

TECHNICAL-SCIENTIFIC ANALYSIS FOR STRUCTURAL REFORMULATION OF THE PÃO ESCOLA PROGRAM

Frederico Divino Dias

Master in Social Management, Education, and Local Development
Faculdade Promove de Belo Horizonte (Belo Horizonte, MG)
frederico.dias@faculdadepromove.br

Frederico de Carvalho Figueiredo

Doctor of Urban Management
Centro Universitário UNA (Belo Horizonte, MG)
frederico.figueiredo@prof.una.br

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ABSTRACT

This article is based on the themes of professional education policies. This study summarizes the results obtained in the study "Professional Education and Empowerment: a study of the Pão School Program of Belo Horizonte City Hall", with the objective of evaluating the Program concerning its potential to stimulate students into the process of individual empowerment. Fundamental concepts such as interdisciplinarity, cross-sector and educational legislation in current society are evidenced. These concepts were presented to theoretically assist the developed product. An innovative proposal to be presented to the municipal executive was presented: a new ordinance to regulate the Program. It ends by redeeming the previously stated objectives and highlighting new studies required in the area.

Keywords: Professional Education. Empowerment. Local Development.

INTRODUCTION

The professional education (PE), widely discussed today (Tomé, 2012; Cassiolato & Garcia, 2014; Ciavatta, 2014; Machado, 2015) is one of the best forms of appropriation of the knowledge produced by humanity, as well as being one of the tools, if well worked, can reflect very positively on the lives of their students.

The PE, when structured and based on libertarian and autonomous thoughts (Marx, 1983; Freire, 1987), would stimulate the development of subjects in all their potentialities and would form them as beings endowed with rights, duties, and potential citizens to facilitate the processes of local development (Gallichio, 2002). Through integral education, the student would be subject to immersion in a process of empowerment that would ratify all of his human comprehensiveness and make him a protagonist in the society and locality to which he belongs (Marx, 1983, Baquero, 2014; Machado, 2015).

Currently offered in several areas and by various systems, the PE can be viewed at the Municipality of Belo Horizonte (PBH) through the Pão Escola Program (PEP) - linked to the Municipal Department of Social Policies (SMPS) - which offers courses in the area of nutrition for students of the Municipal Education Network (RME) (City Hall of Belo Horizonte, 2011). With the aim of qualifying young people to enter them into the world of work, the Program was created in 2001 and continues to the present day, forming students in the Popular Market of Lagoinha - the place where the courses are held.

Through the research "Educação Profissional e empoderamento: uma análise do Programa Pão Escola da Prefeitura de Belo Horizonte" carried out through the Graduate Program in Social Management, Education and Local Development of University Center UNA / BH, with nineteen PEP graduates, it was possible to conclude that it does not stimulate all of the potential empowerment that it could have. This research aimed to listen to the graduates and understand the impacts on their lives from the training processes offered; the encouragement of individual empowerment and human emancipation through integral formation, or the opposite.

Such a municipal tool has followed only the neoliberal basic principles of training workers for insertion into the world of work, without necessarily guaranteeing training with educational processes that work to reach the full potential of individuals. The educational process offered by the PEP forms its students in a technical perspective that does not necessarily associate an emancipatory integral human formation.

The municipal executive is restricted to qualify RME students with a technical profile that excludes from the formative process actions that stimulate critical thinking, decision-making power, belonging and participation in public spaces, intellectual autonomy and even insertion and maintenance in the world of work.

In this context, PE has followed the dual principles of society since the social division of labor. The subjects are educated for work - the professional education that responds directly to the demands launched by the market - and they are educated subjects to act like thinkers, possessors of the means of current production through the propaedeutic education (Dias, Machado & Figueiredo, 2016). Workers are seen in the current context, and within the Program analyzed, as crucial pieces for organizations to raise their profits and benefits to society (Steffen & Fischer, 2008; RochaVidigal & Vidigal, 2012).

According to Rocha-Vidigal & Vidigal (2012), workers are required to provide technical training that gives subjects flexibility, capacity for action, self-learning and organizational versatility, for example. Not adhering to the ideal of integral formation of the people, the subjects of the research, as presented by authors like Ciavatta (2014), Lombardi (2010) and Machado (2015), receive in the Program a technical education that deprives them of an education that could act as a stimulating factor for the individual empowerment process.

