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**ORIENTAÇÃO E DESENVOLVIMENTO PROFISSIONAL PARA DESEMPREGADOS -  
como aproximar o conhecimento à necessidade de inserção ocupacional**

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**ORIENTATION AND PROFESSIONAL DEVELOPMENT FOR UNEMPLOYED - how to  
approach knowledge to the need for occupational insertion**

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**ORIENTACIÓN Y DESARROLLO PROFESIONAL PARA DESEMPLEADOS: cómo  
acercar el conocimiento a la necesidad de inserción laboral**

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**Abstract**

The purpose of the paper is to problematize the workers's services, in public employment agencies, when they search for new occupational insertion or the payment of the unemployment insurance benefit. It is relevante for the professional guidance, provided for in the legal order, as a way to assist the workers who seek support in moments when their employment relationships are interrupted. However, one of the dimensions foreseen in the Public Employment System - SINE in Brazil is absent. It was established in 1975 and inserted in the constitutional regulation with the regulation of article 22 of the Federal Constitution and through Law nº. 13.667/2018. However, this service, yet, has not become effective as "public service" within the scope of more than two thousand existing agencies in Brazil. In fact, the text starts with a problematization of the workers's reception when they seek the service that help them to overcome the unemployment. Second, it seeks to establish, based on the literature and research carried out in employment agencies in the Federal District, a proposal to welcome the worker using their vocational trajectory. Thirrd, in this context, it trys to approach the Labor and Education Secretariats of the Federal District to offer the certification to workers that have knowledge acquired throughout your working life. Thus, fulfilling what the National Education Law - LDB recommends in its article 41.

**Keywords:** Professional education, Professional guidance, Professional certification, SINE, EJA.

**Resumo**

O texto tem por objetivo problematizar os serviços de atendimento ao trabalhador que ocorre às agências públicas de emprego na busca por uma nova inserção ocupacional ou o pagamento do benefício do seguro-desemprego. É ausente uma das dimensões previstas no chamado Sistema Público de Emprego – SINE no Brasil, instituído em 1975 e inserido no regramento constitucional, com a regulamentação do artigo 22 da Constituição Federal, por meio da Lei nº 13.667/2018. Trata-se de dar relevância a orientação profissional, prevista no ordenamento legal, como forma de auxiliar os trabalhadores que buscam apoio nos momentos em que seus vínculos de trabalho são interrompidos, mas que ainda não se efetivou como serviço público no âmbito das mais de duas mil agências existentes no Brasil. A presente reflexão parte da problematização do acolhimento do trabalhador, quando busca o serviço que o auxilie a fazer a travessia para retomar seu vínculo de trabalho. Busca-se estabelecer com base na literatura e na pesquisa realizada em agências de emprego do Distrito Federal, uma proposta de acolhimento ao trabalhador a partir da sua trajetória profissional, ao mesmo tempo em que visa aproximar as Secretarias do Trabalho e da Educação do Distrito

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Federal para o oferecimento da certificação do seu conhecimento adquirido ao longo da sua vida laboral, cumprindo assim o que a própria lei nacional da educação – LDB preconiza no seu artigo 41.

**Palavras-chave:** Educação profissional, Orientação profissional, Certificação profissional, SINE, EJA.

### Resumen

El texto tiene como objetivo problematizar los servicios de asistencia a los trabajadores desempleados que van en búsqueda de las agencias públicas de empleo en la búsqueda de una nueva inserción laboral o para el pago del beneficio de seguro desempleo. Una de las dimensiones que intentamos aclarar en el llamado Sistema Público de Empleo - SINE en Brasil, que se instituyó en 1975 e insertó en el registro constitucional, con la reglamentación del artículo 22 de la Constitución Federal, por medio de la Ley 13.667 / 2018 es la orientación profesional. Insertada nel regramento legal, como mecanismo de assistência a los trabajadores que buscan apoyo en el momento que se interrumpen sus relaciones laborales, la orientación profesional, no es ofrecida como servicio público dentro de las más de dos mil agencias existentes en Brasil. La reflexión actual parte de la problematización de la recepción del trabajador, cuando busca el servicio que lo ayuda a hacer un cruce para reanudar su relación laboral. Intentamos de definir, en base a la literatura y la investigación realizada en las agencias de empleo en el Distrito Federal, una propuesta para acoger los trabajadores e reconocer sus trayectorias profesionales, al mismo tiempo que trata de hacer una integración de las Secretarías de Trabajo y Educación del Distrito Federal para desarrollar un servicio integrado de certificación de los conocimientos adquiridos durante la vida laboral de los trabajadores, cumpliendo con la ley nacional de educación - LDB, como se establece en el artículo 41.

