRITÓRIO: AS POLÍTICAS EDUCACIONAIS DE ENSINO MÉDIO  
NA FORMAÇÃO DA ESCOLA PÚBLICA***

***EDUCACIÓN Y TERRITORIO: LAS POLÍTICAS EDUCATIVAS DE LA ENSEÑANZA  
MEDIA EN LA FORMACIÓN DE LA ESCUELA PÚBLICA***



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**ABSTRACT:** This paper aims at analyzing theoretical perspectives and educational legislation enacted for High School, pondering upon the relationship between education and territory, and how it is materialized in public education policy. The main legal framework put in place for High School was the Law of Lines of Direction and Bases of Education, the National Plan for Education, and Law 13.415/2017, which enacts the so-called New High School. Through bibliographical research and document analysis, it was identified that, in addition to focusing on market-based training and not on humanistic learning, the legislation does not outline actions for Brazilian High School education that are pertinent to the reality in this plural space. Proposing High School as training for the job market not only intensifies differences between public and private school networks, but also impacts the subjects in their territories, which are deeply changed due to the policy's standardizing attempts.

**KEYWORDS:** Education and territory. Education policy. Legal framework. High School.

**RESUMO:** Este artigo objetiva analisar os marcos teóricos e legislações educacionais relativos ao Ensino Médio, refletindo sobre a relação entre educação e território e sua materialização nas políticas públicas educacionais. Os principais marcos em vigor para o Ensino Médio são a Lei de Diretrizes e Bases da Educação, o Plano Nacional de Educação e a Lei nº 13.415/2017, que estabelece o novo Ensino Médio. Por meio de pesquisa bibliográfica e documental, identificou-se que, além de focarem em aspectos mercadológicos e não na formação humana, esses marcos legais não projetam ações para a escola pública brasileira de modo condizente com a realidade desse espaço plural. A proposta de um Ensino Médio como preparação para o mercado de trabalho não só intensifica diferenças entre as redes pública e privada, como também afeta os sujeitos em seus territórios, alterados pela tentativa de uniformização da política.

**PALAVRAS-CHAVE:** Educação e território. Políticas educacionais. Marcos legais. Ensino Médio.

**RESUMEN:** Este artículo tiene como objetivo analizar marcos teóricos y legislaciones educativas establecidos para la Enseñanza Media, reflexionando sobre la relación entre educación y territorio, y cómo ella se materializa en políticas educativas públicas. Los principales marcos jurídicos para la Enseñanza Media fueron la Ley de Directrices y Bases de la Educación, el Plan Nacional de Educación y la Ley 13.415/2017, que aprueba la Nueva Enseñanza Media. A través de investigación bibliográfica y documental, se identificó que, además de centrarse en aspectos mercadológicos y no de formación humana, estos marcos no proyectan acciones para la educación secundaria en acuerdo con la realidad de este espacio plural. La propuesta de la Enseñanza Media como preparación para el mercado de trabajo tanto agudiza diferencias entre las redes públicas y privadas, como afecta los sujetos en sus territorios, alterados por la tentativa de uniformización de esta política.

**PALABRAS CLAVE:** Educación y Territorio. Políticas educativas. Marcos jurídicos. Enseñanza Media.

## Introduction

Secondary Education (EM) in Brazil has historically been the subject of many debates arising from the lack of consensus regarding its function, so that this stage of Basic Education becomes the focus of tensions within the scope of discussions on educational policies, especially when the interests of the public and private sphere are taken into account. This conflict then focuses on the type of training that should be aimed at young people in the country, starting to interfere in the supply, structure and organization of education in the most adverse and unequal socio-political and economic contexts of the Brazilian territory, its states and its municipalities.

The context of training and the premises underlying it comes from a scenario of permanent disputes between social groups, since the topic is the target of struggles by social movements (students and unions) that demand quality education designed for the reality of these subjects, with the aim of promoting critical and emancipatory training, associated with the social, free and public function of the last stage of training in Basic Education in Brazilian legislation in the Education Guidelines and Bases Law (LDB), nº 9,394/96 – even if amended by Law No. 13,415/2017 and by changes in the scope of formulation and implementation of public policies in the country (Mota; Frigotto, 2017).

In the present qualitative study, education is understood as all knowledge acquired through living in society, notably taking its meaning as human formation. Education is something that is part of man's life, it is present at all times, in all places and accompanies him from his birth to his death, therefore, configuring itself as a process that encompasses several educations.