From the analysis of these data, this article presents a proposal for intervention in the PEP. This proposition is based on the presentation of a proposal for the adaptation of the municipal ordinance that regulates the Program in question, aiming to make it a tool that awakens the human potential of the subjects and encourages them to enter the process of individual empowerment.

This proposal is based on studies that present key concepts for changing the realities currently observed. The concepts of interdisciplinarity, cross-sector and empowerment have been complemented, together with the pertinent legislation, to offer an innovative proposal that affects all the dynamics of the Program to value the subjects and train them with increasing quality and human effectiveness.

Aiming to present a new formulation to the PEP model, the present study has as a specific objective to raise concepts pertinent to the areas that involve education, to present the legal dynamics with regard to educational policies, as well as to show the relations between the speeches of the different authors the work is justified, thus justifying the proposed interventions. It is hoped with these products to foster the potential of the Program to make it reference empowering vocational training.

LITERATURE REVIEW

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Interdisciplinarity

Assumpção's (1991) studies show that the decomposition of the term explicitly expresses the notion of reciprocal interaction between disciplines, that is, interdisciplinarity is seen as a constant movement of disciplines in which all of them relate in a real and participative way in favor of final impact. According to Thiesen (2008), there is a common focus that interdisciplinarity seeks to overcome the vision subdivided in the processes of knowledge production: it is a new means of academic production, of knowledge formation and / or transfer of knowledge.

The interdisciplinary proposal, as stated by Azevedo & Andrade (2007), would promote a new relationship between teacher-student through an interaction between the subjects-society acknowledgments. The school from this would be more dynamic, interactive and alive; in it, the contents would be problematized in several disciplines and would no longer be seen as isolated facts, located and belonging to only a certain field of study. Such a proposal emerges as the interaction of knowledge that "seeks to break the character of hyper-specialization and with the fragmentation of knowledge" (Thiesen, 2008, p.546).

For this, it is necessary to break the limits of knowledge; it is also fundamental, the appropriation of an attitude and interdisciplinary attitude on the part of the education professionals. This position will be manifested in the commitment of the educator, in the search for deepening, in his upright posture and the involvement with projects in his area of action according to the writings of Thiesen (2008). The teacher will no longer be a content transmitter, he will be a researcher, an incentive that will enable students to experience and practice research. Azevedo & Andrade, 2007). In this way, the student will be able to form new relations arrangements in the different areas of science, which would make him / her autonomous in the face of the authority of knowledge.

With the aim of working in a more emancipatory perspective, there are currently some new learning methodologies to facilitate the process of assimilation of content by the students. Since, through interdisciplinarity, the learning processes would overcome direct transmission, Barbosa & Moura (2013), Ottonelli, Viero & Rocha (2015) and Weinberg (2014) present in their works some methodologies - tools - to provide a better academic environment. The authors indicate some resources that are currently being used and, in addition to training the worker, emphasize empowering perspectives such as the development of critical thinking.

The use of project analysis and case study "allows the identification and application of the potential of argumentation to the students and refers both to the moment of knowledge construction and to the synthesis", as Ottonelli, Viero & Rocha (2015), p.59). The use of Information and Communication Technologies (ICT) favors intelligence and generates skills to solve problems, as well as the use of active methodologies that facilitate the assimilation and retention of contents and information (Barbosa & Moura, 2013). The author Weinberg (2014) also presents the importance of 'learning by doing', developed from the 'analytical, active and dynamic' methodology, which encourages students to participate actively in their teaching and learning process.

As affirmed by Ciavatta (2014), the training for the education of the integral man is relevant and necessary in the educational processes of the subjects. In an ambition to develop all the technical and creative skills, men would have associated, once again, work as a hominizating factor, once dissociated.

It was concluded, therefore, that 'new' learning modalities, interdisciplinary practices and active learning methodologies could improve the general formation of the students since it would allow the workers to 'learn to learn' and to position themselves critically before the society and the world. It would encourage new research by providing dialogue and interaction between disciplines; make it possible to overcome the teaching/research dichotomy; (Mangini & Mito, 2009). Also, it is important to note that there is a lack of knowledge about the different expressions of the world and it would enable them to work towards modifications.