**Palabras-Clave:** Educación profesional, Orientación profesional, Certificación profesional, SINE, EJA.

### Introduction

Brazil has little tradition on professional orientation, nowadays also named as career orientation (RODRIGUEZ, 1995). In the last 50 years the many programs aimed for professional formation, particularly those offered by the Public Employment System: Intensive Program for Preparation of Workforce (PIPMO), Expansion and Improvement of Technical Education Program (PROTEC), Expansion of the Professional Education Program (PROEP), National Plan of Professional Education, later substituted by the National Plan of Worker's Qualification (PLANFOR), National Plan of Qualification (PNQ) and more recently National Plan of Access to the Technical Education and Employment (PRONATEC), did few contributions to effectuate a policy aimed to the improvement of the conditions of adult workers with low scholarship (CASTIONI, 2013). They indeed provided an "empty certification" through the proliferation of thousands of short-term courses (KUENZER, 2005).

According to data from the National Household Survey (PNAD Contínua) publicized by the Brazilian Institute of Geography and Statistics (IBGE), Brazil had, in 2018,

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3,162 millions of people looking for jobs and that were unemployed for more than two years.

According to IBGE (2020), the active Brazilian population's unemployment rate went from 11,6% in December 2018 (12,195 millions of people) to 11,8% in July 2019 (12,569 millions of people), characterizing a growth of 3,07% in the number of unemployed people in the year. Regarding the occupation rate, the level also rose, 2,91% in comparison to the previous year.

Just as employment rose, unemployment did too. This is a recurring phenomenon in Brazil. While employment may grow, the number of people that turned to the unemployment insurance also grows. This repeats itself both in years where the unemployment rate is low and when the unemployment rate rises. This is associated with the Brazilian labor market's high turnover. To have an idea in the period of strong acceleration of employment, between 2003 a 2013, the at the time Ministry of Labor and Employment (MTE), reported that the expenditure of the Unemployment Insurance Program (PSD), rose from R\$ 6,6 billions in 2003 to R\$ 31,9 billions in 2013; the universe of beneficiaries went from 5,1 millions to 8,5 millions of workers (MTE, 2013). Facing that, on the beginning of president Dilma Rousseff's second term, a great discussion in the scope of the PSD began, where the rules to enter the program were restricted, aiming for the diminishment of expenses and prioritizing the focus on active employment policies, in detriment to passive ones. It is curious that in the period where the country most needed protection policies in the labor market, due to the rise of unemployment, the restrictions rose.

Public employment agencies are the places to where workers go when they are fired, most times, looking after informations regarding the benefits of unemployment insurance. It is recurrent in the analysis of specialists that the Public Employment System in Brazil works in an uncoordinated manner and attends mostly workers with low-schooling and low professional qualification (TOKARSKI, 2008).

**Figure 1:** Unemployment data, according to Pnad

**Source:** IBGE, 2020.

The objective of this text is to problematize about the services that are offered to the worker that searches for the Federal District's public employment agencies, under management by the Federal District's Secretariat of Labor, in particular, we detained ourselves in analyzing one of the services that should be offered, according to the National Employment System (SINE)'s mission, professional orientation.

One of the difficulties that the SINE faces is to offer to the worker the means that help him to (re)insert himself on the Work's World or offering him indications of how he should do it. While foreseen in the Law of FAT (Law nº 7.998, of 11 January 1990, in Item II of article 2º), the SINE does not fulfill very well what is defined, that is to say, the actions on behalf of the worker do not act in synchrony, and the system does not make use of his informations, orientates little and cannot make the priority public be attended.

The SINE's performance, even in times of economic growth, does not help the workers much. One of the reasons indicated to this low performance, is the laborer's formation, which many times is associated with low schooling, sometimes to the laborer's profile, that allies the time of experience in a certain occupation and his schooling, and another too is the system's difficulty in making the match between the job vacancy found and the laborer's steering to it.

The labor agencies' attendance, by not making use of the laborer materialized in the records of his labor activities through his life, does only a passive role, recording and forwarding the candidate to the job, and most of the times, makes it to fulfill the attendance

goals set by the system. The attendance made in the agencies does not explore the candidate's potential and instead of giving the opportunity for a perfecting, or improvement of his professional competencies, does the opposite. Even the professional qualification courses that are offered do not take into account the previous experience of the laborer, not rarely we found situations where a civil construction worker, that looks for qualification in his line of work, receives recommendations to make a course of another area, such watchman and doorman, introduction to informatics, etc.