Education is one of the concrete strategies through which man can fully develop, because it is from it that he can obtain other rights, such as health, sanitation, culture and leisure, consistent with a reality of dignified life in a capitalist society (Vale, 2022, p. 25, our translation).

Therefore, it is the driving vehicle that aggregates and disaggregates values, generating human knowledge. Thus, the educational act is present in all human societies and happens in all environments – at home, at school, in contact with others –, as it occurs anywhere, while we are all part of this process. Therefore, education is a fraction of the human experience, appearing whenever there are relationships between people and the intention of teaching-and-learning (Brandão, 1985).

In this sense, “education in the territory” has a deep relationship with a type of training aimed at citizenship and emancipation of the subjects specific to a given place. This is because the actions and/or public policies of the State and capital agents organize the territory according to their interests. In this way, the region and territory constitute substantiated formations based on the actions of the State and regionally structured oligarchic groups (Santos, 2011).

Based on qualitative research, based on dialectical epistemology and theoretical-methodological premises, the aim here is to grasp the real from its contradictions and the relationships between universality, particularity and singularity, capturing the categories that enabled its apprehension in a concrete totality, an effort carried out based on the analyzed phenomenon.

In this work, the survey and selection of educational legislation at the national level were also carried out, with: a) Law n° 9,394/1996, the LDB (Brazil, 1996), updated by Law n° 13,415/2017 (Brazil, 2017), with regard to the offer, structure and organization of EM following the recent Secondary Education Reform; and Law No. 13,005/2014 (Brazil, 2014), which approved the National Education Plan (PNE 2014-2024). This selection was made with the aim of demonstrating the materialization of educational policy in the secondary education training process in dialogue with literature.

Therefore, the text aims to analyze the theoretical frameworks and the main current educational legislation that are instituted for EM, considering the relationship between education and territory and how this materializes within the scope of State policies and government policies within the EM in the vast Brazilian territory. Theoretical foundations are sought in perspectives that deal precisely with this interface between education and territory (Santos, 1986; Santos, 2011; Nascimento; Ribeiro; Souza, 2019), as they allow us to complicate the look at the object of study.

Topics on education, territory and the theoretical and legal frameworks of High School in Brazil are presented in the section below, addressing the theoretical frameworks of this stage of education in Brazilian territory through bibliographical research. Next, there are discussions about how public educational and high school policies manifest themselves in the context of dispute over the function and training purpose of EM in the country. Finally, the legal aspects of the supply, structure and organization of Secondary Education are presented from the LDB/1996, post-PNE and with Law n° 13,415/2017, in order to highlight the theoretical prerogatives and the main legislations current educational standards that are instituted to the EM in the relationship between education and territory.

## Education, territory and the theoretical and legal frameworks of high school in Brazil

As Saramago (2013) asserts, education has as its social function the formation of an open spirit, with mastery of concepts and information about human societies, their contradictions, their history, the collective past, the individual and plural present, having an essential relationship with dimensions of the territory.

In the view of Milton Santos (1986), the territory unites the past and the immediate future, it is a place for the exercise of dialectics and contradictions, between the State and the market, the economic and the social use of resources. In it, local knowledge is fed by everyday life, establishing the relationship for the production of a policy, while the process of building space is procedural and dynamic, involving the dominant and dominated social classes.

The relationship between education and territory, from this perspective, permeates the panorama of theoretical and legal frameworks on the last stage of Basic Education in Brazil, which is why it is established in the context of the production of legal texts and the conduct of educational policies aimed at Teaching Medium, a process analyzed here with emphasis on a scenario of conflicts and disagreements regarding the training project for youth in the country.

The theoretical frameworks are approached in the light of studies, discussions and analyzes by researchers in the area of educational policies in Brazil, which highlight the role of the State and government policies in the scenario of dispute between public and private interests, as aimed at Education Average. Therefore, we discuss here with the following authors: Hofling (2001), Muller (2011), Ball (2008), Durham (2010), Arroyo (2011), Lima, Cabral and Gasparino (2009), Dourado (2017), Frigotto, Ciavatta and Ramos (2005), Carneiro (2012) and Nascimento, Ribeiro and Souza (2019).

In the scope of educational policies, there is a diversity of studies and references on the understanding of public policies and their intrinsic relationship with State actions, in addition to government policies aimed at secondary education and a type of society project for which this training stage is intended.

In these discussions, the definitions of State and government are similar in the scope of public action, as explained by Hofling (2001). In this way, the State can be understood as a set of permanent institutions (legislative bodies, courts, army and others) that enable government action, which, in turn, is understood as the set of programs and projects in a given territory and period. These aspects form part of a framework of essential assumptions for analyzing public policies.