Cross-sector

In studies of several authors, among which we highlight Comerlato et al. (2007) and Inojosa (2001), one sees the central idea that the government structure, which should have as a principle integrated participation, interconnection, and networking, is, for the most part, competitive, cooperative thinking. They say that competitiveness is evident when it comes to, for example, the division of the financial budget, in which the entities will plead the money is coming from the municipality, state or federation. It is a logic that is opposed to the needs of society, since people "need, in full, conditions of social development, environmental conditions, and infrastructure" (Inojosa, 2001, p 104, emphasis added).

Through the studies of Comerlato et al. (2007) clearly shows the need for a re-dimension of the process of formulating and operationalizing public strategies and actions. The need to implement more flexible and participatory models, in which there is a shared relationship between State and society, is increasingly emerging. Today's society needs a new governmental order in which organizational spheres and subjects, through new strategies -

actions and relationships - create communication and action networks for intersectoral work. It is, therefore, the "articulation of knowledge and experiences intended to the planning, realization, and evaluation of policies, programs and projects, to achieve synergistic results in complex situations" (Inojosa, 2001, p. 105)

Through the previous notes and the writings of Kiss, Schraiber, & d'Oliveira (2007) one can conceptualize cross sector action as the association of actions - with common objectives - of various institutions (being state, private, etc.) and the relation between their agents, through defined channels of communication. Thus, this structure is defined in which the different actors, their ideas, cultural discourses, cognitive maps and convergent relations coexist, for the integration of the subjects, as an intersectoral network of action.

Given that cross-sector action requires the creation and practical articulation of a network, Junqueira (1999 apud Comerlato et al. 2007), reaffirms the importance of this association; he points out that through it new paths would be discovered for intervention action in social reality; the diverse knowledges and experiences articulated through this set of relations, would act effectively fulfilling the objective established by the initial proposal of the action.

Inojosa (2001) also states that in many projects the intersectoral proposal is seen as the association of entities that establish dialogue only at the moments of formulation and evaluation, which can not be considered as an integrated action of network creation. There are comments of a much broader perspective; there is the necessity of the association with the reciprocal exchange between the actors. It outlines two critical aspects of the formulation, implementation, and evaluation of such projects and / or policies and programs: the focus on a particular segment of the population; and concern about results and impacts.

Finally, it is understood that the intersectoral proposal involves different knowledge and understanding, language structures, convergent or otherwise divergent thoughts, and communication within the network and other practices of the actors. It is a new process of

planning, implementing, accompanying and evaluating actions, which integrated and truly associated, would charge subjects and institutions a reordering of postures and manifestations, according to Comerlatto et al. (2007). It is, therefore, a cross-sector look and action that, driven by the integrated needs of the population, would foster new dialogues and future changes (Inojosa, 2001).

Education regulations and the PE

For the full development of the proposal regarding this research, it was necessary to raise the basic principles pertinent to education, regulated by the Law of Guidelines and Bases of Education (LDB) and other documents regarding Vocational Education and Education Basic to propose changes in the current ordinance that regulates the Program in the light of such ideals.

Beginning with the structuring of the nation's Constitution, it is noted that the Constitution of the Federative Republic of Brazil of 1988 (Brazil, 2012, article 205) provides education as a right of all "aiming for the full development of the person, for the exercise of citizenship and its qualification for work ". Education should be implemented on the basis of equality of access conditions, freedom to teach and learn - disseminating thought, art, and knowledge - as well as the pluralism of ideas, gratuitousness, the need to value professionals in the area, democratic management and quality assurance.

The document also predicts that there should be a 10-year National Education Plan (PNE) to define guidelines, goals, and targets to ensure the development of education at all levels. This plan should ensure:

- I. eradication of illiteracy;
- II. universalization of school attendance;
- III. improving the quality of teaching;
- IV. training for work;

- V. Humanistic, scientific and technological promotion of the Country [...] (Brazil, 2012, article 214)

Concomitant to the Federal Constitution, another device that regulates the processes of national education is the Law of Guidelines and Bases of National Education, promulgated in 1996 by the then President of the Republic Fernando Henrique Cardoso, who continues to exercise until the present day with constant updates and changes. Such a device brings, as well as Brazil (2012), the education, in its article 2, as a duty of the State and the family, besides being a formative process that can develop "in family life, in human coexistence, in work, in educational and research institutions, in social movements and civil society organizations, and in cultural manifestations "(Brazil, 1996). In Article 1, paragraph 2, the law makes it clear that education must be linked to the world of work and social practice. Education also has as its purpose; the full development of the student in the principles of freedom and human solidarity.