This way, the present reflection aims to problematize the adoption of a proposal for attendance of the laborer, based on professional orientation, when he is received in the agency, giving the opportunity to better identify his work record, offering him better perspectives in his search for work.

## **Methodology**

This text has as origins a research Project supported by the Federal District's Foundation for Support to Research – FAPDF and by a PIBIC scholarship from CNPq, and is being developed together with the Federal District's public employment agencies. It started with a revision of the literature, of the Public Employment System's track record, denominated National Employment System (SINE) in Brazil (Decree nº 76.403, of 8 October 1975 and updated by Law nº 13.667, of 17 May 2018), of the statistics about the number of attendances made by agencies of support to the laborer. Besides that, it were used the observations and proceedings that the attendants use when doing the attendance to the worker and through that was built an approach to better enable the knowledge of workers that turn to the agencies looking for a new insertion on the labor market. For this, this text divides itself, other than the introduction and this section, in another about the SINE's structure and its challenges, the absence of professional orientation and lastly the proposal of organization of an approach to the laborer in the scope of the labor agencies, followed by the final considerations.

## **How the labor agencies act to support the laborers**

The SINE is part of what is called Public Employment System, recommended by the International Labour Organization – ILO's Convention nº 88, of 9 July 1948, and that

was enacted in Brazil by the Decree nº 41.721, of 25 June 1957, however, instituted in the shape of intermediation of workforce service in 1975 (Decree nº 76.403/1975). In 1986, through the Decree-Law nº 2.284, of 10 March 1986, that instituted the Plano Cruzado, was implemented the unemployment insurance. The unemployment insurance program only became a recognized institutional mechanism in the Federal Constitution, of 5 October 1988 – Chapter II – On the Social Rights, article 7º and on Title IX – On General Constitutional Provisions, article 239 –, that propitiated the FAT's creations in 1990 (Law nº 7.998/1990). In 1994, drawing from the understanding that professional qualification should be integrated to the other dimensions of the SPE, the Vocational Retraining Program was instituted. This program was named from 1995 onwards as the National Professional Education Plan – PLANFOR and later, in 1998, as National Worker's Qualification Plan with the same abbreviation and, in 2003, changes to National Qualification Plan – PNQ. Recently, the PNQ, through the CODEFAT's Resolution nº 808, of 24 April 2018, became named as Brazilian Social and Professional Qualification Program - QUALIFICA BRASIL. From this orientation the MTE proposed that the QUALIFICA BRASIL was implemented through the following modalities: I – Qualification Projects; II – Distance Qualification; III – Passport Qualification; e IV – Professional Certification.

In the SINE's case, foreseen on item XVI at the *caput* of art. 22 from the Federal Constitution, the main function is to promote the (re)insertion of the unemployed worker in a new salaried work post. Since 2005 new functions are being assumed by the System, such as those related to solidary economy, that even proportionated the creation of secretary with the specific purpose in the scope of the Ministry of Labor and Employment, the National Secretariat of Solidary Economy (SENAES). However, the SINE's performance, even in moments of economic growth, shows a low performance measured among job vacancies received and vacancies filled. On a national level, the exploitation of vacancies was never superior to 30%, although in some states this exploitation could be greater. One of the reasons indicated for this low performance is the poor qualification of the laborer, which generally has little precision, is sometimes associated with schooling years, on others refers to the professional background, that allies the schooling itself and



the time of experience in a certain occupation. The truth is that the SINE' actions, although provided in what is called Law of FAT, does not fulfill what it determinates, that is to say, the actions on behalf of the laborer are uncoordinated basically because the system does not work with the informations that the laborer provides, orientates little and cannot guarantee that the priority public is reached (CASTIONI, 2009). The main finding are that the low quality of the recordings of the laborer identification system, the list of courses offered to him does not hold any relation to neither the sector or the occupation, due to this, the courses offered do not help to improve his competencies on the Work's World.

One of the deficiencies identified in the SINE's is that it does not make use of the informations that are available when the laborer goes to an intermediation agency. Professional orientation is inexistent and it does not help the laborer to improve his chances of reinsertion, the courses offered do not hold relation with his track record. Guimarães (2009) described how the public and private intermediation agencies of São Paulo's Metropolitan Region are organized. In the author's perspective the layout is oriented by three levels: reception, attendance and rearguard. At the public agencies the emphasis on the first is much greater, for that signals that the requester must remain for a long time and according to the author, signals to the requester the system's vocation to receive well the laborer that is looking for a new insertion on the labor market. The author remarks that while there is a contact with the attendants, that have to fulfill a long quiz, the space for orientation is inexistent and the system basically serves to register and direct the laborer to an existent job vacancy.