According to Muller (2011), contemporary public policies date back to the 20th century, with the social division of labor and the regrouping of professional identities, characterizing the form of government action in a sector of society or in a given geographic space. In such a process, the State develops specific policy propositions, divided into sectors in which operating rules are defined, specific norms and values are drawn up, in addition to having their legal action boundaries fixed.

Based on this perception, Muller (2011) also emphasizes that it is up to the researcher to understand public policy as a social construction, whose configuration will depend on several factors specific to society and the political system. Therefore, it is necessary to decode the administrative logics applied to the elaboration of public policies – or to what is presented as the context of text production, from the perspective of Ball (2008) –, aiming to understand the complexity of actors participating in public action, which change throughout the development and implementation of the policy.

In Brazil, the study and analysis of public policies – specifically, educational ones – gained strength and expanded with the dismissal of the civil military dictatorship (1964-1985) and the promulgation of the Federal Constitution of 1988 (Brazil, 1988), highlighting different interests regarding what type of training would be aimed at Brazilian youth.

According to Durham (2010), the Military Regime was a period in which Brazilian education was defined as a model of universality, based on the reorganization of basic education, uniting gymnasium and high school into a single level, identified as fundamental. From 1985 onwards, with the beginning of the redemocratization of Brazilian society, which has the 1988 Constitution as its legal framework, a movement emerged that revised its institutions and laws, resulting in the National Constituent Assembly (Simões, 2011). For Kemil and Nascimento (2019a), the Federal Constitution represents a considerable advance in the area of social rights, bringing new characteristics to the role and autonomy of federated entities and municipalities, with laws and norms to expand collaboration between the Union, the states, the Federal District, and the municipalities.

In 1988, there were mobilizations by civil society, which organized itself in defense of public schools and workers' education. According to Frigotto, Ciavatta and Ramos (2005), an emblematic moment occurred during this period with the presentation of the first draft Law on Guidelines and Bases for National Education (LDB) to the Chamber of Deputies. It is currently known that some aspects of Brazilian legislation, as well as the LDB, do not match reality,

however, it is from this law that the representation of forces in the structural and conjunctural aspects of society becomes visible.

Kemil, Nascimento and Souza (2022) highlight that the Magna Carta promoted changes in civil rights in all its legal aspects, such as education. With the LDB, drawn up in a participatory manner by organized society and institutions, came the proposals for polytechnics in high school. The conservative sphere of the National Congress managed to delay the approval of this law and, when there was the presence of a favorable political axis, the idea of another project came to light, “which values professional education much more, from a neoliberal perspective, coming to dominate the State from 1990 onwards” (Kemil; Nascimento; Souza, 2022, p. 67).

It can be stated that the conception of unitary and polytechnic or technological school education - whose central axes are non-dualism and fragmentation and the union between intellectual formation and material production, articulating theory and practice in the development of the fundamentals or general scientific bases of all production processes – did not emerge in the debate and dispute of society and educational projects in an arbitrary way or as out-of-place ideas (Frigotto, 2006, p. 268, our translation).

In this way, the promulgation of the CF was a watershed, because, with such a legislative framework, came major changes in the supply, structure and organization of an educational system based on legal assumptions, which made it possible, with the approval of the LDB (Brazil, 1996), an important change in the organization and functioning of Brazilian education in general and in High School, in particular, based on broader and more articulated training between teaching stages with a training purpose different from previous periods.

According to Kemil, Nascimento and Souza (2022), LDB/1996 establishes the identity of High School as a stage of consolidation of Basic Education, improving the student as a human being. It also portrays the continuity and deepening of the knowledge acquired in Elementary School, offering basic preparation for work and citizenship. During this period, actions began to integrate high school with professional education, without proposing non-professional education, in the interest of workers and youth in general, but such integration as a possibility only occurred in 2004 in the first administration of president Lula. This instrument also defines and regularizes the Brazilian education system, based on the principles present in the 1988 Federal Constitution. According to Lima, Cabral and Gasparino (2009), the first LDB was created in 1961 (with Law n° 4,024/61), followed by a reform in 1971 (with Law n° 5,692/71), which was in force until the establishment of the most recent one, in 1996 (Law n° 9,394/96).