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When discussing the organization of national education, Brazil (1996, article 12) makes it clear that educational institutions will be responsible for "I - elaborating and executing their pedagogical proposal; [...] IV - to ensure compliance with each teacher's work plan; [...] VI - to associate with families and the community, creating processes of integration of society with the school ".

In addition to this attribution to LDB explicitly in article 13 that teachers should participate in the creation of the pedagogical proposal of the establishment, as well as elaborate and fulfill the work plan and ensure student learning.

In addressing Basic Education - at all its levels - the legislation provides the need to "develop the learner, ensure the common formation indispensable for the exercise of citizenship and provide him with the means to progress in work and later studies." To do so, it is ensured that curricula should cover: Portuguese Language, Mathematics, knowledge of the physical and natural world, social and political reality, Art and Physical Education. Finally, it is stated in Article 27 that;

- I. The dissemination of fundamental values to the social interest, the rights, and duties of citizens, respect for the common good and democratic order;
 - II. Consideration of the educational conditions of the students in each establishment;
 - III. Work orientation;
 - IV. Promotion of educational sport and support for non-formal sporting practices.
- (Brazil, 1996, article 27)

Regarding the final stage of primary education, LDB recommends that students should be enhanced as a human being, forming them with ethical principles, the "development of intellectual autonomy and critical thinking," as well as the understanding of technological processes of productive processes - linking theory to practice (Brazil, 1996).

In dealing directly with Vocational Education in articles 39 to 42, the law is clear when articulating it to the regular education in three levels of formation, namely: continued formation (professional qualification), middle-level PE and undergraduate and postgraduate -University graduate. This format of education can be evaluated and certified at the time of completion of the courses.

When bringing the Organic Law of the Municipality of Belo Horizonte (City Hall of Belo Horizonte, 1990) it is possible to observe the same traits of formation normalized by the Federal Constitution and LDB, for example, article 157 that comes against the other laws analyzed, aiming for "the full development of the citizen, making him capable of reflecting on reality and aiming at qualification for work" (Belo Horizonte Municipal Government, 1990, 47). It presents as differential two specific points, namely: paragraph X of paragraph 1 of article 157, which provides for the presence of the professional qualified for the supervision and educational guidance of students at all levels, in addition to article 164 that advocates;

Art. 164 - The first and second-grade school curricula of municipal schools shall include syllabus contents on drug prevention, education for traffic safety, consumer education, and political and citizenship training. (Belo Horizonte City Hall, 1990, page 51).

The proposals presented here, previously regulated, meet the proposals presented by authors such as Ciavatta (2014), Freire (1987), Machado (2015) and Thiesen (2008), for example, by positioning themselves in favor of libertarian education, which forms integral citizens who possess the technical, technological, scientific and cultural domains in their totality. Both the National Magna Carta and the LDB - specific regulation of educational processes - are based on the principles of freedom and equality of subjects within society, but often do not apply in reality, as can be seen in Moura (2007), Oliveira & Machado (2012), Frigotto (2013), Figueiredo & Mueller (2015), Schlesener (2015) and Dias, Machado & Figueiredo (2016).

METHODOLOGY

The present article was based on a bibliographical survey and analysis of the final data of the previous research of the PEP so that a new proposal for the format of the Program was structured. Based on the deductive and explanatory method, this text aimed to clearly explain the reasons for the proposed changes and innovation in the municipal ordinance that regulates the Program.

The proposal of a new ordinance was based on the basic principles of education brought through the laws presented in the previous section, besides the theorists who present the discussions on interdisciplinarity, cross-sector action, local development, and empowerment. Based on the Manual of the Presidency of the Republic, this orientation was based on the main normative of the nation - in addition to the others exposed in the previous section - to, based on the presented theoreticians, propose an intervention that respects what is normalized and that can reflect in a way in the lives of the Program's students.

RESULTS

Changing some passages of the original text and adding articles and paragraphs, the 'new ordinance' retains the essence of the Program and proposes changes in devices that will develop the students in their entirety, thus facilitating the (2009), Rodrigo (2009), Lombardi

(2010), and Ciavatta (2014). In this paper, we present the results of the study of the development process.