However, when the performance of the intermediation system is analyzed, the question of professional qualification is expressed in schooling and experience, leaving a great number of people without opportunities to be reinserted on the Work's World. A proliferation of actions turned to this population, such as the FAT's courses, sometimes one over the other, resulted in what Kuenzer (2005) called "empty certification". It is common to find workers with a series of titles obtained in fast formation courses banked by public resources, but that did not help them to improve their basic formation.

Even with the launch in 2017 of the "Portal SINE" and the "Mais Empregos" program, among other applicatives, were not capable of attacking the main problem, the

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professional orientation. Researches show that 75% of the vacancies aren't publicized and 45% of the vacancies are fulfilled by people indicated by friends.

Research shows that the at time Ministry of Labor and Employment identified that exists, indeed little knowledge among employers about the SINE's services, 26%, on average, low attractivity and accession of the SINE for workers (44%) and employers (14%) and the personal indication answer for 63% on the process of intermediation to a new job (MARINHO, 2010).

According to Vieira (2012) the unemployment is configuring as a "social question", and that until the last century was a question almost exclusively economic that, from 1930, starts to be seen as a fault in the economic system, for market intervention measures were necessary on the government's part.

Even though unemployment is defined as an occasional and transitory situation, the intervention from the government is becoming essential to the labor market, especially when the long-term and recurrent unemployment appear, turning them into social problems, earning the status of sociological question.

In his work about the "new economic sociology", Granovetter (1974), developed a formulation about how are shaped social situations, specific, composed by several actors, practices, representation and results on the search for work. This way:

Identified that the search for work can be based on three types of strategy: i) formal strategy, characterized by the existence of an impersonal intermediary who dispenses a previous contact between who looks for a job and the probable employer; ii) direct prospection, expressed on the act of presenting oneself or writing directly towards an establishment, without an intermediary and without previous knowledge about the availability of job vacancies; iii) personal and informal contacts, that suppose the existence of some previous knowledge, through which the individual has personal access to the informant. These strategies aren't mutually excluding, far from it, they combine (Granovetter, 1974, apud Vieira, 2012, p 36).

### **How the professional orientation on the labor agencies could be**

The occupational insertion moves the laborers on their search to keep themselves employed or to generate revenue for themselves and their families. The professional orientation can contribute to help on the choice of a career, profession and activity, by conciliating the personal condition and desires of the person toward the Work's



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World.

A professional trajectory is permeated by choices. Even after deciding for a profession, many other situations will happen on the professional path. The question "what I will do with my life?" can't be seen as a problem only from teenage, but as a demand that is set to all on the current Work's World (SAVICKAS, 2009 apud, MENDONÇA & DOS SANTOS, 2019, p.2).

Currently when thinking about professional orientation, it aims to answer to the many moments that it is necessary to take decisions, to plan and to assume a position on the Work's World, many times facing difficulties and the need for professional qualification. With this perspective, the orientation that already worked with the first choice, that was also worked on the scope of professionals that seeked to change profession, that is to say, to those that already made their first choice, eventually searching help to review that choice, sometimes for personal reasons, sometimes for changes on the labor market.

Every professional choice is interfered by several elements, such as social questions, economic questions, existent opportunities and even the place where the subject that chooses them, there is a series of possible choices. An important element on the professional trajectories is the adequacy to the career, which allows the subject to adapt. "This can be comprehended as a set of characteristic needed to deal with the changes on the work conditions and the professional life itself" (MENDONÇA & DOS SANTOS, 2019, p. 02).

The professional orientation for the work can be useful in several moments of professional life, for being an reflection about the difficulties found on the Work's World, such as; the search for the first job, the loss of job, discontentment with the job, need for qualification and personal growth. The orientation contributes by recognizing the own needs and comprehend the past, outlining the future, and thus, planning the future.

### **Receiving the laborer – main results pointed during the observation of the attendance at the labor agencies**

Usually the laborers go to the public agencies when they are fired, with the intention of receiving the endorsement for the unemployment insurance, most waiting the

time of the insurance to be over before looking for a new job. Based on the literature and on visits *in loco* it was possible to draw an overview of this activity on the employment agencies. We also based it on other proposals made by for the SINE itself, but never implemented (MTE/PROESQS, 2011).

The preliminary question to structure an activity of support to the workers that turn to the intermediation agencies involves the groups that seek some sort of support, usually for:

1. First job;
2. Worker in situation of recurring unemployment;
3. Worker in situation of long-term unemployment;
4. Unemployed above 40 years of age and low scholarship.