According to Kemil, Nascimento and Souza (2022), High School is the last stage of Basic Education, representing the end of this and the limit for entry into Higher Education or direct advancement into the job market considering the average age of 18 years. This name has undergone many variations over time and public policies for Brazilian education. According to Lima, Cabral and Gasparino (2009), in Law No. 4,024/61, the name was Secondary Education or High School, divided into two cycles, junior high and high school.

The gymnasium had its first two series with eight subjects – of these, one or two were optional. The third grade was based on a curriculum based on historical, linguistic and literary aspects. High school had a more diverse curriculum, aiming to prepare for higher education courses, with four to six subjects (Kemil; Nascimento; Souza, 2022, p.66, our translation).

Kemil, Nascimento and Souza (2022) highlight that with Law No. 5,692 in the 1971 reform, Brazilian schools focused on technical training, and High School was called “Second Degree”, maintaining this structure until the LDB 1996, as stated by Lima, Cabral and Gasparino (2009). In view of this, the LDB/1996 is composed of guidelines, assuming an indicative, rather than resolute, character regarding educational issues. Such guidelines are related to article 210 of the Federal Constitution of 1988. “Resolution nº 2, of April 1998, of the Chamber of Basic Education, presents the National Curricular Guidelines (DCN) as basic guidelines described by the Brazilian Magna Carta, being This is the raw material of the LDB” (Kemil; Nascimento; Souza, 2022, p. 68).

According to LDB/1996, updated by Law No. 13,415/2017, the objectives of secondary education are: to enable the continuation of studies, consolidating and deepening the knowledge acquired in Elementary Education; promote basic preparation for work and citizenship of the student; improvement as a human being, proposing ethical training, development of intellectual autonomy and critical thinking; understanding the scientific-technological foundations of production processes, making the relationship between theory and practice in the teaching of each subject.

With the advancement of globalization and new communication technologies, behaviors and ways of life have been affected, in a process that is in full swing. Thus, there was greater concern with the training of workers, so that this aspect began to be inserted with greater emphasis in the school organization – even in the self-organization of education workers and their students, in the influence on the decisions to be taken in the institution. The accumulation of discussions generated greater debates and proposals in Brazilian educational policy,

influencing the development of policies such as the LDB that directly reflected the situation and educational proposal for secondary education (Negrão, 2019).

When following the process of formulating the LDB, it is possible to observe that the responsibilities and attributions of the State, the market and society were reformulated in the educational field. There then began to be new relations between the State and society and the implementation of educational reforms, which, according to the government, would make Brazilian formal education compatible with the modernization of the State. Responsibilities began to be distributed to federal, state and municipal authorities. As a result, the supply and quality of secondary education became the responsibility of the states; The federal sphere of government remained primarily responsible for Higher Education, maintaining its role of coordinating the entire system, which interferes with the materialization of educational policies in the dialectics of each municipality (Kemil; Nascimento, 2019b).

In this regard, Durham (2010) points out that the supply and quality of Brazilian education had already been identified as a problem since the 1980s by researchers in the field, given the high levels of failure. This is because the system was full of “sieves”, which, in the author's view, excluded lower-income families. The few students who completed the old Elementary School had to pass an entrance exam to enter secondary education, which further restricted access to this stage, something that was weakened by the policies of the 1990s under Fernando Henrique Cardoso's administration (1995-2002).

From training at EM, there was preparation for the entrance exam, with this level now being designed for the purpose of Higher Education or the job market. The most economically favored class had advantages in terms of access to places at universities, due to the difficulty in approval, which disadvantaged the working class, historically unable to invest in studies. Then, with the first administration of the Lula government (2003-2010 and 2023-current), there was again the junction between propaedeutic and technical education, which marked the last decades of the 20th century (Durham, 2010). In this scenario, educational policies need to strengthen the recognition of cultures, knowledge, as well as positive ways of thinking about others and thinking about oneself.

For Arroyo (2011), there has been a failure in this aspect, due to ignoring the children of the popular classes, treated in history as non-existent. According to the author, to the extent that they are present, existing, subjects of knowledge, cultures, history, memory, identities, and values, policies are forced to make this recognition. While there is the idea of burden, marginalized, excluded, poor, unemployed, irrational, violent and without values, these

collectives are seen as a social, political and economic problem, and are even considered a cultural and moral problem.

The State, its institutions and its policies assert themselves as a solution, states Arroyo (2011), but they do not deal with the situation thinking about how they themselves would be part of the problem, since their measures also promote exclusion. As an example, it is possible to mention the National Secondary Education Examination (ENEM), the main gateway to Higher Education. Not all students have access to the content covered in this exam, which makes equality among all high school students unfeasible, especially when most public schools face problems with infrastructure, lack of resources, transportation, organization and the like.