Article 1 presents the object and scope of the decree mentioned above, following the rules of Brazil (2002). In article 2, the nomenclature of courses offered, based on LDB (Brazil, 1996), is modified for professional qualification courses. It is also suggested to change the initial age of participation in the courses according to the thoughts of Barbosa & Deluiz (2008) because the authors talk about the lack of care for young people between the ages of 15 and 24 in the school and professional world.

Complementing the already official document that does not present the objectives of the Program, the new ordinance evidences the objectives of the PEP through the single paragraph of article 2. These objectives are aimed at training young people in all areas of their lives in an integral way, through an education that works with cross-sector action and facilitating their insertion into the world of work. All these propositions were structured based on the arguments of Marx (1983), Freire (1987), Brazil (1996), Gohn (2002), Carmo (2009), Rodrigues (2009), Lombardi (2010), Brazil Ciavatta (2014) and Machado (2015).

Article 3 (nonexistent in the current ordinance) proposes the creation of an intersectoral team that involves - in a continuous process - the three partner secretaries. Motivated by the thoughts of Inojosa (2001), Junqueira (1999 apud Comerlato et al. 2007) and Kiss, Schraiber, & d'Oliveira (2007), such team should follow all the processes related to the Program for the proper development and progress of the same. Such a team should be composed of subjects with fields of education, work, and food, for example, so that through this intersectoral work they can work towards the improvement of the Program.

Through section I, it is proposed the organization - creation of curriculum (schedules), workload and planning in general - for such a commission, based on the ideals of LDB itself. The final sections of the article expose the idea of creating and implementing a system of communication between the secretariats, as well as the availability of professionals (1990), Brazil (1996), Comerlato et. al. (2007) and Brazil (2012) such changes would facilitate the

learning process and effectiveness of the Program with regard to the full development of the learner.

The creation of Article 4 (previously omitted) that specifically addresses the training process is advocated. Without entering directly into the educational dynamic - a process to be developed by professionals qualified for such - this moment presents the central ideals related to research. It is pointed out here the need for the implementation of a libertarian education, empowering, linked to the world of work and society. Through this article are stimulated:

- The integral formation of the subjects as potential actors for local development (Belo Horizonte City Hall, 1990, Brazil, 1996, Gallichio, 2002, Brazil, 2012);
- Discussions pertinent to the current situation of society and the use of active learning methodologies (Barbosa & Moura, 2013; Weinberg, 2014; Ottonelli, Viero & Rocha, 2015);
- The appropriation of community spaces (Perkins & Zimmerman, 1995; UNDP, 2010; Borges & Maschietto, 2014; Souza, Moreira & Bourguignon, 2014).

Lastly, it is suggested that adjustments to subsections IX of article 5 and subsection VII of article 6 concerning professionals who will deal directly with students during the courses. Based on the ideals of the Guidelines and Bases Law (Brazil, 1996), it is indicated the allocation of specific professionals to the required skills, who have mastery of the contents to articulate them in the interdisciplinary project, besides offering continuous education processes for such teachers/educators.

To facilitate the visualization of the proposals of the mentioned ordinance, the table below (Table 1) shows the comparison between the ordinances - current and new - developed by the researcher.

TABLE 1 – Comparative of municipal ordinances

Comparative table between joint ordinances SMED/ SMASAN/ SMATE	
Ordinance in force nº001 / 2011	Proposed Ordinance
Article 1	
It proposes the qualification for RME students above 16 years in the Lagoinha Market	It establishes the Pão Escola Program at PBH
Article 2	
Defines tasks that aim to ensure the effectiveness of the partnership	It proposes the professional qualification for RME students over 15 years in the Lagoinha Market and presents the objectives of the Program
Article 3	
Displays the SMASAN assignments	Proposes the creation of a team that will deal with the development and continuous maintenance from the program
Article 4	
Displays the SMED assignments	It proposes the basic requirements for training process
Article 5	
Displays SMATE assignments	Displays the SMASAN assignments
Article 6	
Refers to the publication and vigor of the	Displays the SMED assignments
Article 7	
-	Displays SMATE assignments
Article 8	
-	Refers to the publication and validity of the Ordinance

Source: author, 2017

Employing this comparison, it is possible to visualize more compactly the alteration of article 1 and the creation of two new articles, which deal directly with the intersectoral team and the formation that should be destined to the students with a more dynamic and interdisciplinary format.