Involving also three essential moments in the orientation process, among them:

1. The self-questioning;
2. The reflection about the private life with focus on the work;
3. The identification of alternatives for the enablement of professional choices.

From the observation done and the organization of aforementioned groups of interest, it was proposed to divide in four steps, with in each step specific instruments being developed for the distinct groups that look to the agencies for support. It is also important to create a routine where the distinct groups could join to these initiative in an spontaneous manner, where the approaches could begin from the following question, such as:

- a) Tendencies on the Work's World – changes on the professions;
- b) Social Relation, new ways of regulation of the work (labor reform);
- c) Entrepreneurship and cooperativism.

As a suggestion, so that these activities can gradually be incorporated to the attendance routine, formation of groups should happen every month. For example, every first Monday of the month groups of interest would be formed and afterwards would be organized the activities for each of them, always respecting their specificities. The observation at the agencies demonstrated that the majority of the attendances happens exactly at the first days of the week and the beginning of each month. That way, the making

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of some interviews with the interested, pointed that it would be possible an approach on the groups that took into account:

Step 1: Questioning about his role on the job and social context. It would have as objective to problematize the questions about the social importance of the job; notice characteristics and personal interests; making the oriented voice his doubts and anxieties; making the oriented to express his feeling regarding the difficulty of choice.

Step 2: Comprehension of his past (historical condition) to visualization of future (identity building). It would have two dimensions: 1) make the orientated to stablish a relation between his professional trajectory and his projects; 2) help the orientated to imagine himself in the past, present and future, inter-relating them to his life project.

Step 3: Awareness of his interests and his needs. This would have as objective to propitiate a contact with the generic abilities and qualifications related to professional performance, also propitiating a first reflection about the professions and the specific abilities required by them, allowing a contact with other professions, creating the interest for those previously unknown; have a global vision of labor, to the perceived changes, his interests, his possibilities and needs for professional qualification, and also the affinity with other members of the group, allowing future articulation; encourage the research for information both about the Work's World, what is changing, requisites of professional qualification and areas of performance/activities; situate values, prejudices, stereotypes and fantasies that appear regarding the professions or activities, mainly those relate to the demands of the Industry 4.0.

Step 4: Planning of the future (drawn from a life proposal). Finally, this has as objective to deepen the knowledge about work, and also take the orientated to be aware of his interests, sympathies and antipathies towards the professions/activities and how they are influencing his perception of the Work's World, propitiating the questioning, building and planning of his entry or reentry on the Work's World; perspectives of return to the studies, be it to complement parts of his educational record or to achieve professional certification. On this step, it aims to generate manners of articulation with the Education for Teens and Adults (EJA).

For it, an action between the Secretariats of Labor and the Federal District's

Education Secretariat had origin, aiming to integrate one of the schools, the Asa Sul's Young and Adults Educational Center (CESAS), that manifested interest in receiving this workers that aim to complete their schooling. Moreover, this action aims to approach the EJA schools to their potential interested, since they have been suffering from a significant decrease of the vacancies occupied. The School Census (INEP, 2019) pointed a drop of almost 10% in the number of vacancies and in the Federal District some of them are about to be closed, according to the Secretariat of Education due to lack of demand, in a country that still has 77 millions of adults that didn't complete the obligatory high school, among those, less than 5% were enrolled in EJA classes of elementary and high school in the year 2019.

The approach of the school also was revealed by the interviews made with the workers that those didn't turn to the school, for they were already "expelled" before. This way, the school becomes on the imagination of these workers as something that does not assure that would receive them. It was noticed on the approach employed that a directed steering would contribute both for the improvement of the performance of the SINE itself as for creating the interest about the EJA school in developing actions aimed to answer the real interests of the workers.

### **Final Considerations**

Still in preliminary character, the essay's development allowed to identify with the agencies of support to the laborer, an availability of the managers to offer this service to the laborers, since that also allows to improve performance of the agencies regarding the job vacancies found and the vacancies used. Moreover, it was noticed in this initial phase of the project a willingness of the attendants to help with the projects development. One of the difficulties is that the information system, where the laborer's previous life bonds are recorded does not register with precision the activities developed. The Brazilian Classification of Occupations - CBO is too limited in explaining the workers' competencies, this way, the knowledge in general is bound to scholarship, but, for most of those that look for the agencies, schooling is very low, needing actions for their elevation.

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**Lattes's link:** <http://lattes.cnpq.br/6497882405640036>**Received: 27/05/2020****Approved: 02/06/2020****Q.Code**

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