Thus, the policy managed by the State and its institutions is promoting the exclusion of these students and intensifying the problem instead of solving it. Arroyo (2011) also draws attention to the view we have of the State, policies and institutions. These are seen as the solution to problems, regulating rights and duties and guaranteeing rights. The State here appears as the sole agent and popular groups as recipients waiting for solutions. When they seek to speed up the solution, they are called to order, to bide their time with policies, renouncing their struggles. Even so, as the author states, those who are different are increasingly having an affirmative presence in social dynamics, asserting themselves not only as subjects of rights, but as political and policy subjects, opening paths to guarantee citizenship.

They point out and make agrarian, urban, educational, indigenous and quilombola reform policies happen. They open spaces in State institutions, for policy formulation-management: MEC-SECAD, in the Secretariats for Women, for the Promotion of Racial Equality, in the National Secretariat for Human Resources, in CONAE, in the PNE, in the CNE.

The State, its institutions and its policies and management become spaces of dispute for the collectives themselves, no longer non-existent, but present. In this context, they are forced to redefine themselves and their vision of different collectives, to recognize them as political subjects, to incorporate them in the formulation, management and evaluation of policies. Forced to radicalize the democratic management of policies and institutions (Arroyo, 2011, p. 94, our translation).

LDB/1996, post-Law No. 13,415/2017, defines Secondary Education as a transition stage between Elementary and Higher Education, which aims to deepen the knowledge acquired in Elementary Education, basic training for work, improvement the notion of citizenship in addition to understanding the scientific-technological foundations of production processes. Despite its transitory nature, EM is not simply a stage, it is a fundamental phase in the student's training.

Let us consider, according to Araujo, Rodrigues and Alves (2015, p. 234), that High School “[...] must be understood in the context of essential human needs and as a stage of Basic Education aimed at promoting the development of intellectual and emotions of the subjects, as a primordial factor for community life”. However, this stage ended up being assigned the responsibility of preparing for the job market, becoming the target of policies to readjust the school to meet the needs of the job market, reaching the point of minimizing training to meet demand.

When reflecting on the skills that the student must develop when studying EM, reference is made to article 22 of the LDB/1996, which provides for: the exercise of citizenship, progress at work and subsequent studies. However, these aspects have not been addressed as planned. In article 35 of the same law, the concern about understanding the scientific-technological aspects of production processes is evident, relating theory and practice in the approach to disciplines, while the National Common Curricular Base (BNCC) defines the rights and learning objectives from high school.

Now, young people expect adequate training, capable of meeting their life goals, in addition to finding themselves in a phase of life that favors the manifestation of knowledge, the understanding of being, of the world. It is the right moment for the culmination of the knowledge covered so far and for its better association with reality. Many seek secondary education to obtain a place in the job market, however, it does not cover this preparation. In Brazilian society, there is a lack of qualified labor with the necessary preparation for future professional work, in a scenario that has led Brazil to import specialized workers from other countries.

Therefore, it is not true to say that, after the EM, the student will be qualified to enter the job market, because unemployment is structural, which causes the market to create and renew its traps to attract young people – in particular, in the Amazon territory –, an example of how entrepreneurship encouraged by current high school policies stimulates individualism and the competition of neoliberalism (Vale, 2022).

For Santos (2019), public schools have the popular classes as their largest audience, who deserve to have their right to Basic Education guaranteed, as it is a primary right and, in this space, strengthens the security of other social rights. By not promoting effective policies in EM, the State violates the rights of this population, losing the possibility of actively participating in society and knowledge. For Carneiro (2012, p. 248, our translation):

In Brazil, high school is, in many cases, the only chance that young people from the working classes have to “give meaning” and reinforce the meaning of their culture and its multiple values. He, to her, comes as the only instance capable of helping him open doors to expand the possibilities of adding a social and political dimension to his life (our translation).

There is a proposal for a curriculum unit, with basic content to be covered at a national level, however, one cannot fail to address local aspects, the social dynamics of one's own world, in addition to the needs of the universe in which one lives. That said, states and municipalities need to overcome these difficulties and act in the formation of emancipated and critical subjects, aware of the reality in which they operate, considering the cultural, economic, political and social aspects, with the development of public policies with their own meaning and aimed at to the population to which they apply.

Kemil, Nascimento and Souza (2022, p. 65) highlight that “when talking about public policies, we initially think about State intervention in a problematic social situation”. But it is important to highlight that politics represents the State in action, in direct relationship with the social, which is the function of the modern representative State that we know, which involves correlations of forces as different classes have particular interests (Vale, 2017; Vale; Santos, 2022).