Applicability of the new ordinance and probable reflexe

Considering that society is structured around work, it is necessary to understand the current situations in which workers are living and the probable reflections that small changes could impact their lives, as well as in the market and society. It is essential to see that work is a preponderant factor for the growth of society and, consequently, could be a driving force

for development, understanding the importance of presenting the relevance of the relationship between work and education, and its impacts in society.

Established in a capitalist society, it is of fundamental importance that the worker frequently seeks new updates and training to work in the job market, since, according to Rocha-Vidigal & Vidigal (2012), companies now require new levels of productivity. The subjects must, therefore, adapt to the new demands that come from the market and the capital (Carmo, 2015).

Rocha-Vidigal & Vidigal, 2012). Some of the requirements that have become basic to the worker are, for example, self-learning, process understanding, the notion of observation, interpretation, decision making and evaluation of results. Alves & Vieira (1995) corroborate this ideal, claiming the mastery of technical language, oral communication, writing, the ability of group work, cognitive polyvalence and organizational versatility to be essential.

PE is seen as a form of qualification that could assist workers in this process of training and understanding their roles and competencies (Steffen & Fischer, 2008). It is important, however, to reinforce that, for such effects to be visible in the subjects, the developmental process should stimulate them in all its areas and potentialities (Carmo, 2015). As presented by Marx (1983), Baquero (2012), Ciavatta (2014) and Machado (2015), the subject who is incited in various areas and participates in a dynamic process of learning could have strengthened his human comprehensiveness and developed several skills that would be designed to benefit the world of work and the community.

It is understood with the above and, supported by the studies of the authors brought before, that with the implementation of the changes proposed here, the students who will pass through this new training path, could have raised their potentials, as workers with the aspects required by the world of work, as Rocha-Vidigal & Vidigal (2012) and Carmo (2015) corroborate. Society could see the reflexes of such formations in a transparent way in the areas where these workers work as soon as they enter the market in their respective areas.

Participating in courses that would stimulate the autonomy and integral training of students, Baquero (2012), Horochovski & Meirelles (2007) and Kleba & Wendausen (2009), theorize that besides the direct benefits to the worker and the world of work, there would be the potential that subjects could leverage the development of their locality, be it social or economic. Given the stimulation of the integrality and citizenship of the people inserted in a community and, consequently, incentive to enter the process of individual empowerment, workers could become protagonists of their own lives and primordial to the social and citizen integration of this locality (Gallichio, 2002).

Reinforcing the idea of Lopes (2016) that grows the search for professionals who can perform in the area of hospitality and tourism, it is crucial that the Gastronomy, being exercised in all its segments, seeks better training of their professionals in their qualification schools. "Gastronomy as a new area of knowledge must be approached with a new look. With this, the ways of teaching and learning must be contextualized to contemporaneity" (Lopes, 2016, p.30). Inserted within the area of hospitality, Gastronomy acts through the provision of services in relationships between individuals since the earliest times and, from this, accompanies men in a significant way ever since.

CONCLUSION

The PEP, as education policy, is one of several neoliberal policies aimed at qualifying multifunctional subjects to meet the demands of the market. With an extremely dry concierge that does not encompass fundamental principles for the development of courses, this program acts promptly in the offer of qualification for a particular public, which often, at least, is inserted into the world of work.

With the innovative proposal to change topics in execution and insert concepts that are often already envisaged in federal and even municipal legislation, the orientation of changing the current municipal decree has ambitions to insert basic principles guaranteed by law concerning the integral formation of citizens with rights and duties. The observations raised and commented throughout this article show the need to change something that is

set, in favor of an improvement of the services provided to the population that often stands outside the various social benefits intrinsic to all beings within society.

Remodeling such a legal device would bring benefits that, if truly executed, would facilitate the training processes of the subjects and offer them different benefits brought throughout the presented literature. Expanding the worldview, making them critical, determined, independent, proactive subjects would lead them to enter into the process of individual empowerment that would bring about improvements in the various fields of their lives and the locality to which the subjects are inserted.

Reaching its goal, this study proposed a new formulation to the Program, based on human principles that aim to develop the subjects in their totality to boost, therefore, the local development. It is understood that this proposition has as limitation the low amount of legal norms regarding professional education object of this study. It is indicated that other researchers seek to continue this research by carrying out the analyzes on said Program primarily if there is a positive return of PBH in the implementation of the developed product. It is of fundamental importance to understand the impacts resulting from the mentioned suggestion.

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