Kemil, Nascimento and Souza (2022) also highlight that in article 35 of the LDB, High School is characterized as the final stage of Basic Education, with a minimum duration of three years without counting failures and dropouts and the purpose of preparing the student to continue studies at a technical or higher level, in addition to aiming at basic preparation for work and citizenship, ethical training, development of intellectual autonomy, critical thinking and understanding of the scientific-technological foundations of production processes because education is not out of place of the economic aspect in capitalist societies (Vale, 2022). All of this must be based on the composition of a curriculum that addresses basic technological education, understanding the meaning of science, letters and arts, as well as knowledge about the historical process, social and cultural transformations, with the Portuguese language as the communication instrument (Brazil, 1996).

### **From PNE to Law No. 13,415-217: State actions for youth**

From the LDB, other legislations were developed in order to deepen some issues already mentioned in the Federal Constitution of 1988 and in the LDB itself as a way to improve educational quality, according to the official discourse (Kemil; Nascimento, 2019a; Kemil; Nascimento; Souza, 2022). As an example of this, through Law No. 13,005/2014, the National

Education Plan (PNE/2014) presents elements of education in general, proposing guidelines and goals to be met within ten years. However, here there is an emphasis on points that are related to Secondary Education, and throughout the achievement and fulfillment of the goals, they are updated. Among the main goals mentioned are improving the quality of education and eradicating illiteracy. Regarding Secondary Education, it is possible to observe in the third goal the intention of universalizing school attendance, increasing the net enrollment rate:

Goal 3: universalize, by 2016, school attendance for the entire population aged 15 (fifteen) to 17 (seventeen) years old and increase, by the end of the period of validity of this PNE, the net enrollment rate in Secondary Education to 85% (eighty-five percent) (Brazil, 2014, our translation).

When analyzing the PNE goals, Kemil, Nascimento and Souza (2022) state that the seventh goal presents the proposal to improve the quality of Basic Education, aiming to raise IDEB levels: “Goal 7: promote the quality of Basic Education in all stages and modalities, with an improvement in the school flow and learning” (Brazil, 2014) and in its eighth goal, there is the intention to increase the average education level of the population aged between 18 and 29, especially in regions of lower education levels, equaling the average education level among populations to reduce inequalities between territories (Santos, 1986):

Goal 8: increase the population's average education level from 18 (eighteen) to 29 (twenty-nine) years, in order to achieve at least 12 (twelve) years of study in the last year of this Plan's validity, for the populations of countryside, the region with the lowest education level in the country and the poorest 25% (twenty-five percent), and equalize the average education level between black and non-black people declared to the Brazilian Institute of Geography and Statistics Foundation - IBGE (Brazil, 2014, our translation).

Another goal also deals with increasing the literacy rate of the population aged 15 and over, aiming to eradicate absolute illiteracy and reduce functional:

Goal 9: increase the literacy rate of the population aged 15 (fifteen) years or over to 93.5% (ninety-three integers and five tenths' percent) by 2015 and, by the end of this PNE, eradicate absolute illiteracy and reduce the functional illiteracy rate by 50% (fifty percent) (Brazil, 2014, our translation).

Vale and Santos (2022) and Dourado (2017) declare that the struggles over public policies, including the defense of the PNE, involve the organization and mobilization of civil society in the search for overcoming the historical logic of Brazilian politics so that this stage is not commodified in terms of its pedagogical purpose.

During the history of Brazilian education, there have been several project disputes with different conceptions about the role of the State and planning, with different political and pedagogical views reflected in various fields of education, such as financing and management processes (Kemil; Nascimento; Souza, 2022, p. 71, our translation).

Disputes over public funds between supporters of public education and supporters of private education are becoming increasingly fierce in the context of policies for secondary education, which are weakened by the absence of a national education system and cooperation between federated entities in which the private sector presents itself as a solution with the State and aggravates historical problems for public secondary education, which currently has rapid and accelerated actions as market demand (Vale; Santos, 2022).

Dourado (2017) also states that the execution and fulfillment of the goals established in the PNE, in accordance with its Article 5, will be monitored and evaluated periodically by the Ministry of Education (MEC), the Education Committee of the Chamber of Deputies and the Education Committee, Culture and Sport of the Federal Senate, as well as by the National Education Council (CNE) and the National Education Forum (FNE). The National Institute of Educational Studies and Research (INEP) will also work to build base indicators to assist in the evaluation and monitoring of the Plan. Especially regarding this last tool, this is still a very flawed aspect, as most of the goals are far from being achieved, while the evaluation and monitoring process does not meet either demand or reality.

Goal 3 of the PNE deals with the universalization of school attendance by 2016 for the population aged between 15 and 17 years old, aiming to increase the net enrollment rate in Secondary Education to 85% by 2024. To achieve this goal, there is a need for a clear policy to guarantee access to quality education and retention in it. Currently, there has not yet been the universalization of school attendance, as the path is longer and more complex due to the enormous disputes that mark the conception of youth, the different realities in which young people find themselves, their expectations and the possibilities of offering educational opportunities by public authorities.

All of these aspects affect access, as well as the grade-age adjustment of young people, representing challenges for the coming years. The measures adopted so far by the government have been insufficient given the difficulties encountered in the area of access and retention related to quality education in Brazilian high school.

Goal 11 aims to triple enrollment in secondary-level vocational education, ensuring the quality of provision. It is an important goal, however, it does not establish deadlines or means that allow its monitoring and evaluation. When talking about professional and technical

expansion, it is necessary to think about the action of the public network, the maintenance of the process, the internalization and democratization so that everyone has this right guaranteed, regardless of location, social condition, special assistance and others. It should be noted that everyone has this right and it must be guaranteed, in addition to the noticeable need to expand debates on the policies and training present in this process (Kemil; Nascimento; Souza, 2022).

To achieve the goals and overcome some of the difficulties present in EM, it is essential to consider interdisciplinarity, innovation, the relationship between theory and practice and curricula that organize content in a balanced and diversified way, articulating them in different contexts and different territories in the Brazilian reality. The EM policy needs to consider the specific curricular issues of Brazilian diversity, the aspects related to the infrastructure of the public network, the objectives, the professionalization of teachers, as well as the social diversities which, in the case of Pará analyzed with emphasis, are many such as riverside dwellers and peasants, for example. For this reason, there are great challenges in meeting the goals by the established deadline, as many steps need to be taken (Kemil; Nascimento; Souza, 2022).

In addition to understanding how High School was organized by LDB/1996 and how it is the focus of attention by PNE/2014, another scenario further highlights the context of disputes over the training process of High School in Brazil, which was established following the promulgation of Provisional Measure No. 746, of September 23, 2016, and the public hearings to discuss the National Common Curricular Base.

After approval of Provisional Measure (MP) No. 746/2016, called by the Brazilian government as Reform of Secondary Education, converted into Law No. 13,415/2017 and named by the Ministry of Education (MEC) as New Secondary Education (NEM), the to change the last stage of Basic Education defined by LDB/96; Furthermore, it constitutes a legal device that has repercussions on society, changing the curricular structure of Basic Education. Associated with this, due to the establishment of the unification of the Common National Base, there was a negative repercussion that continues to shake secondary education educational policies, notably in its reorganization by state networks in the different states of Brazil.

In general, as a legal framework for ongoing educational legislation, we have Law No. 13,415/2017, complemented by Resolution CNE/CEB No. 03/2018, which defines the recent National Curricular Guidelines for Secondary Education (DCNEM), and by National Common Curricular Base for Secondary Education (BNCC/EM). It is also seen that Law No. 13,415/2017 changes Secondary Education in the LDB/1996, in all its spheres – federal, state, municipal, in

the public and private spheres – and is characterized, predominantly, as a reform of changes curriculum, in addition to also changing legislation on financing, interfering in the last stage of Basic Education in the country in its most diverse territories and territorialities.

The workload was changed to at least 3,000 hours per year, with 1,000 for each year of high school, meaning that, after the Reform, it began to be divided into two parts. The first has allocation of up to 1,800 per year to BNCC, which, according to the definition of the education systems, will define learning objectives, according to CNE guidelines, in the four areas of knowledge: Language, Mathematics, Natural Sciences and Human Sciences. Meanwhile, the second part will be directed to training itineraries, including, in addition to other areas of knowledge, also the fifth itinerary relating to technical and professional training, leading to the fragmentation of education common to all - therefore, undermining the concept of guaranteed Basic Education by CF/88, in favor of curricular flexibility determined by training itineraries.

### **Final remarks**

The 1996 Guidelines and Bases Law, amended in 2017, and the 2014 National Education Plan were important official documents in the sense of providing information and data about the structuring of education and secondary education at the national level. The PNE and LDB present dictates established at the national level on education, including high school, addressing legislation at this level of education.

Therefore, the data from this research provide the basis for analysis and bibliographical study with a qualitative perspective, which allowed us to identify, based on the survey carried out in the analyzed legislation, how the historical secondary education policy in question aims at marketing aspects and is not primarily focused on fact human formation. Therefore, no projects, proposals and actions for the school were identified in the bibliographical research, except when postulating the proposal of High School as preparation for the job market. This idea conceives in the policy the purpose of searching for lower-cost labor for companies, while there were no investments, resources, proposals, or projects aimed at improving student training.

On the other hand, there was a lack of infrastructure, basic resources, and little or no investment in teacher training when proposing policies for Secondary Education. This aspect is especially worrying because these policies alter the local realities of the target audience, as if the students were isolated from other factors – a nonsense, since, based on the mobilized theoretical-methodological framework, we realize that their realities are multifactorial and that

educational policies need to have a macro perspective of curriculum, physical structure, teacher training and payment, as well as other issues.

In relation to the lack of characterization of territories with current policies for Secondary Education, this is due to the decontextualization of knowledge and the difficulty of contextualizing it and bringing it to the student's reality in each territory. Oftentimes, knowledge from the countryside, for example, is ignored and devalued, so that the education system ends up neglecting it and transmitting the content in a way that is dissociated from the experiences, experiences and world views of students and their peers because each Territory receives politics in a way depending on the peculiarities of the contexts in each territory.

According to Lima, Cabral and Gasparino (2009), for the functioning of school networks to serve different subjects, it is necessary to combine the actions of the constitutional text and the context of LDB/1996, added to the needs arising from different realities, to define the actions of educational policies and planning with the aim of establishing a functioning consistent with the reality of each space. What is observed in reality is the distance between legislation and the social context, as if it were drawn up by people far from the context, something revealed by how they emphasize many elements that are unrelated to the daily life in which they should be applied.

The economy, science and technology were objects of appropriation and placed at the service of the accumulation and maintenance of relations of domination/subordination. The current curriculum proposal covers only what is necessary, systematized, unquestionable, leading to a curriculum and teaching without freedom or the possibility of genuine creative innovations. Therefore, when identifying that the High School proposal refers to the continuity of studies, in this case, the entrance exams and the ENEM, citizenship training, the fulfillment of a goal and preparation for the job market, it becomes noticeable that, with The presence of so many ideas about the same level of education makes it more difficult to consider them all.

High School is an extremely important stage of education, but it is possible to identify the fragility of the content passed on in the training process, because this knowledge is not adapting to the need for in-depth study. Due to its structure and training, it has little impact on preparation for continuing studies and the world of work, since anyone who wishes to complement their training must resort to other places, such as preparatory courses. This tends to be very common, especially in public schools, where there is also a lack of school structure, excessive teacher workload and a certain disregard on the part of the government and/or the

State in relation to public schools, an aspect that reflects on the student demotivation and dropout.

Therefore, it is necessary to analyze the reality in which the local population is inserted, to enable social participation in deliberations and in bodies monitoring and controlling the resources allocated to the population, taking into account their daily lives, the environment, the climate, the territory, to invest in a teaching proposal that meets these aspects, adding to the subject's identity, with a view to bringing the young person closer to their reality. This makes it easier to guarantee access and retention in high school.

Since quality Basic Education is the State's duty, it is pertinent to think that, if High School is part of Basic Education, it is not a mere corridor for access to university or the job market, but an important level of education in the formation of subject. Only with education is there the possibility of combating social inequalities and injustices, of truly seeking a more just and egalitarian society.

To develop the contents to be covered in EM, an interdisciplinary approach and contextualization of the contents are necessary, with the necessary adjustments to the curriculum and teamwork. In other words, in addition to teaching the content, it is necessary to teach how to think, supporting social, political and cultural reflections. Ideally, at the end of EM, the student will have greater capacity to exercise autonomy, articulate critical and reflective thinking and contextualize the content covered at school. Focusing on the entrance exam and having your back turned to Elementary Education, it becomes difficult to think about Secondary Education for Basic Education.

For many young people – especially from the lower classes – school is the only chance to change their lives. It is a place full of dreams and expectations about a better future. In search of training, good jobs, more dignified conditions for survival and helping their families, many young people end up persevering in their goals; For many of them, education is the opportunity to grow. Therefore, this study was developed with the desire to contribute to clarifying the relationship between public educational policy and the school context, as well as to motivate new research, proposals and studies on the subject.

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